

**SARVA SHIKSHA ABHIYAN
(SSA)**

**MINISTRY OF HUMAN RESOURCE
DEVELOPMENT
(DEPARTMENT OF SCHOOL EDUCATION
AND LITERACY)**

**PUBLIC ACCOUNTS
COMMITTEE
(2006-2007)**

FORTY THIRD REPORT

(FOURTEENTH LOK SABHA)



**LOK SABHA SECRETARIAT
NEW DELHI**

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LITERACY)



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LOK SABHA SECRETARIAT
NEW DELHI

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COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE
(2006-2007)

Prof. Vijay Kumar Malhotra — *Chairman*

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INTRODUCTION

I, the Chairman, Public Accounts Committee, as authorised by the Committee, do present this Forty-third Report relating to “Sarva Shiksha Abhiyan (SSA)” which is based on Report of Comptroller and Auditor General of India for the year ended 31 March, 2005 (No. 15 of 2006), Union Government (Civil—Performance Audit.)

2. The Report of the Comptroller and Auditor General of India for the year ended 31 March, 2005 (No. 15 of 2006), Union Government (Civil—Performance Audit) was laid on the Table of the House on 18th August, 2006.

3. The Committee took evidence of the representatives of the Ministry of Human Resource Development (Department of School Education and Literacy) on the subject at their sitting held on 13th February, 2007. The Committee considered and finalised this Report at their sitting held on 19th April, 2007. Minutes of the sittings form Annexures to the Report.

4. For facility of reference and convenience, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report.

5. The Committee would like to express their thanks to the officers of the Ministry of Human Resource Development (Department of School Education and Literacy) for the cooperation extended by them in furnishing information and tendering evidence before the Committee.

6. The Committee place on record their appreciation of the assistance rendered to them in the matter by the Office of the Comptroller and Auditor General of India.

7. The Committee also place on record their appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached with the Committee.

NEW DELHI;
19 April, 2007

29 Chaitra, 1929 (Saka)

PROF. VIJAY KUMAR MALHOTRA,
Chairman,
Public Accounts Committee.

REPORT

PART I

A. Introduction

Ever since independence, for the constitutional commitment to ensure free and compulsory education for all children upto the age of 14 years, provision of universal elementary education has been a salient feature of national policy. This resolve was spelt out in the National Policy on Education, 1986 and the Programme of Action, 1992. A number of schemes and programmes were launched in pursuance of the emphasis embodied in the National Policy on Education and the Programme of Action. These included the scheme of Operation Blackboard; Non- Formal Education; Teacher Education; Mahila Samakhya; State specific Basic Education Projects like the Andhra Pradesh Primary Education Project; Bihar Education Project, Lok Jumbish Project in Rajasthan; National Programme of Nutritional Support to Primary Education; District Primary Education Programme.

2. The Constitutional, legal, and national policies and statements that have time and again highlighted the cause of universal elementary education are:

Constitutional mandate 1950 – “The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education to all children until they complete the age of 14 years”.

National Policy of Education 1986 – “It shall be ensured that free and compulsory education of satisfactory quality is provided to all children upto 14 years of age before we enter the twenty first century”.

Unnikrishnan judgment (SC) 1993 – “Every child/citizen of this country has a right to free education till he completes the age of fourteen years”.

Education Ministers’ resolve 1998 – Universal Elementary Education should be pursued in the mission mode. It emphasized the need to pursue a holistic and convergent approach towards Universal Elementary Education.

National Committee’s Report on Universal Elementary Education in the mission mode 1999 – Universal Elementary Education should be pursued in a mission mode with a holistic and convergent approach with emphasis on preparation of District Elementary Education Plans for Universal Elementary Education. It supported the fundamental right to education and desired quick action towards operationalization of the mission mode towards Universal Elementary Education.

3. The Sarva Shiksha Abhiyan evolved from the recommendations of the State Education Ministers’ Conference held in October 1998 for pursuing Universal Elementary Education in mission mode. Sarva Shiksha Abhiyan which was approved by the Union Cabinet in its meeting held on 16 November 2000 became functional

from January 2001 for providing useful and relevant elementary education to all children in the age group of 6 to 14 years by 2010.

B. Objectives

4. The objectives of Sarva Shiksha Abhiyan are enunciated as follows:—
- (i) All Children in School, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2003;
 - (ii) All children to complete five years of primary schooling by 2007;
 - (iii) All children to complete eight years of elementary schooling by 2010;
 - (iv) Focus on elementary education of satisfactory quality with emphasis on education for life;
 - (v) Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010; and
 - (vi) Universal retention by 2010.

C. Institutional Framework

5. One of the basic features of Sarva Shiksha Abhiyan is that the mainstream structure namely the concerned Department itself will primarily be used for implementing the programme. A separate Department of Elementary Education and Literacy was thus created for this purpose. In order to facilitate convergence and have a holistic perspective, a single Bureau of Elementary Education has been constituted. The General Council at the National level is headed by the Prime Minister with the Human Resource Development Minister as the Vice-Chairman. The Chairman of the Executive Committee is the Human Resource Development Minister. The Secretary, Department of Elementary Education and Literacy is the Vice-Chairperson of the Executive Committee. The Joint Secretary (Elementary Education) is also the Director General of the National Mission of Sarva Shiksha Abhiyan. He/she is also the Member Secretary of the General Council and the Executive Committee. The Directors/Deputy Secretaries of the National Mission work as the Deputy Director Generals of the National Mission under the overall supervision of the DG. Each DS/Director have specific functional and geographic responsibility.

D. Audit Review

6. The performance appraisal of the Scheme of Sarva Shiksha Abhiyan, conducted by Audit, covered the period 2001-02 to 2004-05. The sample check of the records in the Department of Elementary Education and Literacy, Ministry of Human Resource Development and the implementing agencies in twenty six States (excluding Jammu and Kashmir and Goa) and six Union Territories (except Andaman and Nicobar Islands) revealed a number of deficiencies in the implementation of this scheme. These are discussed in the succeeding paragraphs.

E. Scheme Finances and Funding Pattern

7. The financial assistance for the programme of Sarva Shiksha Abhiyan was proposed on an 85:15 sharing between the Union and the States during the IX Plan;

75:25 during the X plan; and 50:50 sharing thereafter between the Central Government and State Governments. The outlay was to be approved by Project Approval Board of the Department of Elementary Education and Literacy on the basis of plans submitted by State Implementing Societies. The financial assistance to the State Implementation Societies was to be provided based on the approved Annual Work Plan and Budget each year.

8. Audit examination revealed that though the programme was planned to be taken up earnestly and seriously by the Ministry with ambitious targets requiring enormous funding and serious commitment on the part of the implementing agencies including State Governments, funding requirements approved by the Project Approval Board which also consisted of representatives from the Ministry, were on the higher side but were slashed at the time of final allotment which had the potential of adversely affecting the overall implementation of the Scheme.

9. The budget allocation and release of grants to State Implementing Societies were much below the amounts required as per Annual Work Plan and Budget, which indicated that the work plans were not fully funded by Government. Reasons attributed for this by the Ministry were that Project Approval Board approved higher outlays than the budget allocation approved by Parliament, taking into account the likely low performance of some interventions due to unforeseen constraints such as floods, elections and court interventions.

10. The year-wise Union budget estimates on (i) education, (ii) allocation for elementary education, (iii) The budgetary allocation on elementary education as a percentage on total budget of education and (iv) amount earmarked for Sarva Shiksha Abhiyan utilization thereof are indicated in the table below:—

(Rs. in crore)

Year	GOI budget	Allocation on education	%	Allocation on elementary education	%	Allocation on SSA (BE)	Allocation on SSA (RE)	Utilization under SSA	% age of utilization
2001-02	375223	5920	1.58	3800	64.19	500.00	500	172.04	34.41
2002-03	410309	7025	1.71	4667	66.43	1512.00	1220	1305.66	107.02
2003-04	438795	7025	1.60	4667	66.43	1951.25	2732.3	3057.48	111.90
2004-05	477829	8225	1.72	5750	69.91	3057.08	4753.6	6598.39	138.81
2005-06	514344	15244	2.96	12241.76	80.31	7800.00	7810.8	10002.33	128.06
2006-07	563991.13	20745.5	3.68	16892.5	81.43	11000.00	11104	9770.65*	88.82*

*upto Dec. 2006

11. A perusal of the allocation of funds for Sarva Shiksha Abhiyan shows that it has gone up from Rs. 7,800.00 crore in 2005-06 to Rs. 11,000.00 crore in 2006-07, representing an increase of over 41 per cent. The amount budgeted for the current year, that is 2007-08 is Rs. 10,000 crore. The allocation for Mid Day Meal Scheme has gone up from Rs. 3,345.46 crore in 2005-06 to Rs. 5,348.00 crore in 2006-07, showing an increase of over 60 per cent. The increased allocation for Sarva Shiksha Abhiyan is

mainly on account of revenue generated through education cess @ 2 per cent on direct and indirect central taxes which had been imposed since 2004. For this, a separate, dedicated non-lapsable fund called Prarambhik Shiksha Kosh was created on 14th November, 2005 to receive proceeds of the education cess.

12. The Ministry have further informed that there had been a marked step up in the Central Government's budget allocation from the year 2004-05 to 2006-07 at RE/BE stage, as the States became fully conversant with the programme and the implementation machinery was geared up.

13. Audit scrutiny revealed that though the States/Union Territories together were able to spend around 86 per cent of the funds released, in some States the percentage of utilisation of funds was very poor. The Ministry have responded on the issue of utilization of funds as under:—

“Sarva Shiksha Abhiyan performance stabilized by 2004-05, with all States/UTs participating in the programme actively and enthusiastically.

States' capacities for planning and implementation showed marked improvements which had a direct bearing on better fund utilization.

The education cess for 2004-05 gave the Sarva Shiksha Abhiyan a boost in funding which in turn helped the programme move at a faster pace with enhanced outcomes, especially in provisioning of higher amounts for school infrastructure and 'hard to reach' children.

Improvements in fund flow from Government of India to States/Union Territories in the first quarter of new financial years and release of second instalment by the third quarter have further improved utilization process. Also the system of electronic transfers as far as possible in Sarva Shiksha Abhiyan has given a boost to timely utilization of funds.”

The Ministry have categorically stated in this regard that:

“There is no longer any issue for low utilization in Sarva Shiksha Abhiyan. In fact it is rated as one of the fastest paced flagship programmes.”

14. When specifically enquired about the shortfall in expenditure in the initial years, the Ministry have cited the following reasons:—

“In the initial years the provision of funds in the Central budget was less as the programme was still being rolled out in the States and the capacity for implementation was being built up. Being a new programme most of the States/Union Territories did not have sufficient experience, manpower to undertake such a massive programme in the initial years and it took some time to put in place sufficient manpower and build the capacity of the programme staff. Unforeseen constraints such as natural disasters, various categories of elections, court interventions etc. also contributed for slow progress in certain activities in some of the States.”

The Ministry further clarified that the unutilised funds did not lapse at the end of the year and the funds were allowed to be carried forward to the next year's plan.

15. On the utilization of funds by the States, the Ministry conceded that any new programme would take time to roll out and the one as decentralized as the Sarva Shiksha Abhiyan which called for its aspects to be fully understood at all levels, across the country, would obviously take a while. Initially the States/ Union Territories did not have sufficient experience, manpower and resource support which delayed effective implementation of the programme in most of the States/ Union Territories till the year 2003-04.

16. Elaborating it further, the Ministry informed that after taking detailed feedback from States/ Union Territories and in order to streamline the process of formulation and submission of district/State plans to the Government of India, guidelines in the form of a Manual on Financial Management & Procurement and a Planning & Appraisal Manual, was made effective *w.e.f.* 1st April, 2004 in which the planning and appraisal process was made transparent and clear to the States, districts, appraisers and Government of India officials. The Manual was made effective from 1st April 2004 and the budget calendar prescribed in Para 48 of the Manual could not be applied for the appraisal of plans till 2004-05.

17. When asked to state the reasons as to why the Ministry prescribed the system of appraisal of plans belatedly, they have justified as under:—

“It is incorrect to say that the Ministry has prescribed a system of appraisal of Sarva Shiksha Abhiyan district plans belatedly. Prior to the introduction of the Manual on Planning & Appraisal and the Manual on Financial Management & Procurement under Sarva Shiksha Abhiyan in 2004, the Ministry had already issued a Manual for Appraisal of Plans in 2001 containing guidelines on preparation and appraisal of the Annual Work Plan & Budgets based on the norms outlined in the Sarva Shiksha Abhiyan framework.”

18. Regarding the flow of funds to the implementing agencies, the Secretary (Department of School Education and Literacy) deposed before the Committee as under:—

“Release of first instalment to the States and Union Territories in April itself each year, on the basis of previous year's performance will definitely improve flow of funds to the States and Union Territories at the beginning of financial year and improve progress in the field. The Ministry has already issued a Circular to implement this recommendation from 2007 onwards.”

19. While replying to a pointed query of the Committee as to how the funds released were less than the outlay approved, the Ministry explained as under:—

“The period 2001-02 to 2003-04 were the initial years of Sarva Shiksha Abhiyan implementation and the provision of funds in the Central Budget was less, probably because the programme was still being rolled out in the States and the capacity for implementation was being built up. The Project Approval Board has been approving slightly higher outlays taking into account the

likely low performance of some States or some interventions, due to unforeseen constraints such as floods, elections, court interventions etc. which can be made up by other States with better performance. However, there has been a marked step up in the Central Government's budget allocation from the year 2004-05 to 2006-07 at Revised Estimate/Budget Estimate stage, as the States became fully conversant with the programme and the implementation machinery was geared up."

20. To a question as to how the Ministry intended to implement the scheme successfully, especially when the funds released were less than the outlay approved, the Ministry responded as under:—

"The Ministry is constantly making an effort to facilitate Sarva Shiksha Abhiyan implementation in the States/ Union Territories. In cases where stipulated conditions to be met by the States as part of the scheme design are not met, such as delays in making available State shares, delayed submission of Annual Work Plan and Budgets or slow progress in meeting 50% expenditure on the first instalment, there are consequential effects on Government of India's release of funds to States chiefly as reduction of quantum of funds for such adjustments, in the second instalment. The Ministry identifies States/ Union Territories who are not performing well and suitable capacity building measures are taken to enhance their capacity to improve Sarva Shiksha Abhiyan implementation."

21. The following table depicts the position of outlays, budget, releases and expenditure since 2004-05 in respect of the Sarva Shiksha Abhiyan programme:—

(Rs. in crore)

Year	Outlay approved (GOI share)	Budget Estimates (GOI)	Revised Estimates	GOI funds released	State share released	Expenditure
2004-05	8337.66	3057.08	4753.63	5043.98	1704.74	6598.39
2005-06	10074.61	7800	7810.75	7511.19	2725.75	10002.33
2006-07	15661.70	11000	11104.00	8304.45*	2417.05*	9770.65*

* Position as on 31st December 2006.

22. Asked whether the unspent funds available with the Ministry were lying idle due to deficient estimates coming from the Implementing agencies, the Ministry replied that:—

"All closing balances and the specific activities in which they are featuring are adjusted against the releases made by Government of India in the new financial year. The unutilized balances available with the States/Union Territories are utilized in the new financial year for carrying out the specific spillover activities of the previous year. States/Union Territories with lower performance level and unutilized amounts at the end of the year, therefore will have sizable spillover activities to be completed in the next financial year,

which has a direct impact on their total annual plan size, as spillover works will crowd out possibilities of new works. It is also pointed out that closing balances, are not idle funds, but work in progress or funds in pipeline to the place of activity or execution. Therefore, they should not be construed to be idle funds, but funds against which activities are in progress and whose utilization can only be reported, once the activity is completed.”

23. With regard to the financial constraints faced by the Ministry in implementing the scheme, the Ministry have submitted as below:—

“The Sarva Shiksha Abhiyan programme has faced constant inadequacy of funds since inception. There was less budgetary support to the programme in the initial years. In the first 3 years of the programme, funding against the projected requirement provision was just 30% (Rs. 4801 crore against Rs.16500 crore projected). There was a shortfall of Rs. 11699 crore. The Gross Budgetary Support for Sarva Shiksha Abhiyan has been declining from a level of Rs. 2732.99 crore in 2003-04 to Rs. 2288 crore in 2004-05 and Rs. 2412.90 crores in 2005-06. The Gross Budgetary Support levels have also fallen below the 1999-2000 level *i.e.* Rs. 3000 crore, a threshold approved by the Government of India. Overall this has led to deferment of fulfilment of goals.

It is also pertinent to mention that the Sarva Shiksha Abhiyan requires Rs.20000 crore for the year 2007-08, Rs. 22000 crore in 2008-09 and Rs. 25,000 crore for 2009-10 as per present norms of Sarva Shiksha Abhiyan. However, projections will be on a much higher side in the event of modified norms (50:50 basis) which would need fund requirement during XI Plan period, as under:

Scenario-I (based on enrolment)	
Year	Estimated fund requirement (Rs. in crore)
2007-08	44,296
2008-09	44,572
2009-10	38,872

Therefore, adequacy of funds of Sarva Shiksha Abhiyan is a basic requirement for achievement of its goals.”

24. When specifically asked if the change in the pattern of funding from 75:25 to 50:50 would jeopardise the progress of entire project as the States were suffering from financial constraints, the Secretary *inter-alia* deposed as under:—

“We are trying our best to see that 75:25 pattern is retained. It is kept until the end of Sarva Shiksha Abhiyan. Right at the beginning, it should be seen as one single programme starting in 2001-2002 that will go on till 2010. Any attempt to rock the boat during this period will jeopardise this entire programme. It is very very important that this flow continues. We are well aware of the constraints in the States. I think this pattern should be kept. We have special focused States, and special focused districts.”

25. While putting forth their arguments for continuation of 75:25 funds sharing pattern between the Centre and the States, the Ministry have elaborated as under:—

- “(i) In case of 50:50 funding the financial burden on States will increase by 100%, whereas the reduction for Government of India will be only 33%. If the Centre was to continue with a 75:25 funding pattern, the burden would not be unaffordable. Assuming current norms to meet the requirement of school infrastructure and quality improvements, the total Sarva Shiksha Abhiyan requirements, the Central share for the next three years, at 75% would be Rs. 53,000 crores and at 50% Rs. 35,366 crores, *i.e.* a requirement of only Rs. 17,600 crores in addition. Funds available for Sarva Shiksha Abhiyan at the Centre from the Prarambhik Shiksha Kosh, Gross Budgetary Support and external funding for Sarva Shiksha Abhiyan, should be adequate to continue the 75:25 pattern during the XI Plan period.
- (ii) In the context of a 50:50 funding for Sarva Shiksha Abhiyan, the Government of India will lose its persuasive power, which was contingent on preponderant funding by Government of India. The educational reforms that were triggered through Sarva Shiksha Abhiyan may get affected and those that are in the offing, especially to improve quality, teacher performance and enhanced attainment outcomes, may well be jeopardized.
- (iii) Calculations even on the scale of operations in 2006-07 under Sarva Shiksha Abhiyan, reveal that the financial burden on all States and Union Territories would increase to over Rs. 7500 crores, if the funding pattern of Sarva Shiksha Abhiyan is changed to 50:50. The attainment of national goals of Universal Elementary Education by 2010, depend squarely on the populous but educationally backward ten States to achieve their outcomes.
- (iv) Success in access at primary level and a 83% transition rate to upper primary level, has highlighted that the upper primary level now needs immediate attention. The requirement for upper primary schools has grown to 1.44 lakh schools with commensurate requirement of 5 lakh upper primary school teachers. Therefore, Sarva Shiksha Abhiyan is at a critical juncture where the full provisioning of school infrastructure at upper primary needs to be addressed in the next three years. If upper primary is not incentivised for the XI Plan period of Sarva Shiksha Abhiyan, the present gains in enrolment will be lost.
- (v) The 8 North-Eastern States (including Sikkim) have been demanding a change in the Centre-State sharing pattern of Sarva Shiksha Abhiyan to 90:10 on account of their inability to provide 25% State share owing to the limited financial resources. If these States also have to pay a 50% State share then the present level of contribution at Rs. 152.5 crore (10%) will become Rs. 762.6 crore at 50:50 sharing. If the 90:10 ratio is maintained for the eight North Eastern States, there would be no additional burden for the Central Government, as the earmarked 10% funds against the Department of School

Education & Literacy's budget, would absorb the Sarva Shiksha Abhiyan requirements for these States".

26. Subsequently the Ministry apprised in this regard that in spite of the persistent demand of the States, the budgetary provisions for the year 2007-08 has been provided for funding in the ratio of 50:50.

F. Scheme Failures

(i) Delay in release of grants

27. The Manual of 'Financial Management and Procurement' *inter-alia* stipulate that the Ministry would release funds directly to the State Implementation Society in two instalments, namely, in April and September every year. The financial norms of the programme further envisaged that the participating State would contribute the agreed ratio of the programme cost within 30 days of the receipt of the contribution of the Union Government as per the approved sharing arrangement. However, Audit noticed that in 66 cases the first instalment of the grant was released in the month of September when the second instalment should have been released. Similarly, in 31 cases second instalment of grant was released in the month of March *i.e.* at the fag end of the year to avoid the lapse of funds.

28. In this connection, the Ministry have replied that:—

“Annual work Plans & Budget are rolling plans and the unutilized funds available at the end of the previous year are carried forward to the next year for utilization against the next years' approved State/district outlay”.

29. The Ministry added that in order to ensure smooth flow of funds to the State Implementing Societies, the following measures have been taken:—

- (a) An effort has been made to monitor timely preparation of district/State plans by States/Union Territories to enable timely submission to Government of India. The Ministry has arranged assistance to States, which still needed capacity building and guidance on plan preparation through workshops.
- (b) The Appraisal process has been streamlined by engaging more numbers of experts, drawing up a common format for appraisal and reorienting appraisal personnel.
- (c) The Project Approval Board meetings are convened within the first two months of the new financial year in order to approve the annual State/district plans by mid May of respective years.
- (d) The first instalment was released to the States on the basis of their performance, in the month of April and this improved performance levels.
- (e) The first instalment of Government of India funds were to be released to the States/Union Territories in April every year.

30. Having taken up these measures and to ensure that State's share would be forthcoming in a timely manner to the programme, the Project Approval Board had begun ascertaining the provisioning of the State's share amount in the current years'

State budget, before approving the State's annual plan. Further, the pace of expenditure of States/Union Territories was closely monitored by the Government of India through monthly/quarterly reports and also through Quarterly Review Meetings with State Finance Controllers. The Ministry had further put in place a mechanism to monitor timely conduct of the annual statutory audit of the State Implementing Society as well, so that audited accounts are ready between September-December of each year. Electronic transfer of funds were encouraged by the Government of India under Sarva Shiksha Abhiyan. While all Government of India funds were transferred in this method, most of the States had introduced the same upto district level.

(ii) Improper use of funds – Diversion and misutilisation

31. Audit examination revealed that funds amounting to Rs. 99.88 crore were diverted from Sarva Shiksha Abhiyan for meeting expenditure not covered under the scheme. Apart from diversion of funds there were other irregularities to the tune of Rs. 472.51 crore like unspent amounts, expenditure incurred beyond delegated powers and so on in States like Bihar, Gujarat, Madhya Pradesh and West Bengal.

32. The Ministry in their written reply have stated that out of Rs. 99.86 crore reported as diversion of funds, Rs. 48.95 crore was spent on items covered under Sarva Shiksha Abhiyan and out of the remaining Rs. 50.91 crore stated to be "diverted" under Sarva Shiksha Abhiyan, the States/Union Territories have recouped Rs. 29.91 crore to the Sarva Shiksha Abhiyan account, leaving only Rs. 21.00 crore to be recouped. Further it is stated that this amount was, however, used for educational purposes and only Rs. 0.04 crore was diverted for non-educational purposes in Gujarat, for a Bhoomi Pujan of Gujarat Council of Educational Research and Training, which has since been recouped to Sarva Shiksha Abhiyan account by the State Government.

33. Dwelling upon the other irregularities cited by the Audit, the Ministry have *inter-alia* explained as under:—

“...out of Rs.472.51 crore reported by Audit as ‘other irregularities’, as reported by States only Rs. 3.04 crore may be classified so. The Audit has included the activities under District Primary Education Programme, which is outside the context of the Sarva Shiksha Abhiyan and as such Rs. 28.35 crore pertains to non-refund of unutilized District Primary Education Programme funds in Madhya Pradesh, which cannot be accounted for under Sarva Shiksha Abhiyan Performance Audit. The State has since reported that the unutilized funds under District Primary Education Programme is being refunded to Government of India. Only one case detected in Haryana of Rs 1.46 crore pertaining to purchases beyond delegated powers by a district level officer, has been pointed out, in which disciplinary action has already been initiated by the State.”

34. While deposing before the Committee on the issue of financial irregularities reported by the Audit, the Secretary, Ministry of Human Resource Development reiterated the Ministry's position as under:—

“I would like to repeat here that out of Rs. 472.51 crore reported by Audit as ‘other irregularities’, on examination and as reported by the States, only Rs.3.04 crore may be classified so, which is again 0.02 per cent of the total

expenditure. So, taken together, the earlier amount was 0.4 per cent and now it is 0.02 per cent. Only one case was detected in Haryana of Rs 1.46 crore pertaining to purchases beyond delegated powers and appropriate action has been initiated by the State Government. Furthermore, since 2004-05 when the Manual on Financial Management and Procurement in Sarva Shiksha Abhiyan has begun to be implemented, the situation has improved substantially as no ambiguities have been left on procedural matters”.

35. The Committee further desired to know whether the Ministry had come across cases apart from what had been pointed out by the Audit, wherein such financial irregularities have occurred. The Ministry replied in a written note furnished after the evidence:—

“In a concurrent financial review conducted by independent auditors engaged by the Ministry in the year 2004-05 in 6 States, financial irregularities such as delays in payment of Telephone/electricity bills, non-deposit of statutory liabilities *i.e.* General Provident Fund, CIS, etc. in time, verification of cash, opening of accounts in various banks without justification, non-adjustment of personal advances for more than a year, payment of salaries to non-eligible teachers, etc. were detected, for which the Ministry took up corrective measures with the States at once.”

36. When asked about the concrete steps taken by the Ministry to ensure that such irregularities do not recur in future, the Ministry elaborated as under:—

“The State/Union Territories have been instructed to avoid recurrence of such instances in future and all the States/ Union Territories have been advised to recoup the inadmissible expenditures. Government of India is monitoring the use of Sarva Shiksha Abhiyan funds through annual State/ Union Territories audits, independent concurrent financial reviews and field monitoring through 40 Social Science Institutions. Annual statutory audits of Sarva Shiksha Abhiyan State programme also test check schools and the school grants received and utilized by them.

Since the manpower and capacity building were not adequate in the initial stages of the Sarva Shiksha Abhiyan programme, some shortcomings crept in. However, with the introduction of the comprehensive Manual on Financial Management and Procurement and providing adequate manpower for financial management and their capacity building, the position has improved considerably.”

37. Explaining the mechanism for monitoring utilization of grants so as to prevent misutilisation/diversion of grants, the Ministry have stated as under:—

“The Village Education Committees expend the school grant, which is done to ensure that the community does so in the interest of school and that its use will be in the community’s knowledge. Transparency and public accountability will thus, be ensured. The Ministry also monitors the distribution and utilization of school grant in quarterly review meetings with the States/Union Territories”.

38. Further elaborating upon the various checks provided in the scheme for correct assessment and proper utilization of funds, the Ministry stated that:—

“The Ministry is exercising various checks for assessing fund requirements of States/Union Territories. Firstly, a thorough appraisal of the States’ performance is done at the time of submission of annual district/State work plans by Government of India with technical experts. Based on this in-depth analysis, the Project Approval Board in which representatives of Finance Wing and Planning Commission are present, an annual outlay for the district and State/Union Territories as a whole is determined. Secondly, detailed quarterly reviews of expenditure are conducted by Government of India with the Finance Controllers of States/Union Territories in which unspent balances, advances to districts, State shares received etc. are closely monitored. Thirdly, component-wise, quarterly reviews are also conducted by Government of India, to intervene with the States/Union Territories showing less than expected, expenditure. Fourthly on key parameters, a monthly monitoring is done, especially for items with the largest financial outlays *e.g.*, civil works, teachers appointments, textbook distribution and teachers training. Lastly adjustments are made at the time of the release of the 2nd instalments of the year to States, taking into account likelihood of quantum of utilization of funds by the States, especially in major components, so that there is no parking of funds”.

39. As regards the question of refund of unutilized balances by State Implementing Societies, the Ministry have argued that:—

“The practical reality has to be regarded, wherein it takes time for funds to move from national level to the point of execution of works, in over 600 districts, 7755 blocks, 10.87 lakh schools and 12 lakh habitations, which have multiple activities to discharge under Sarva Shiksha Abhiyan, over different times, in an academic year. Therefore, it is not feasible to ask for refunds, where works are in progress at extremely decentralized locations in the country”.

40. With regard to substantial funds remaining either unutilized or having been diverted for other purposes which did not help in the achievement of the objectives of the interventions, the Ministry responded as under:—

“Apart from the shortfall in achievement, no funds were diverted for other purposes. The funds were used for various activities covered under Research, Evaluation, Monitoring and Supervision”.

(iii) Absenteeism/School Dropouts

41. The primary objective of SSA is to enroll all children in the age group of 6-14 years in schools, education guarantee centres, alternative schools and back to school camps by 2003. The target for achieving this goal was modified (23 March 2005) by the National Commission from 2003 to 2005. Audit scrutiny has revealed that the number of out of school children in the age group of 6-14 years at the commencement of the scheme on 1 April 2001 was 3.40 crore children. On 31 March 2005, after four years of

implementation of the scheme and after having incurred an expenditure of Rs. 11133.57 crore by the Ministry/State Governments, 1.36 crore (40 per cent) children still remained out of school. Audit has thus observed that this implied that either the deadlines set initially were over-ambitious or the funding was inadequate or the implementation needed to be strengthened.

42. While clarifying their position on this issue, the Ministry have stated as under:—

“From 4.4 crore, out of school children in 2001 (Census 2001), the number came down to 1.34 crore in July-August 2005 (as per SRI-IMRB survey). Thus, after 4 years of implementation of the programme the percentage of children out of school came down from 28% to 6.94%, in the total age cohort of 6-14 years. The reports of States/Union Territories of April’06 reveal that the number of out of school children has come down further to 70 lakh”.

43. When asked about the main reasons for non-enrollment of children and need for specific sub-interventions, the Ministry replied as follows:—

“The most ‘hard to reach’ are now being targeted under Sarva Shiksha Abhiyan, as they are (a) children living in remote and very small and scattered habitations, (b) children belonging to migrant families, (c) children helping parents on farms and /or other livelihood earning activities, (d) urban deprived children, street children, (e) children with the special needs due to disabilities (f) older children, specially girls who had dropped out due to socio-economic or domestic constraints etc. The States/Union Territories are undertaking context specific strategies to bring these out of school children to the education system. Sarva Shiksha Abhiyan is targeting resources to address these specific areas by focusing on districts with highest number of out of school children and districts with majority of disadvantaged social groups. Context specific interventions such as bridge courses, both residential and non-residential, centres with flexible timings, seasonal hostels, home based education, mobile schools, camp schools for migrant children etc. are being advocated and put into place by all States/Union Territories. Steps have been taken to standardize the household survey formats and procedures in 2006, so that household surveys being conducted are of better quality”.

44. While enumerating the reasons for non-achieving the target of enrolling all children in the age group of 6-14 years in schools by 2003, the Ministry have submitted in a written note that:—

“On 1st April 2001, 4.40 crore children were out of school as per Census data. The goal to achieve all children in school by 2003, provided in the Sarva Shiksha Abhiyan framework was ambitious as the programme did not receive adequate funds in the first 3 years of start up and also the capacity to meet this challenge developed gradually. Therefore, the Ministry revised the target for bringing all children into school/Education Guarantee Scheme/alternative to the year 2005”.

45. In this regard, the Ministry added that in 2006-07, flexible schooling facilities, for targeting these most difficult to reach children, have been sanctioned to the Education Guarantee Scheme centres for 47 lakh children and Alternative and Innovative Education facilities for 51 lakh children. In addition, Sarva Shiksha Abhiyan has sanctioned 5 lakh classrooms to help improve accessibility to schools and 1.97 lakh teachers in 2006-07.

46. Explaining their position on the School drop-out issue further, the Ministry have stated that:—

“Sarva Shiksha Abhiyan has targeted 50% of Sarva Shiksha Abhiyan’s outlay to the 5 States, with the largest out of school children namely, Bihar, Uttar Pradesh, Madhya Pradesh, West Bengal and Rajasthan. Sarva Shiksha Abhiyan funds have been targetted to the 48 districts identified in 2005, as having more than 50,000 out of school children, which have reduced to 29 districts, in 2006. 1180 residential schools for older girls have been sanctioned under the Kasturba Gandhi Balika Vidyalaya scheme. The Ministry is also coordinating a household survey across all States and Union Territories, to once again get updated disaggregated data on “out of school” children in the country by early 2007”.

(iv) Opening of schools, their functioning and closure

47. As per the norms, new primary schools were to be opened only in those areas, which did not have any school within one km. of a habitation. Education Guarantee Scheme centres at primary level were to be opened in unserved habitations where no school existed within a radius of one km. and there were at least 15 children in the age group of 6-14 years who were not going to school. Audit scrutiny revealed that in the following 14 States/Union Territories, there were 31,648 (*9 per cent*) habitations without schools:—

Sl. No.	Name of State/UT	Total No. of habitations	Habitations without schools	Percentage of habitations without schools
1.	Andhra Pradesh	72372	1559	2.66
2.	Arunachal Pradesh	4261	1484	34.83
3.	Assam	7124	2354	33.04
4.	Bihar	5488	833	15.18
5.	Chhattisgarh	39683	3364	8.48
6.	Manipur	4834	1812	37.48
7.	Mizoram	910	62	6.81
8.	Nagaland	1429	192	13.44
9.	Orissa	73148	12829	17.54
10.	Tamil Nadu	64846	380	0.59
11.	Tripura	7556	1114	14.74
12.	Uttaranchal	25206	4013	15.92
13.	West Bengal	3794	1617	42.62
14.	Pondicherry	379	35	9.23
Total		311030	31648	9.23

The survey by Social and Rural Research Institute at the instance of Audit disclosed that 11 per cent of the habitations were without any school. 10.2 per cent and 12.2 per cent of the habitations respectively in the rural and urban areas were without schools. In the urban slum areas, 1.61 per cent of the habitations were without a schooling/alternative school facility within one kilometre radius.

48. In this context the Ministry in a written note informed that:—

“Under Sarva Shiksha Abhiyan 69,000 primary schools and 1.07 lakh Education Guarantee Scheme centres were provided during the period 2001-02 to 2004-05 to cover schoolless habitations. Subsequently another 65,000 primary schools and 31,000 Education Guarantee Scheme centres were provided in the years 2005-06 and 2006-07. As per State reports only 20,895 habitations still need primary, school, even though they are covered under Education Guarantee Scheme /Alternative and Innovative Education Facilities”.

49. When enquired about the monitoring system that was prevalent to oversee the functioning of schools in various habitations, the Ministry *inter-alia* stated as under:—

“The main programmatic components of the Sarva Shiksha Abhiyan programme are reviewed on a monthly and quarterly basis. The Ministry also collects school-wise data on more than four hundred variables through a computerized statistics system called District Information System for Education, every year, to track key educational indicators and progress in school infrastructure etc. In addition, to verify the situation through independent inputs, the Ministry has engaged 41 reputed social science institutions in the country, to conduct field visits and report on the same. Six monthly Joint Review Missions, consisting of independent educational experts monitor the progress of Sarva Shiksha Abhiyan through field and institutional reviews of the programme. Further more, independent studies and surveys are also conducted by the Ministry to provide feedback on the effectiveness of Sarva Shiksha Abhiyan interventions”.

50. When the Committee sought to know if the Ministry had conducted any survey to see if the number of schools that were functional at the time of introduction/initiation of the scheme had been closed later on, the Ministry replied as under:—

“At the time of introduction of the scheme the States conducted a micro-planning exercise to properly plan for the Sarva Shiksha Abhiyan programme. Furthermore school-wise data is collected and updated every year through the District Information System of Education. This Ministry has no information regarding closure of schools”.

51. The Committee wanted to know the reasons for a number of habitations being without schools and the remedial action taken by the Ministry in this regard. The Ministry while responding explained as under:—

“It may be noted that there is a ceiling of 33% on civil works under Sarva Shiksha Abhiyan, per district and therefore school buildings and other

infrastructure can come up only, incrementally. States have been requested to verify their requirements and include full coverage, in the annual work plans of 2007-08. States have also been asked to re-look at their norms for opening schools in small habitations. Assam and Manipur have been requested to lay down a clear policy on opening of new schools”.

52. To a pointed question about the number of schools that would be required for the future, the Secretary deposed before the Committee as under:—

“We need 20,000 more primary schools. Largely this will be for habitations. We have 12 lakh habitations in the country out of which only 20,000 now remained to be covered by some or the other school apparatus”.

(v) Deficient Infrastructure

53. As per the norms, programme funds on civil works were not to exceed the ceiling of 33 per cent of the entire project cost approved by Project Approval Board on the basis of the perspective plan prepared for the period till 2010. Civil works *inter-alia* included: new school buildings, school buildings for building-less schools, additional classrooms, room for headmaster, toilets, drinking water facilities, boundary walls in extreme cases like hilly terrain, forest areas or urban areas subject to justification, separation wall, electrification, child friendly elements (which would be mandatory in all new construction). Besides, Block Resource Centre with a unit cost of Rs. 6 lakh, Cluster Resource Centre with a unit cost of Rs. 2 lakh, State Institute of Educational Management and Training were also included in the plan.

54. Audit has brought out that almost all the States were plagued by severe lack of infrastructure and the schools were running without proper buildings, toilets, and drinking water facilities. The list of works undertaken through Sarva Shiksha Abhiyan further revealed that the funds had been primarily used for repairing existing structures. The next major activity undertaken by schools was construction of new buildings. In primary schools the funds had also been used to set up toilet facilities and water installations.

55. The survey conducted by Social and Rural Research Institute at the instance of Audit disclosed that 3.7 per cent primary schools, 3.5 per cent upper primary schools and 3.1 per cent high schools with upper primary were running in ‘kutchha’ structures. Further, 1.6 per cent primary schools, 0.8 per cent upper primary schools and 0.2 per cent high schools with upper primary had no building for the schools.

Only 44 per cent primary, 54 per cent upper primary and 76 per cent high schools with upper primary schools had compound wall. Forty seven per cent primary schools, 50 per cent upper primary schools and 72 per cent high schools with upper primary schools had playgrounds. No Playground was available in the upper primary schools in Lakshadweep and the high schools with upper primary in Mizoram, Nagaland and Uttaranchal.

Sixty seven per cent primary schools, 76 per cent upper primary schools and 88 per cent high schools with upper primary had toilets. 34 per cent primary schools, 46 per cent upper primary schools and 71 per cent higher schools with upper primary had separate toilets for girls.

Seventy six per cent primary schools, 78 per cent upper primary schools and 88 per cent high schools with upper primary had drinking water facilities while 27 per cent primary schools, 48 per cent upper primary schools and 84 per cent high schools with upper primary had electricity connection.

56. The Committee desired to know about the status of elementary infrastructure like classrooms, toilets, drinking water electricity etc. in the schools operating under Sarva Shiksha Abhiyan. The Ministry in a written note replied that:—

“Sarva Shiksha Abhiyan is upto 2010. The Ministry has analyzed District Information System for Education data of 2004-05 and found that there is a gap of 10 lakh classrooms, 4 lakh toilets and 78 thousand drinking water facilities in elementary schools. To cover this gap, the Ministry has sanctioned 5 lakh classrooms, 59,000 drinking water facilities and 57,327 toilets in 2006-07. To close the gap of toilets and provision of drinking water facilities in rural areas, convergence with Department of Drinking Water Supply, Ministry of Rural Development through their schemes of Total Sanitation Campaign and Drinking Water is being done. The Ministry has also written to all the States to provide electricity to the schools in convergence with Rajiv Gandhi Rural Electrification Scheme”.

57. Explaining the priorities of the Ministry in providing infrastructure facilities, they have stated as under:—

“The district school infrastructure plan is prepared by each district in support of its Annual Work Plan & Budget. Based on requirements projected thus by the district, the Project Approval Board approves the outlay for civil works for each district. Within the overall ceiling of 33% per district, priority is given to school buildings, additional classrooms, first and then to drinking water, toilets, electrification etc”.

Regarding the school infrastructure gap of toilets in primary and upper schools the Ministry have added that the same would be covered in phased manner upto 2010 under Sarva Shiksha Abhiyan.

(vi) Paucity of Teachers

58. Sarva Shiksha Abhiyan norms provided for one teacher for every 40 students in primary and upper primary school and at least two teachers in a primary school and one teacher for every class in the upper primary school.

59. Audit scrutiny revealed that there was large shortage of teachers under Sarva Shiksha Abhiyan. Rural schools were suffering more in this regard. 75,884 of primary schools in fifteen States/Union Territory were operating with just one teacher only. 6647 schools in seven States were without any teacher at all. The position was alarming in the States of Chhattisgarh, Himachal Pradesh, Gujarat, Madhya Pradesh, Punjab, Uttar Pradesh and West Bengal.

60. In their written submission to the Committee, the Ministry have explained their position as follows:—

“The Ministry is monitoring teacher recruitments, PTRs, single teacher schools, and other related indicators with the States on an ongoing basis. District Information System for Education annual data reports gives a detailed information on these indicators and the Government of India goes by these figures. So do States, however as the data is a year old, States improve the situation in between, which is discussed with Government of India during submission of Annual Work Plan and Budgets. Appraisals of States’ Annual Work Plan and Budgets are done after a careful analysis of teacher requirements, steps taken by States to rationalize deployment of teachers etc. In Sarva Shiksha Abhiyan 10.12 lakh teachers have been sanctioned so far, against which 6.92 lakh teachers have been recruited”.

61. The Committee wanted to know about the training that was being imparted to the teachers. The Ministry *inter-alia* replied that :—

“In service training of teachers is an annual activity. Under Sarva Shiksha Abhiyan, opportunities for training are created every year, and States not able to cover all teachers in the year, have been urged to grant primacy to the uncovered teachers, in the next financial year”.

62. Responding to a pointed query about the shortage of skilled teachers, the Ministry have explained that:—

“In principle, 20 days teacher training is to be conducted for teachers as in service training under Sarva Shiksha Abhiyan. However, training of teachers takes into account the fact that there should be minimum disturbance in a school and therefore, States train teachers in phases. Some States had to create decentralized institutions and capacities, to conduct the teacher training, which delayed coverage of all teachers in the initial years. In the North Eastern States and Union Territories there was shortage of skilled Resource Persons and Resource Institutions, which were set up as Block Resource Centre/ Cluster Resource Centres etc. under the Sarva Shiksha Abhiyan. In respect of shortfalls in coverage of teacher training and to further issue clarification to States on methodologies and contents of teacher training, National Council of Educational Research and Training issued detailed guidelines on teacher training in 2005”.

63. Enumerating the reasons for shortfall in teachers’ coverage for in-service training, it has been stated by the Ministry that teachers were engaged on elections/ census/pulse polio immunization duties and there was no recruitment of targeted teachers and trained teachers for some subjects like English, Mathematics etc. were not available. There was resentment on the part of community on account of keeping teachers away from classrooms for long durations and resentment on the part of teachers union also.

64. While deposing before the Committee the Director, National Council of Educational Research and Training elaborated on the training programmes for teachers as follows:—

“We have undertaken now a new initiative in designing better training programmes for teachers who are involved in the Sarva Shiksha Abhiyan. For very long the training process has been somewhat of a ritual in which the modern psychological knowledge and systems and techniques of classroom management have been ignored. Our new National Curriculum Framework which was approved by the Central Advisory Board of Education provides for a renewal of the process of syllabus and text books for children as well as renewal of the teacher training syllabus and it is in that direction that we have recently come out with a new design for in-service teacher training programme under Sarva Shiksha Abhiyan. We are hopeful that the new training design will bring a greater sense of enthusiasm in the teachers who are involved in this very important national flagship programme”.

65. To a specific query about the steps taken to improve the quality of education that was being imparted in the schools under the Scheme, the Ministry stated that :—

“During the last one and half years many steps have been taken by the Education Department for improving the quality of education. These include powers to heads of the institutions to appoint guest faculty against vacant posts, strengthening of educational supervision by providing vehicles to educational supervisors and a definite transfer policy for teachers. These efforts have yielded results. The pass percentage in Govt. Schools in Middle Standard examination increased from 56.65% in 2002-03 to 56.72% in 2004-05”.

66. The Committee further sought clarifications as to how a number of schools were operating with only one teacher contrary to the Sarva Shiksha Abhiyan norms. The Ministry in their written note explained as below :—

“It is pertinent to emphasize that the schools with no teachers are largely new schools opened in which there is a time lag between notification of new school and recruitment of new teachers. Also, retirements and transfers of teachers sometimes leads to temporary situations where no teacher is available for a school. Time lags in recruitment of teachers to new schools or on account of retirements/transfer, is a perennial phenomenon and is regularly addressed by States. Sarva Shiksha Abhiyan sanctioned 10.12 lakh teachers to the States/ UT's, upto 2006-07 out of which 7.38 lakh teachers were recruited by the States/Union Territories up to February 2007. The States are in the process of recruiting the remaining sanctioned post of teachers. The delay in recruitment was caused due to pendency of court cases in teacher recruitment in some States, which have now been settled. Besides, some States also faced elections where the model code of conduct halted the recruitment processes. The national PTR in 2005-06 was 1:41.5 for primary and 1:35 for upper primary, which shows a very major improvement. The Ministry has also taken steps to ensure that States rationalize the deployment of teachers to provide teachers to all the schools as per the norms of Sarva Shiksha Abhiyan *i.e.* 1:40”.

67. Depositing before the Committee on the issue of pupil-teacher ratio, the Secretary (Department of School Education & Literacy) stated as under:—

“The pupil-teacher ratio has also improved from 1:46 in 2002-03 to 1:43 in 2004-05 at the primary level and from 1:30 in 2002-03 to 1:29 in 2004-05 at the upper primary level. Appointments in 2006-07 will further improve the teacher-pupil ratio to the desired level of 1:40. The States/Union Territories have also been advised by the Ministry for rationalization of teachers deployment to provide adequate number of teachers in rural areas and the hard-to-reach areas.”

Explaining it further he added :—

“The Ministry monitors teachers’ positions in schools through District Information System for Education data, where school-wise distribution of teachers is available. The Ministry also monitor teachers positioning through the appraisal of the States Annual Work Plan and Budget, which also provides steps taken by States to rationalize teacher deployment. The Ministry is directing all States to eliminate single teacher schools by providing additional teachers and to redeploy teachers in schools, where the PTRs are above 1:60”.

(vii) Inadequate Teaching Learning Equipment

68. Under the Sarva Shiksha Abhiyan, ‘Teaching Learning Equipment’ could be provided as per local specific requirement, to be determined by the teachers/school committee. A maximum of Rs. 50,000 per school was to be provided for upper primary schools not covered under Operation Black Board scheme. Audit noticed that this Teaching Learning Equipment grant was not given to some schools in States of Assam and Madhya Pradesh and in Rajasthan, this grant was not given at all to 97 upgraded primary schools. In the States of Haryana and Sikkim, the Teaching Learning Equipment grant was utilized against the norms on purchase of items like dustbins, laboratory equipment etc. Apart from this, Audit noticed irregularities in procurement of colour Television sets at a cost of Rs. 11.21 crore for upper primary schools and high schools that had upper primary sections. It was seen that in 36 schools, the Television sets were lying idle as they had been supplied even to those schools that had no electricity supply.

69. According to the Audit school grant was to be given at the rate of Rs. 2000 per year per primary/upper primary school for replacement of non-functional school equipment, which could be spent only by village education committee/school management committee. Audit scrutiny revealed that school grants amounting to Rs. 1.13 crore in Jharkhand, Meghalaya and Manipur were utilised for purposes not covered under school grants.

70. The Ministry have sought to explain their position on this issue as under :—

“ ‘Teaching Learning Equipment’ for new primary schools and new upper primary schools including those not covered under Operation Black Board is provided under Sarva Shiksha Abhiyan @ Rs.10,000/- and Rs.50,000/- per school, to be utilized as per local needs to be determined by the teachers and the school committee. The Teaching Learning Equipment is to be spent by

the school committee, for equipping new schools opened. States generally ensure construction of a school building before releasing funds for Teaching Learning Equipment for equipping the new schools. Under Sarva Shiksha Abhiyan, a special provision was made to also cover those schools, which did not receive such grants under the erstwhile Operation Black Board scheme. The number of schools under this category has dwindled now”.

71. With regard to the procurement and supply of colour Television sets to schools which did not even have electricity supply, the Ministry have responded as under :—

“All the colour Televisions were supplied to the schools that had electricity supply. However, in some schools, power supply was subsequently disconnected for not paying electricity bills. The State has directed concerned authorities to provide electricity connection to the schools where Colour Televisions were supplied immediately. Wherever, it is difficult to provide electricity connection, such Colour Televisions were ordered for shifting from the school to other schools where electricity exists. Now there are no Televisions in any school where there is no electricity.”

It was further added that:—

“This is an isolated case of disconnecting electricity connections from the schools subsequent to the installation of colour Televisions. At the time of procurement of colour Televisions electricity connection was available and as such it does not reflect any casual approach in the implementation of the scheme”.

(viii) National programme of nutritional support to primary education (Mid-day Meal Scheme) and its integration with Sarva Shiksha Abhiyan

72. The national programme of nutritional support to primary education scheme (popularly known as the mid-day meal scheme) was launched on 15 August 1995, with the objective of giving a boost to the universalisation of primary education through improvements in the nutritional status of students in primary classes of government, Local body and Government-aided schools. The programme was extended to children studying in Education Guarantee Scheme and other alternative learning centres in October 2002. Central support was to be provided by way of supply of free foodgrains through Food Corporation of India, cost of movement of foodgrains and subsidy for transportation in the hilly areas. From September 2004, the Union Government had been providing assistance to the State Governments to meet the cost of cooking meals also. Budget grants for this scheme were provided separately and not under Sarva Shiksha Abhiyan.

73. The survey of schools conducted by Social and Rural Research Institute at the instance of Audit disclosed that the mid-day meal scheme was implemented in 88.3 per cent primary schools, and primary section of 75.3 per cent upper primary schools and 37.5 per cent high schools. There were no major differences between rural and urban areas in the implementation of this scheme. The position of service of mid-day

meals in schools as emerged from the household survey conducted by Social and Rural Research Institute at the instance of Audit indicated that 44% in rural areas were not served Mid-day meals and in Urban areas it was 65%.

74. In the rural areas of Chandigarh (84.23 per cent) and Mizoram (80.85 per cent), an overwhelming majority of the children reported not receiving the midday meals. A substantially higher proportion of the children in the urban areas of Arunachal Pradesh (86.92 per cent), Chandigarh (94.79 per cent), Mizoram (84.37 per cent) and Punjab (88.33 per cent) reported not receiving the mid-day meals.

75. Thus the findings of survey at the instance of Audit revealed that there were large differences in the figures of schools serving mid-day-meals and those emerging from the survey of schools and households. This pointed to the possibility of false reporting by schools and misappropriation or diversion of funds allotted to schools for mid-day-meals.

76. While clarifying about the discrepancies in figures relating to the mid-day meal scheme, the Ministry have stated that :—

“The Social and Rural Research Institute report specifically points to differences in figures reported by schools and survey in the States of Punjab, Chandigarh, Arunachal Pradesh and Mizoram. These States have been asked to explain inconsistencies in the information furnished by them with reference to gaps in the (a) foodgrains allocated and lifted, (b) foodgrains and cooking costs utilized. The matter is being pursued at the highest level with these States”.

77. The Ministry have further submitted to the Committee as under:—

“As per the reports furnished by States/Union Territories, most of the eligible children are being covered under the Scheme. The Ministry of Human Resource Development is monitoring the lifting of foodgrains and the utilisation of funds released under the programme. States and Union Territories are regularly reporting unspent balances, if any, lying with them at the end of the year. Further fund releases are made only after deduction of unspent balances with each State and Union Territories. Specific instances of misutilisation of funds are invariably enquired into and appropriate action taken”.

78. When enquired about the monitoring mechanism that was in place to oversee the implementation of the Mid-day Meal Scheme, the Ministry have *inter-alia* replied as under :—

- “(i) Quarterly Progress Report seeking information on important parameters of the scheme, such as number of children availing mid-day meal, foodgrains lifted, funds utilized, availability of pucca kitchen-cum-store etc.
- (ii) Food Corporation of India which supplies Fair Average Quality foodgrains also has established mechanism of joint inspection of foodgrains with the State officials.
- (iii) Steering-cum-Monitoring Committees constituted at State, District and Block level to supervise and monitor the programme.

- (iv) 41 Social Science Institutions, which are monitoring the Sarva Shiksha Abhiyan, have also been entrusted the task of monitoring Mid-Day Meal Programme.

States have also been advised to undertake regular inspection, on an average 25% of the primary schools, every quarter”.

79. The Committee have been given to understand that there was a proposal for the merger of Mid-day Meal Scheme with the Sarva Shiksha Abhiyan programme, as both these schemes were targetted at the same section/group. The Committee desired to know the Ministry’s views on the proposed merger of the Mid-day Meal and Sarva Shiksha Abhiyan Schemes.

80. The Ministry explained their stand on the issue as below:—

“The issue of merger of Sarva Shiksha Abhiyan and Mid-day Meal Scheme was discussed in detail in the Conference of Education Secretaries of States/ Union Territories in September 2005. Most States/ Union Territories opposed the merger of Mid-day Meal Scheme with Sarva Shiksha Abhiyan. Following this consultation, the Planning Commission and the Ministry of Finance were consulted. Planning Commission stated that since Sarva Shiksha Abhiyan has to be implemented by 2010 and Mid-day Meal Scheme is a continuing scheme, merger of these two schemes may not be desirable at this stage. Ministry of Finance, Deptt. of Expenditure, had also communicated continuance of *status quo* in the implementation of Mid-day Meal Scheme and Sarva Shiksha Abhiyan”.

81. When specifically asked about the resentment among the teaching community over the operation of the Mid-day Meal Scheme, especially after being directed by the State Government to provide more wholesome and nutritious Mid-Day Meals to primary school students at Rs. 1.51 per head per day, the Ministry responded as under:—

“Para 4.3 of the revised Guidelines of Mid-Day Meal Scheme refers to the widely held belief that provision of cooked meals disrupts classroom processes; that teachers spend too much time in supervising the cooking operations to the detriment of academic timetables, resulting in a general lack of enthusiasm for the programme in some States. Therefore, States have been advised that teachers should under no circumstances be assigned responsibilities that will impede or interfere with teaching learning. However, teachers should be involved in ensuring that good quality, wholesome food is served to children and the actual serving and eating is undertaken in a spirit of togetherness under hygienic conditions and in an orderly manner so that entire process is completed in 30-40 minutes”.

82. On the revision of cost of meals for students in view of escalation of prices, the Ministry *inter-alia* informed as under :—

“In the revised Mid-Day Meal Scheme, 2006, cooking cost has been enhanced from Rs.1.50 to Rs.1.80 per child per school day for States in the North Eastern Region and from Re.1.00 to Rs.1.50 for other States/Union Territories

Administrations in the country. The minimum State contribution is Re. 0.20 per child/school day for the North Eastern States and Re. 0.50 per child/school day for other States, making total cooking cost Rs. 2.00 per child/school day”.

(ix) Education for Children with special needs

83. Identification of children with a special need was an integral part of the micro planning and household survey under Sarva Shiksha Abhiyan. Every child with special needs irrespective of the kind, category and degree of disability was to be provided education in an appropriate environment. Sarva Shiksha Abhiyan was also required to adopt ‘**zero rejection**’ policy so that no child was left out of the education system and all such children were integrated into the existing mainstream of education. Sarva Shiksha Abhiyan authorities were required to spend Rs. 1200 per annum per child for providing special services to children with special needs in schools, Education Guarantee Scheme schools and Alternative and Innovative Education centres.

84. Audit scrutiny revealed that against 8.87 lakh identified children with special needs in 14 States, only 5.55 lakh (63 per cent) were enrolled in the school.

85. In a submission made to the Committee regarding the education being imparted to ‘Children with special needs’ under Sarva Shiksha Abhiyan, the Ministry have stated as under:—

“One of the most challenging groups under Sarva Shiksha Abhiyan to include in the fold of elementary education is Children With Special Needs, owing to their diverse needs and challenges. The challenge lies not only in identifying them, but in enrolling them in regular schools, as the school and the teachers need to be prepared before including them. The school is prepared in two ways for enrolling these children: Firstly, teachers are oriented on inclusion and classroom management. Similarly, peers are also sensitized to accept children with special needs as their friends and grademates. A second way by which schools are prepared is by making them barrier-free to enable these children to access their classrooms easily. Hence, in Sarva Shiksha Abhiyan all new school buildings are incorporating barrier-free features in their designs and the existing schools are being made barrier-free by providing ramps and handrails”.

86. Further elaborating on the creation of a conducive environment for the education of ‘Children with special needs’, the Ministry have apprised the Committee about the following measures initiated by them :—

- “(a) Training to teachers on the education of children with special needs (38.52 lakh teachers trained).
- (b) Barrier free features in regular schools (4.45 lakh schools covered).
- (c) Resource teachers at block level (6147).
- (d) Appropriate assistive devices (5.75 lakh children).

- (e) Braille books to visually impaired children.
- (f) Developed and disseminated 3 documents (Manual on Inclusive Education, Non-Governmental Organisation book on Inclusive Education in Sarva Shiksha Abhiyan and book on home-based education).
- (g) Holding quarterly national level workshops to orient the States on the methodologies of education to children with special needs.
- (h) Convergence with Social Justice Department, ISKON, etc for providing assistive devices”.

G. Involvement of NGOs

87. Sarva Shiksha Abhiyan conceived a vibrant partnership with non-governmental organizations in the area of capacity building, both in communities and in resource institutions. These partnerships required nurturing through an on-going partnership in activities. The Research, Evaluation and Monitoring activities under the Sarva Shiksha Abhiyan were proposed to be done in partnership with institutions/Non-Governmental Organizations. This was done in order to improve transparency of programme interventions and also encourage a more open assessment of achievements.

88. During the period 2001-02 to 2004-05, funds released to Non-Governmental Organizations amounted to Rs. 12.84 crore. Audit scrutiny has revealed that in 2001-02, 36 Non-Governmental Organizations were released grants amounting to Rs. 4.65 crore. However, during 2004-05, only 19 Non-Governmental Organizations were released grants totalling Rs. 1.70 crore. This indicated not only a declining trend in funding to Non-Governmental Organizations but also a sharp decline in their participation.

89. Audit has also pointed out instances of non-submission/late submission of utilization certificates by Non-Governmental Organizations. Audit scrutiny has revealed that despite non-submission of utilization certificates, 6 out of 21 Non-Governmental Organizations were again released grants-in-aid by the Ministry during subsequent years. It has also been pointed out that in addition, the Ministry released grants-in-aid to the tune of Rs. 12.84 crore to 104 Non-Governmental Organizations, but they could not furnish to Audit the dates of release of the grants as well as their utilization certificate on the ground that the records were not readily available, which was not indicative of the existence of a good management practice.

90. At the State level, Audit examination also revealed other shortcomings in implementation of the scheme *viz.*, non-involvement of Non-Governmental Organizations in the Annual Work Plan and Budget and instances of improper maintenance of records, lack of proper training and irregular purchase of equipment. Audit has further noticed that no Non-Governmental Organization was associated in the implementation of Sarva Shiksha Abhiyan in 10 States.

91. While responding with regard to the participation of Non-Governmental Organizations in the scheme, the Ministry have *inter-alia* stated that :—

“Since the States have gained sufficient experience, the Sarva Shiksha Abhiyan has decentralized the process of engaging Non-Governmental Organizations

to the State level Grants-in-aid committees. Therefore, though the participation of Non-Governmental Organizations has increased in Sarva Shiksha Abhiyan in the States, the Central Government's direct funding has declined to fund only select innovative initiatives, which is a desirable trend. States have been rigorously persuaded to activate their State level Grant-in-aid-Committees under Sarva Shiksha Abhiyan since 2003, and establish procedures for inviting Non-Governmental Organization participation and procedures for appraisal to select appropriate Non-Governmental Organization's for funding. Now all States/Union Territories are actively engaging Non-Governmental Organizations".

92. In response to a query of the Committee as to how despite non-submission of Utilisation Certificates, 6 out of the 21 Non-Governmental Organizations were again released grants-in-aid by the Ministry during subsequent years, the Ministry stated that starting from 2005-06, no grant was being released to Non-Governmental Organizations without settlement of earlier Utilisation Certificates and a special drive had been launched for the settlement of all pending Utilisation Certificates.

93. Elaborating further on the measures taken by the Ministry to ensure that such lapses do not recur, they have stated as follows :—

“Utilisation Certificate cell has computerized the pending Utilisation Certificates list. Therefore, the issue of release of grants to a Non-Governmental Organization, which has a pending Utilisation Certificate is no longer possible. In addition, the application and appraisal of Non-Governmental Organizations applying for grants also have to furnish information on settlement of accounts towards any of the grant they received in the past for such purpose. Further, the Grant-in-Aid Committee of the Ministry for the Innovative & Experimental component of Sarva Shiksha Abhiyan has taken a decision to sanction an Innovative & Experimental project for a period of two years only and therefore question of release of full grant of second year without submission of Utilisation Certificate for previous year does not arise”.

94. When asked about involving elected representatives of the people at all levels in the monitoring of the scheme, the Ministry have expressed their views as below:—

“The Sarva Shiksha Abhiyan programme envisages community based monitoring system through duly elected members of Village Education Committees/School Management Committees/Gram Panchayat or any other Committee at grass-root level. Similarly, at district level, the monitoring is done by Zilla Parishad, which comprises of elected members of the Panchayati Raj. At State level Chief Minister/State Education Minister is the Chairman of the General Council and they monitor the implementation of the Sarva Shiksha Abhiyan programme. At national level, Prime Minister is the Chairman of the General Council and the Minister of Human Resource Development is the Chairman of the Executive Committee and they monitor the scheme. Moreover,

the Ministry is also considering modalities of monitoring of the Sarva Shiksha Abhiyan by elected representatives of the people like MPs and MLAs, and consultations are on with the States”.

95. The Committee desired to know the extent and results of participation of Non-Governmental Organizations in the Sarva Shiksha Abhiyan Scheme. In their written reply, the Ministry have *inter-alia* stated as under:—

“Since the States have gained sufficient experience, the Sarva Shiksha Abhiyan has decentralized the process of engaging NGOs to the State level Grants-in-Aid Committees. Since 2003, States have been rigorously persuaded to activate their State level Grant-in-aid-Committees under Sarva Shiksha Abhiyan, and establish procedures for inviting Non-Governmental Organization participation. Now all States/Union Territories are actively engaging Non-Governmental Organizations in the implementation of Sarva Shiksha Abhiyan.

Non-Governmental Organizations are being associated with regard to the following activities:

- Module Preparation and computer education in operating centres for Computer Assisted Learning, implementing Learning Guarantee Programme and running the Policy Planning Unit;
- Community Development Training;
- Accelerated Reading Programme;
- Development of Home Based Education Module and operationalising inclusive education; and were engaged in planning, implementation and monitoring of Sarva Shiksha Abhiyan activities. Non-Governmental Organizations were also involved at Panchayat, Municipality and Corporation levels.”

H. States deficient in targets

96. The Committee sought to know the mechanism that was evolved by the Ministry to bring forward those States which were far behind the targets that were to be achieved during the course of implementation of the Sarva Shiksha Abhiyan Scheme. Further, the Committee desired to know if the Ministry had developed any special monitoring cell in its efforts to bring forward these States.

97. In their reply, the Ministry have informed that Uttar Pradesh, Madhya Pradesh, Rajasthan, Bihar and West Bengal were the States and they have taken the following measures to address the problem :—

“On 6 Nov. 2006, the Hon’ble Prime Minister himself has written to Chief Ministers of all States on the matter. States do raise issues for revision of Sarva Shiksha Abhiyan guidelines to suit changed circumstances within Sarva Shiksha Abhiyan. The National Mission of Sarva Shiksha Abhiyan is addressing these issues actively, and a major relook at existing Sarva Shiksha Abhiyan guidelines have been completed under the aegis of the 11th Plan

Working Group on Elementary Education, set up by the Planning Commission. The State's needs have been fully reflected in this exercise. The National Mission will be processing the same in 2007-08 at the earliest".

98. On the extent of co-operation and co-ordination available from the State Governments in the implementation of the scheme, the Ministry informed that:—

“The States/Union Territories are actively cooperating in the implementation of the Sarva Shiksha Abhiyan. The participation of States is evident from the fact that most of the States provided their State matching share in their State budget itself and are implementing the programme enthusiastically. However, the Ministry feels that the tenure of the State Project Directors of Sarva Shiksha Abhiyan must be stable for atleast 2-3 years. Officers of proven competence and ability should be placed in this key role”.

I. Progress made in the Scheme

99. While elaborating on the steps taken to achieve the objectives of Sarva Shiksha Abhiyan and the progress made so far, the Ministry in a written note have *inter-alia* stated as under :—

“Enrolment of all children in 6-14 years age group in schools/Education Guarantee Scheme/Alternative and Innovative Education centres by 2005:

In 2001 the number of out of school children of the cohort age group of 6-14 years was 4.4 crore as per 2001 Census. An independent National Sample Survey conducted by Social and Rural Research Institute–Indian Market Research Bureau in 2005 estimated that about 1.34 crore children in the cohort 6-14 age group are out of school in July-August 2005. This number has reduced to 70 lakh as on March 2006. These are the really “hard to reach” category of children. The States/Union Territories are undertaking context specific strategies to bring these out of school children to the education system. Efforts to bring these out of school children into education system is a constant process and it is extremely difficult to project by when these children will be fully included in the educational system.

Providing infrastructure facilities to increase access: During 6 years of implementation of the programme, huge infrastructure facilities have been provided by the States/Union Territories under the Sarva Shiksha Abhiyan to facilitate access of children to schools. The Ministry has also identified infrastructure deficient districts and is providing them enhanced infrastructure allocations since 2006-07 in order to cover the gap within the Sarva Shiksha Abhiyan period.

Reduction of Gender and Social category gap at primary level by 2007 and elementary level by 2010: Sarva Shiksha Abhiyan has reduced the gender gap by 2005-06 at primary level to 4.7% and at upper primary level to 8.1%. The Ministry have also identified districts with high gender gaps and is providing enhanced allocations to these districts to address girls education. The Ministry are planning to reduce the gender gap by 2% during 2007-08.

Several measures under the Sarva Shiksha Abhiyan are targeted to address the issue of girls enrolment and retention in schools such as free textbooks, bridge courses for older girls etc.

Universal retention by 2010: There are sharply declining trends in dropout rates especially at primary level. The progress of dropout rates for the last 4 years is given below:—

Year	Primary (Class I-V)			Elementary (Class I- VIII)		
	Boys	Girls	Total	Boys	Girls	Total
2001-02	38.4	39.9	39.0	52.9	56.9	54.6
2002-03	35.85	33.72	34.89	52.28	53.45	52.79
2003-04	33.74	28.57	31.47	51.85	52.92	52.32
2004-05	31.81	25.42	29.00	50.49	51.28	50.84

Source: Selected Educational Statistics 2004-05.

It is clear that more and more children are being retained in the primary school stage, where the retention rate has increased by 10% in the first 4 years of Sarva Shiksha Abhiyan and stands at 71% in 2004-05. The retention rate for girls has improved faster, which is a positive sign and stands at 75%.

There are declining trends in drop rates in 190 districts. States are working out district-wise disaggregated dropout reduction targets and closely monitoring the same. The Ministry is aiming to reduce the dropout rate by 5% during 2007-08.

Education of satisfactory quality: The Ministry established baselines for tracking progress of student achievement levels through a national sample survey covering 116 districts, 50 schools in each district and 30 students in each school covering 88271 students, overall. The National Council of Educational Research and Training achievement survey shows that mean scores in key subjects were low.

Classes	Learning levels			
	Maths	Language	Science	EVS
III	58	63	-	-
V	47	59	-	50
VII	30	53	36	33
VIII	38	52	41	45

To address quality issues, the Ministry has sanctioned 10.12 lakh teachers out of which States/Union Territories have recruited 7.38 lakh teachers and

the rest are being actively recruited in Bihar, West Bengal, Rajasthan, Jharkhand presently. This has improved Pupil-Teacher Ratio in the country to 1:41 at primary level and 1:35 at upper primary level in 2005-06 against the national norms of 1:40. In addition, regular 20 days in-service teachers training is being imparted to all teachers to improve their skills in teaching. During the current year 68% teachers have been covered upto December 2006. Moreover, a large programme of professional training for untrained teachers in many States has been taken up through Indira Gandhi National Open University and State Council of Educational Research and Trainings. Induction training for all newly recruited teachers is also being provided. To improve learning levels of weaker children, many States have launched large programmes for remedial teaching and independent testing. In 2006-07, 43 lakh children are being covered under remedial teaching programme. Computer-aided learning has been extended to 27,289 schools and 52.83 lakh children in order to improve quality of teaching learning process. National Council of Educational Research and Training has initiated the next round of the national survey to track changes in achievement level in the year 2007-08”.

J. Monitoring of the Programme

100. As assistance of Rs. 1500 per school per year could be provided for research, evaluation, supervision and monitoring under Sarva Shiksha Abhiyan. The funds were to be used for creating a pool of resource persons at national, state, district, sub-district level for effective field-based monitoring, providing travel grant. A very modest honorarium to resource persons for monitoring, providing regular generation of community based data, conducting achievement tests and evaluation studies, undertaking research activities, setting-up special task force for low female literacy districts and for special monitoring of girls, Schedule Castes/Scheduled Tribes were also provided in the scheme. Besides, Education Management Information System, undertaking contingent expenditure like charts, posters, sketch pen, OHP pens etc. for visual monitoring systems, assessment and appraisal teams and their field activities, analysing data at sub-district/district/state and national level, curriculum renewal, development of training modules with resource teams and institutional monitoring of the progress of implementation were also provided in the scheme.

101. Audit scrutiny has revealed that at the national level, two supervision visits of at least three days each were required to be undertaken by the National/State level missions each year to each of the States. Theme specific supervision was also required to be undertaken. Each supervision team consisted of four members, two from the National mission and two from the State mission. It was, however, noticed that no supervision visit was undertaken to the States during the period of implementation of Sarva Shiksha Abhiyan covered in Audit.

At the State level, Audit noticed that no research activities were undertaken in 10 States. Audit has thus observed that due to absence of a proper monitoring mechanism, substantial funds remained either unutilised or were diverted for other purposes which did not help in the achievement of the objectives of the interventions.

102. While elaborating on the monitoring mechanisms that have been put in place especially for financial monitoring, the Ministry have in their written note submitted as under:—

“Concurrent financial review by Institute of Public Auditor of India: The Ministry has engaged an independent agency, *i.e.* Institute of Public Auditor of India to conduct concurrent financial reviews of all States through a detailed Terms of Reference, which includes, *inter-alia*, verification of adherence to financial rules, maintenance of accounting procedures and audit arrangements, sample verification of assets created under Sarva Shiksha Abhiyan, timelines of fund flows between States/districts and sub-district levels etc. Their reports are directly received by Government of India and the same are shared with the States for follow-up action. The Ministry has received reports of 14 States and the remaining States/Union Territories are undergoing such reviews currently. States take corrective measures, whose follow-up is monitored by the Ministry.

Annual audit by an independent Chartered Accountant: The State Sarva Shiksha Abhiyan programmes have to conduct an annual audit by independent Chartered Accountants as a mandatory requirement. These audit reports are regularly submitted to the Ministry by States by December of every year. The Chartered Accountant certifies the utilization of funds of every district and also the State Sarva Shiksha Abhiyan programme as a whole. The Ministry takes follow-up action with the States on audit compliance, meticulously.

Audit by State Accountant General: The audit of the accounts of Sarva Shiksha Abhiyan is also being carried out by the State Accountant General and the audit compliance is carried out by the State Sarva Shiksha Abhiyan programmes and followed up meticulously by the Ministry in its quarterly financial review meetings.

Quarterly Review Meetings of State Finance Controllers: Quarterly Review Meetings of State Finance Controllers are being held regularly from April 2004 onwards, after the rollout of the Manual on Financial Management & Procurement. Matters relating to flow of funds from State to district, district to sub-district level, utilization of funds, submission of utilization certificates, bank reconciliations, submission of audit certificates, compliance of audit objections, capacity building of staff and posting of adequate financial management staff, internal audit mechanisms, etc. are covered in these reviews.

Electronic Fund Flows: Electronic fund flows up to district level are being followed in most States where such electronic connectivity is available and the same has also been done upto block level in several States.

40 Social Science Institutions: These independent institutions have been engaged to monitor the field level implementation of the programme in all the States/Union Territories. The Ministry have developed an elaborate Terms of Reference for them, on the basis of which they are providing six monthly reports direct to the Government of India on actual physical aspects of the

programme in the field, the processes of Sarva Shiksha Abhiyan implementation and the actual delivery of Sarva Shiksha Abhiyan outputs. The Government of India shares these reports with the States for corrective follow up action. These reports are proving to be a very powerful tool in providing direct feedback to the Ministry on the process of Sarva Shiksha Abhiyan implementation at the grassroot level and very useful for a more detailed dialogue with the States on the delivery of Sarva Shiksha Abhiyan outputs”.

103. The Committee desired to know about the various constraints faced by the Ministry in achieving the Sarva Shiksha Abhiyan targets by 2010. The Ministry have enumerated them as under :—

(a) Fund requirements: The Sarva Shiksha Abhiyan programme has faced constant inadequacy of funds since inception. There was less budgetary support to the programme in the initial years. In the first 3 years of the programme funding against the projected requirement was just 30% (Rs. 4801 crore against Rs. 16500 crore projected). There was a shortfall of Rs. 11699 crore. This pushed the goal post of Sarva Shiksha Abhiyan to subsequent years. Even after levying of the Education Cess, the Gross Budgetary Support for Sarva Shiksha Abhiyan has been declining from a level of Rs.2732.99 crore in 2003-04 to Rs. 2288 crore in 2004-05 and Rs.2412.90 crores in 2005-06. The Gross Budgetary Support levels have also fallen below the 1999-2000 level i.e. Rs. 3000 crore, a threshold approved by the Government of India. Therefore, the requirement of Sarva Shiksha Abhiyan funding for the three remaining years must be fully met by the Central Government and State Governments, in order to ensure achievement of objectives by 2010. At present norms, the Sarva Shiksha Abhiyan needs Rs. 15,000 crore in 2007-08, Rs.18,000 in 2008-09 and around Rs. 20,000 crore in 2009-10, as Central share.

(b) Centre-State funding pattern to remain 75:25 in SSA: In the original parameter of the scheme the Centre-State funding pattern was to be in a ratio of 50:50 for the XI Plan period. However, this will adversely affect the implementation of the programme, as many States will not be able to double their State share, especially the educationally backward more populous States, as the burden will be prohibitive on them. If State level funding for Sarva Shiksha Abhiyan falls in absolute terms the Government of India releases will also reduce correspondingly, which will certainly not help the cause of achieving Universal Elementary Education in the country. In order to overcome this difficulty the funding pattern of 75:25 ratio should be continued during XI plan period also.

(c) Need to recast SSA guidelines: The guidelines of Sarva Shiksha Abhiyan need modification to provide more funds to the States/districts for quality education especially those who have completed their basic infrastructure requirement.

(d) Stability of tenures in State SSA programme: In some States/Union Territories the State Project Directors and Education Secretaries involved with the top level management of Sarva Shiksha Abhiyan are frequently changed with adverse affect on the quality and pace of implementation of the programme.

(e) Need to augment SSA staff in the Ministry: For the Ministry to monitor the implementation of the programme there is at present one Joint Secretary, 6 Director/Deputy Secretaries and only 9 Sections to handle such a large Sarva Shiksha Abhiyan programme. The coverage of Sarva Shiksha Abhiyan has been increased to cover all 604 districts of the country in 35 States/Union Territories. Moreover, the quantum of funds in the programme has been increased many fold, without any corresponding increase in the personnel to manage the programme at the level of its National Mission. For that purpose the programme requires at least 10 Directors/Deputy Secretary post with sufficient support staff to handle the programme effectively.

104. The Committee enquired specifically whether the 2010 deadline for the accomplishment of the targets of the scheme could be adhered to. The Ministry responded as under :—

“While approving Sarva Shiksha Abhiyan programme in the year 2000-01, the year of achievement of the national goals were set by the designers of the scheme for the year 2010. However, the designers of the scheme envisaged that some States may not be able to meet the goals by 2010, therefore, in fact, while making provision for support of Sarva Shiksha Abhiyan in the XI Plan the sharing pattern between the Centre and States was articulated as “50:50 thereafter”. Therefore, the designers foresaw a need to continue the Sarva Shiksha Abhiyan programme beyond 2010 in some educationally backward States, as such States would need to be supported beyond 2010 for completion of their infrastructure and quality related requirements. The Ministry feels that most States in the country would meet their infrastructure requirements and provide universal access to elementary education but there may be some States, which will still need to be supported, beyond 2010, through a modified Sarva Shiksha Abhiyan programme. The Ministry therefore feel that Sarva Shiksha Abhiyan would need to be extended to end of the 11th Plan period *i.e.* 2011-12”.

105. On being asked whether the Ministry proposed to bring in systemic changes in the administration of the Scheme in the light of the shortcomings/lapses pointed out by Audit, the Ministry replied that :—

“The Ministry feels that adequate systems have been put in place for interaction with the State Sarva Shiksha Abhiyan programme such as quarterly review meeting, six monthly reviews at the level of Secretary, Government of India at national level and the regional level. A six monthly Joint Review Mission by independent experts in which performance of the States are assessed and the under performing States/Union Territories/areas are

identified for targeting more focused national support. These States/Union Territories are being given more focused interventions including enhanced allocations of funds to meet infrastructure gaps. The State Project Directors and Education Secretaries involved with the top level management of Sarva Shiksha Abhiyan are frequently changed with adverse effect on the quality and pace of implementation of the programme. The Ministry have been intervening with State Governments/Union Territories Administration to ensure steady tenures”.

PART II

OBSERVATIONS AND RECOMMENDATIONS

106. The Constitutional commitment to provide free and compulsory education for all children upto the age of 14 years has been spelt out in various Governmental policies. The resolve to provide universal elementary education in mission mode evolved from the recommendations of the State Education Ministers' Conference held in October, 1998 which resulted in formation of the Sarva Shiksha Abhiyan (SSA). The scheme was approved by Union Cabinet in 2000 and made functional from January, 2001 as a centrally sponsored scheme under the auspices of the Ministry of Human Resource Development (Department of School Education and Literacy) Sarva Shiksha Abhiyan was started with the intention of providing useful and elementary education to all children in the age group of 6 to 14 years by the year 2010. This programme also had a supplementary goal of bridging social, regional and gender gaps, with the active participation of the community in the management of schools. SSA thus emphasized on decentralization and community ownership of schools. Funds for the programme flowed through local community based bodies for all school related expenditure. The community based approach was also adopted for planning at habitation level and monitoring of school activities. This was a national flagship programme which was launched by the Union Ministry in partnership with the State Governments with ambitious targets requiring large funding and serious commitment on the part of implementing agencies.

The performance appraisal of Sarva Shiksha Abhiyan was conducted by Audit covering the period 2001-2002 to 2004-2005. The audit findings have *inter-alia* revealed that there were serious shortcomings in the implementation of the scheme. The interventions by the project implementation agencies were deficient leading to substantial gaps between planned and actual achievements in key areas such as classrooms, text-book distribution, provision of teachers, their training and other infrastructure, affecting the quality of education and coverage. These issues relating to the scheme have been discussed and commented upon in the succeeding paragraphs.

(Sl. No. 1)

107. The Committee note that the primary aim of Sarva Shiksha Abhiyan was to enroll all children who have dropped out of schools, education guarantee schemes, alternative schools, back to school camps, by 2003; to ensure that all children completed five years of primary schooling by 2007; eight years of elementary schooling by 2010; and finally to achieve universal retention by 2010. The emphasis was to bring to the mainstream out-of-school children through diverse strategies and on providing eight years of compulsory schooling for all children in 6-14 age group while ensuring total retention of all children in this age group. Within this framework, it was expected that the education system would be made relevant so that children and parents found the schooling system useful and absorbing, and in line with their natural and social environment. However, laudable objectives notwithstanding, it is a matter of dismay for the Committee that such an ambitious programme of providing universal elementary education in the country is running far behind the stipulated

schedule. The target dates have been revised and deadlines for accomplishment of tasks correspondingly extended. Admittedly, the Ministry are not in a position to achieve the stated objectives by 2010, which was the target year for the completion of the scheme. They now hope to accomplish the objectives by the extended target year of 2011-2012 *i.e.* terminal year of the 11th Five Year Plan. The Committee would like the Ministry of Human Resource Development (Department of School Education and Literacy) to take the target dates and deadlines with greater earnestness and seriousness as the SSA programme has been conceived in mission-mode with little latitude for deviations from schedule. The Committee would thus expect the Ministry to plan out the operations and monitor the same in a manner that will ensure accomplishment of all the objectives of the scheme by the extended target date, that is by the end of the XI Plan period (2011-2012). Extension and shifting of target dates/deadlines can only be construed by the Committee as a sign of laxity on the part of the Ministry in operating programmes of such magnitude and scale.

The Committee are surprised to note that this mammoth programme, which required the right momentum from the word go, instead took off at a rather slow pace. The Manual on Annual Work Plan and Budget was made effective only from 1st April, 2004 whereas the scheme was launched in 2000-2001 itself. This delay in having a codified set of instructions for the implementation of the scheme had a cascading effect on the appraisal of plans and the release of funds thereon. The initial loss of these years in implementation of the scheme has undoubtedly put the programme clock behind by that many years. The Committee are not convinced by the Ministry's plea that any new programme would take time to roll out and a decentralised scheme like the Sarva Shiksha Abhiyan would take time to be understood and concretized. The Committee believe that the enthusiasm showed in launching such an ambitious scheme needs to be backed up with similar zeal during the course of implementation. The Ministry should, therefore, fully gear up their machinery in this regard so that the momentum generated is not lost mid-way. Immediate steps like appointment and deployment of teachers required as per the financial provisions of the scheme, construction of school buildings with toilets, timely distribution of books to students every year and release of funds for the same should be taken within a year. Action taken on these matters should be reported to the Committee.

(Sl. No. 2)

108. The Committee are concerned that the Government has decided to modify the funding pattern of SSA from the existing 75:25 (Centre-State sharing) ratio to 50:50 from the current year onwards, which may possibly impair the programme that is already operating behind schedule; with serious shortcomings to boot. In this regard, the Committee note that financial assistance for the programme of the Scheme began with the ratio of 85:15 sharing between the Union and the States during the IX Plan; 75:25 during the X Plan and 50:50 ratio sharing thereafter. In spite of funding at 75:25 ratio, the Committee find that several States are lagging behind in achieving the targets stipulated in the scheme. In this regard, the Ministry have informed that if the proposed 50:50 ratio funding pattern were to be followed, financial burden on all

the States and Union Territories, even on the scale of operations in 2006-07, would increase to over Rs. 7500 crores. The Committee apprehend that States lagging behind, who are also the more populous and financially not so sound among the States, may actually turn reluctant in their participation, thereby jeopardizing the goal of ensuring universal elementary education by 2010. In this connection, it is also disconcerting to note that the increased liability upon the States may result in their being unable to contribute their matching share, which will in turn prevent the Centre from releasing their further instalments. Such a situation is bound to choke the funding of the scheme with serious repercussions particularly on the performance of States that are lagging behind. The Committee are thus worried that these States may not be able to cope with the implications of this proposal. The reduction of Centre's financial involvement in the programme could thus neutralize the gains made by the Scheme and it may also result in the Centre having less control and persuasive power over the programme.

The Ministry of Human Resource Development (Department of School Education and Literacy) have also not favoured the proposed modification in the funding norms. In this regard, they have expressed the view that if the Centre were to continue with the existing 75:25 funding ratio, the burden would not be unaffordable and that with the funds available for the Scheme at the Centre from the Prarambhik Shiksha Kosh, budgetary support and external funding should be adequate to continue the existing 75:25 pattern during the 11th Plan period.

It is seen that the major portion of SSA funding came from the non-lapsable fund called Prarambhik Shiksha Kosh which received proceeds of the education cess. Although the Government has increased the education cess this year from 2% to 3%, the additional 1% is to be earmarked to fund secondary education. Further, the Ministry have also informed that the budgetary support from the Government has been steadily declining from a level of Rs. 2732.99 crore in 2003-04 to Rs. 2288 crore in 2004-05 and Rs. 2412.90 in 2005-06. They have also stated that the Scheme in effect requires total commitment of more than Rs. 40,000 crore each year from 2007 to 2010 as per the projections based on the modified funding norms during the XI plan period.

In the light of the reasons and constraints cited above, the Committee are of the view that the Government should reconsider their decision to alter the funding norm, as the Sarva Shiksha Abhiyan is at a critical juncture where full provisioning of school infrastructure particularly at the upper primary level needs to be addressed in the next three years. The Committee apprehend that if the upper primary level is not incentivised during the 11th plan period of the Sarva Shiksha Abhiyan, the gains made so far in enrollment of children will be lost. Further, the attainment of the national goal of Universal Elementary Education by 2010 depends squarely on the populous but educationally backward States to achieve their outcomes. The Committee therefore urge that the Government should not allow the Sarva Shiksha Abhiyan to suffer in any way on account of shortage of funds.

(Sl. No. 3)

109. The Committee's examination of the subject has revealed that budget allocation and release of grant to State Implementing Societies were much below the amounts required as per the Annual Work Plan. The Ministry have attributed this to

the Project Approval Board approving higher outlays than the budget allocation approved by Parliament, taking into account the likely low performance due to unforeseen circumstances such as floods, elections, court cases etc. The Committee are not satisfied with this plea advanced by the Ministry that the Scheme is founded on decentralization of decision making and the proposals emanating from the grass-roots. In fact this basic principle of the Scheme would be defeated if the work plans prepared and submitted by the implementing agencies are not properly funded, thereby adversely affecting the implementation of the Scheme. Furthermore, the Committee have also noticed that although all the States/Union Territories put together were able to spend around 86% of the funds released, in some States, the percentage of utilization of funds was rather poor. Eventhough, the Committee have been assured that the unutilized funds did not lapse at the end of the year and they were allowed to be carried forward to the next year's plan, the Committee recommend that the Ministry should ensure that the States and the implementing agencies have adequate capacity to absorb the funds and deliver results. The Ministry should play a pro-active role in building and developing capacities and skills of the implementing agencies.

(Sl. No. 4)

110. Examination by the Committee of implementation of the scheme has revealed twin failures relating to the release and utilization of grants. First, there was a delay in release of the grants and then the funds released were diverted outside the scope of the norms leading to irregular utilization of funds. The first instalment of the grant which was to be released by the Ministry to the State Implementation Societies in April was being released in September and the second instalment which was to be released in September was being released in March. The Ministry are stated to have taken some remedial measures in this regard such as monitoring the timely preparation of district/state plans by States/Union Territories, streamlining the appraisal process, convening Project Approval Boards' meetings within first two months of the new financial year and timely release of first instalment of funds. The Committee hope that the measures now being initiated by the Ministry to ensure smooth flow of funds will be implemented effectively. The Committee further expect that the electronic transfer of funds being undertaken now would be scrupulously enforced so as to eliminate delays in transfer of funds to the implementing agencies. The Committee desire that any case of default in this matter be reported to the Committee together with an explanation for the same.

As regards the diversion/improper use of funds, the Ministry have admitted instances of diversion of some funds and their subsequent recouping. They have also tried to explain the occurrence of these financial irregularities on the ground that manpower and capacity building were not adequate in the initial stages of the scheme. The Committee would like to caution the Ministry that as long as such diversions were only a small part of the overall expenditure, it may not have a significant impact on the efficacy of the operations. However, the Ministry ought to keep in mind that with social sector programmes such as SSA, involving huge expenditure, it was necessary that the monitoring and evaluation systems be streamlined and revamped in order to plug leakages and pre-empt improper use of funds. The Committee need hardly emphasise that the objectives of the scheme can be fully achieved at the ground

level when the funds are not only adequately deployed but the available funds are also fully utilised within the scope of the scheme.

(Sl. No. 5)

111. One of the primary objectives of SSA was to enroll all children in the age group of 6-14 years in schools, Education Guarantee Centers (EGC), alternative schools and Back to School Camps (BSC) by 2003. It has been observed that out of 4.4 crore children who were out of school at the inception of the scheme in 2001, 1.36 crore still remained out of school in 2005, inspite of the target year for bringing back out-of-school children having been revised from 2003 to 2005. According to the Ministry, reports from States/Union Territories reveal that the number of out-of-school children has come down to 70 lakh in 2006. While enumerating the reasons for non-enrolment, the Ministry have stated that these were the most 'hard to reach' children such as those living in remote areas, children of migrant families, children helping parents in farms etc. In order to bring these out of school children into the education system, the Ministry are stated to be focusing now on districts with highest number of out of school children and districts with majority of disadvantaged social groups. During the course of examination of the subject, the Ministry have informed that they are presently coordinating a household survey across all States and Union Territories to get updated disaggregated data on 'out-of-school' children in the country. The Committee desire to be apprised of the outcome of the survey and the corrective steps taken by the Ministry to minimize the drop-out rate in the country, particularly among the "hard-to-reach" children specially targetted by the Government.

The Committee are distressed to note that SSA has not been able to make a significant dent on some of the chronic problems afflicting primary and elementary education like high incidence of school drop-outs. While there has been considerable improvement in enrolment and the student drop-out rate has also marginally come down, the drop-out rate is still more than fifty per cent. According to media reports, checks done by education inspectors in a particular State alarmingly revealed that almost 12 lakh children 'present' in education department records were "missing from the classrooms". Schools in several districts were found guilty of pumping up enrolment figures in order to retain government funding. There have also been cases reported in the Press, wherein children were enrolled during 'enrolment drives' raising the enrolment rates, but the question still remained as to how many of these children continued to attend school till they completed eight years of schooling. The Committee believe that the Ministry are aware of these flaws and would pay immediate attention to this festering problem for necessary remedial measures. Needless to emphasise, the Ministry should put in place effective systems for constant monitoring and regular feed back on the ground realities.

(Sl. No. 6)

112. With a view to achieving the objectives envisioned in the scheme of Sarva Shiksha Abhiyan, new primary schools were to be opened in those areas which did not have any school within one km. of a habitation. Education Guarantee Scheme Centers at primary level were to be opened in those unserved habitations where no school

existed within a radius of one kilometre and there were at least 15 children in the age group of 6-14 years who were not going to school. The Committee find that inspite of this mandate, in 14 States/Union territories there were 31,648 habitations without any schools and this accounted for about 9 per cent of the total number of habitations. The Ministry have sought to explain the situation by stating that during the period 2001-02 to 2004-05, 69,000 primary schools and 1.07 lakh Education Guarantee Scheme Centres were provided to cover school-less habitations and in addition to this, 65,000 primary schools and 31,000 Education Guarantee Scheme centers were provided in the years 2005-06 and 2006-07. Further, they have added that as per state reports only 20,895 habitations still needed a primary school, even though they were still covered under Education Guarantee Scheme/Alternative and Innovative Education facilities. The Committee, while acknowledging the efforts that have been made to ensure a school or an alternate education center in every habitation, are still apprehensive about the fact that there were a number of schools that were functional at the time of implementation of the scheme, but closed down subsequently. The Committee are surprised that the Ministry had no information or feedback regarding closure of such schools. They would now expect the Ministry to undertake an independent survey in this regard and also put in place a mechanism to regularly monitor the incidence of closure of schools. The Ministry should subsequently initiate steps to revive such schools or provide other alternatives in those habitations. The emphasis at this juncture should not merely be on quantum of schools but more importantly on ensuring that the schools function properly and there are also no drop-outs among students.

(Sl. No. 7)

113. The Sarva Shiksha Abhiyan Scheme envisaged civil works like new school buildings, school buildings for building-less schools, additional classrooms, room for headmaster, toilets, drinking water facilities and so on. The programme funds on civil works were not to exceed the ceiling of 33 per cent of the entire project cost approved by Project Approval Board on the basis of the perspective plan. However, the Committee note with much concern that almost all the States were plagued by severe lack of infrastructure and several schools were running even without proper buildings, toilets and drinking water facilities. The Ministry have conceded that an analysis of District Information System for Education data of 2004-05 has showed a deficit of 10 lakh classrooms, 4 lakh toilets and 78,000 drinking water facilities in elementary schools. In order to bridge this gap, the Ministry have sanctioned 5 lakh classrooms, 59,000 drinking water facilities and 57,327 toilets in 2006-07. The Committee have also been apprised in this regard that for making up the deficit in toilets and drinking water facilities in rural areas, the schemes which were being implemented by Ministry of Rural Development were being converged with Sarva Shiksha Abhiyan. The Committee hope that both the Ministries would work in close co-ordination and ensure that the targets with respect to basic facilities such as drinking water and toilets are achieved without any further delay. The Committee also urge the Ministry to convert temporary structures and schools without buildings into permanent structures and provide them with basic amenities without which the environment for learning will not be conducive at all. The Committee would like to emphasise that without the elementary facilities, the schools running under the scheme may eventually close down or the children may also stay out of these schools, rendering this worthy programme ineffective.

(Sl. No. 8)

114. As per the SSA norms, one teacher was to be provided for every 40 students in primary and upper primary school and at least two teachers in a primary school and one teacher for every class in the upper primary school. It has however been revealed that 6647 schools (in seven states) had no teacher and 75,884 primary schools (in 15 States/Union Territories) had only one teacher. Although the Ministry have stated to be monitoring teacher recruitments, pupil teacher ratios, single teacher schools and so on, the Committee are unable to comprehend as to how the Ministry could consider schools which had no teachers as “functioning schools”, because the aim of the scheme was not only to provide schools on paper, but also to provide “working” schools which would be imparting education of reasonable quality to children. The Committee therefore recommend that the shortages in the number of teachers be made up immediately.

(Sl. No. 9)

115. Examination of the subject by the Committee has also revealed that there are other ills afflicting the education imparted under SSA. The Committee find in this regard that teachers are not motivated, absenteeism is high, teaching methods are out-dated and no different from that before the commencement of the scheme and overall interest in providing a good learning environment was missing, all of which eventually resulted in high rate of student drop-out. The Committee note that the problem of quality deficit in elementary education is more serious in the rural areas where there are a large number of single-teacher schools with no proper buildings and teaching materials. The Committee, therefore, are of the view that in addition to increase in numbers by way of increase in enrolment, emphasis should also be laid on the quality of education that is being imparted. With this in view, it becomes necessary that teachers who are appointed possess at least the prescribed minimum qualifications and suitable steps are taken to train the under-qualified staff so that the quality of education is considerably improved.

In this connection, the Committee would like to advert to the findings of Annual State of Education Report (ASER) which was undertaken by Pratham, an NGO working in the field of elementary education, which *inter-alia* revealed that in Std. VI-VIII in Government-run schools, 22 per cent of the students could not read simple passages and 40 per cent could not do simple division. Learning and educational achievement therefore remained at the same aggregate level, which has also been borne out by the fact that the mean scores of students in key subjects such as Maths, Language and Science, specially at the upper primary level, has registered a decline, despite the claims of the Ministry regarding improvement in pupil-teacher ratio and programmes for professional training of untrained teachers. The Committee, therefore, urge the Ministry to look into the reasons for the decline in learning and achievement levels of students and make necessary mid-course corrections for improving the learning capability of all children in the age group of 6-14 years across the country.

(Sl. No. 10)

116. The National Programme of nutritional support to primary education scheme, popularly known as mid-day-meal scheme, was launched to give a boost to the universalization of primary education through improvements in the nutritional status of students in primary classes of government, local body and government-aided schools. Central support was to be provided by way of supply of free foodgrains through Food Corporation of India and from September, 2004 assistance to State Governments was

being provided to meet the cost of cooking meals also. Though the budget grants for this scheme were provided separately and it was not covered by SSA, the scheme was meant to be a major Central intervention complementary to SSA in order to improve student enrolment, attendance and lessen the drop-out rate, while simultaneously raising their nutritional standard. This was meant to evoke community participation and involvement of children in schools. The Committee note that the position of service of mid-day-meals in schools that has emerged from the household survey conducted by Social and Rural Research Institute at the instance of Audit indicated that 44 percent in rural areas and 65 percent in urban areas were not served mid-day-meals. The Committee consider such a coverage as rather dismal, warranting urgent interventions by the Ministry to effectively dovetail the Mid-day Meal scheme with SSA so that the desired complementarities between the two schemes are fully achieved. The Committee further desire that the Ministry should consider enhancing the grant for meeting the cost of meals in keeping with the rising price index. The Ministry should also enquire into the shortcomings that have crept in the operation of the scheme and take corrective measures thereon.

(Sl. No. 11)

117. The Sarva Shiksha Abhiyan Scheme conceived vibrant partnership with non-governmental organisations (NGOs) in the area of capacity building both in community and in resource institutions. It was expected that the NGOs would make meaningful contribution in bringing back out of school children, developing effective teacher training programmes, organising community participation for capacity development working in the sphere of disabled children and so on. The involvement of the NGOs was expected to improve transparency of programme intervention and also encourage more open assessment of achievements. However, the Committee have noted that grants which were being released to the NGOs showed a declining trend indicating thereby a reduction in their participation. The Ministry have tried to explain this situation by contending that the States had gained sufficient experience and hence the process of engaging NGOs had been decentralised to the state level. The Committee, however, feel that the Ministry cannot shy away from their responsibility on this count, as certain irregularities involving the NGOs have come to light, such as non-submission of utilization certificates and release of subsequent grants by the Ministry to some NGOs, non-availability of records of release of grants and utilization thereof in some cases etc. The Committee would now like the Ministry to streamline their systems so that they can have better supervision and monitoring over the NGOs who can discharge a very useful role in advocacy as well as accountability of the Sarva Shiksha Abhiyan.

(Sl. No. 12)

118. The Committee are also of the opinion that the problem of quality deficit in elementary education could be tackled with the participation of Corporates especially from Information Technology sector. The Committee view that the Information Technology sector could help in improving the quality of elementary education on which depends the quality of higher education. In this regard, the Committee were given to understand that such a beginning had already been made by some Corporates which had resulted in benefiting students in some states. The collaborating companies had helped the State Governments in developing software for the children to enable computer-aided learning. The Committee hope such initiatives will replicate

themselves in other States and will particularly help in reducing the dropout rate and enhance retention level in schools while upgrading the skills of the students. The Committee would expect the Ministry to assume a pro-active role in fostering such corporate initiatives for strengthening the programme.

(Sl. No. 13)

119. From the preceding paragraphs, the Committee are constrained to conclude that the biggest weakness in the implementation of the scheme has been its monitoring and evaluation. The scheme provides for financial assistance to create a pool of resource persons at all levels for effective field based monitoring, which include achievement tests, evaluation studies, research etc. The Ministry have informed that they have mechanisms in place for financial monitoring by way of concurrent financial review by Institute of Public Auditors of India, annual audit by Chartered Accountants, quarterly review meetings of State Finance Controllers, electronic fund flows, evaluation reports of designated Social Science Institutions on physical aspects of the programme etc. All the existing monitoring systems notwithstanding, the Committee cannot overlook the glaring fact that the Sarva Shiksha Abhiyan programme has suffered slippages in performance including non-adherence to schedule, targets and deadlines. There has been under-performance with respect to the physical aspects of the programme, leave alone the qualitative parameters. The Committee, thus are inclined to believe that what has been assumed as monitoring was essentially the transfer of administrative data from the lowest tier i.e. provider/primary school to the highest tiers of governance, ignoring the fact that monitoring of social sector programmes actually required regular feedback from the beneficiaries to report the level of usage of these services. Therefore, the appropriate yardstick to measure the success of this scheme would be to get institutionalised inputs/feedback from the teachers and the intended beneficiaries themselves. Independent evaluations by premier teacher training institutions should be solicited. This will enhance the reliability of data on the status of performance. Such an evaluation exercise could help pinpoint not only the amount of wastage, but also the points in the supply chain where failures and leakages are happening, the geographic locations where they are most prominent etc. and assist in taking corrective measures rapidly. The Ministry must therefore re-fashion and re-orient their appraisal and monitoring systems accordingly. They should also suitably modify their norms/guidelines based on such a feedback from the field so that performance, both quantitative and qualitative, can significantly improve. In this regard, special attention needs to be paid to the districts that are lagging behind by formulating a time-bound action plan. The Committee would like to be apprised about the concrete action taken in the matter.

(Sl. No. 14)

NEW DELHI;
19 April, 2007
29 Chaitra, 1929 (Saka)

PROF. VIJAY KUMAR MALHOTRA,
Chairman,
Public Accounts Committee.

ANNEXURE-I

MINUTES OF THE TWENTIETH SITTING OF THE PUBLIC ACCOUNTS
COMMITTEE (2006-2007) HELD ON 13TH FEBRUARY, 2007

The Committee sat from 1030 hrs. to 1315 hrs. on 13th February, 2007 in Committee Room "B", Parliament House Annexe, New Delhi.

PRESENT

Prof. Vijay Kumar Malhotra — *Chairman*

MEMBERS

Lok Sabha

2. Shri Khagen Das
3. Shri P.S. Gadhavi
4. Shri Raghunath Jha
5. Shri Bhartruhari Mahtab
6. Shri Brajesh Pathak
7. Shri Magunta Sreenivasulu Reddy
8. Shri Rajiv Ranjan 'Lalan' Singh
9. Shri K.V. Thangka Balu
10. Shri Tarit Baran Topdar

Rajya Sabha

11. Shri Prasanta Chatterjee
12. Dr. K. Malaisamy
13. Shri Ravula Chandra Sekar Reddy

SECRETARIAT

1. Shri Ashok Sarin — *Director*
2. Shri M.K. Madhusudhan — *Under Secretary*
3. Shri Ramkumar Suryanarayanan — *Assistant Director*

Officers of the office of the Comptroller and Auditor General of India

1. Shri B.K. Chattopadhyay — ADAI (Reports Central)
2. Dr. A.K. Banerjee — DGACR
3. Shri A.N. Chatterjee — Director General (Performance Audit)

2. At the outset, the Chairman welcomed the Members and Audit officials to the sitting of the Committee. The Committee then took up for consideration the following draft Reports and adopted the same without any modifications/amendments.

- | | | | | |
|------|---|---|---|---|
| (i) | * | * | * | * |
| (ii) | * | * | * | * |

The Committee authorised the Chairman to finalise these Reports in the light of verbal and consequential changes arising out of factual verification by Audit or otherwise and to present the same to Parliament.

3. Thereafter, the Committee proceeded to take oral evidence of the representatives of the Ministry of Human Resource Development (Department of School Education and Literacy) on Audit Report No. 15 of 2006 of C&AG of India (Civil—Performance Audit) relating to "Performance Audit of Sarva Shiksha Abhiyan (SSA)". The Secretary, Ministry of Human Resource Development (Department of School Education and Literacy) and other representatives of the Department clarified the issues arising out of the Audit Report and replied to the various points/queries raised by the Members. To certain queries, for which the witnesses could not give satisfactory replies, the Hon'ble Chairman directed the representatives of the Ministry of Human Resource Development (Department of School Education and Literacy) to furnish the requisite information in writing at the earliest.

4. A copy of the verbatim proceedings of the sitting has been kept on record.

The Committee then adjourned.

ANNEXURE—II

MINUTES OF THE TWENTY-FIRST SITTING OF THE PUBLIC ACCOUNTS
COMMITTEE (2006-07) HELD ON 19TH APRIL, 2007

The Committee sat from 1600 hrs. to 1630 hrs. on 19th April, 2007 in Room No. "53" Parliament House, New Delhi.

PRESENT

Prof. Vijay Kumar Malhotra — *Chairman*

MEMBERS

Lok Sabha

2. Shri Khagen Das
3. Shri Raghunath Jha
4. Shri Bhartruhari Mahtab
5. Shri Rajiv Ranjan 'Lalan' Singh
6. Shri Kharabela Swain
7. Shri Tarit Baran Topdar

Rajya Sabha

8. Shri R.K. Dhawan
9. Shri Suresh Bhardwaj
10. Shri Prasanta Chatterjee
11. Dr. K. Malaisamy

SECRETARIAT

1. Shri S.K. Sharma — *Additional Secretary*
2. Shri A. Mukhopadhyay — *Joint Secretary*
3. Shri Brahm Dutt — *Director*
4. Shri M.K. Madhusudhan — *Deputy Secretary*
5. Shri Ramkumar Suryanarayanan — *Under Secretary*

Officers of the office of the Comptroller and Auditor General of India

1. Shri P.K. Kataria — Pr. Director of Audit (RC)
2. Shri Nand Kishore — Pr. Director of Audit (AB)
3. Ms. Sudha Krishnan — Pr. Director of Audit (DT)
4. Shri Jayanti Prasad — Pr. Director of Audit (INDT)
5. Ms. Subhashini Srinivasan — Pr. Director of Audit (Railways)

2. At the outset, the Chairman, PAC welcomed the Members to the sitting of the Committee. Thereafter the Committee took up for consideration the following draft Reports:—

(A) Draft original Reports on the following subjects:

(i) * * * *

(ii) * * * *

(iii) Performance Audit of Sarva Shiksha Abhiyan (SSA).

(B) Draft Action Taken Reports on Action Taken by the Government on the following Reports:

(i) * * * *

(ii) * * * *

(iii) * * * *

(iv) * * * *

The Chairman invited suggestions of the Members on the Draft Reports. After discussing the contents of the draft Reports in brief, the Committee adopted the same.

3. The Committee authorised the Chairman to finalise these Reports in the light of verbal discussion and consequential changes arising out of factual verification by the Audit or otherwise and present the same to Parliament.

4. As the term of the Committee ends on 30th April, 2007, the Chairman apprised the Members of the work done by the Committee in their current term. He stated that during the present term, the Committee have finalized twenty Reports (11 Original and 9 Action Taken), out of which thirteen Reports have already been presented and the remaining seven will be presented in the current Session of Parliament. He expressed his thanks to all the Members for the co-operation extended by them in making this possible and hoped that this momentum would be carried through to the next Committee.

5. The Chairman specially expressed his thanks to the Members namely, Shri Magunta Sreenivasulu Reddy, Shri Madan Lal Sharma, Shri K.V. Thangkabalu and Shri R.K. Dhawan, for their co-operation and contribution in the successful working of the Committee. These Members will not be part of the Public Accounts Committee in the next term beginning from 1st May, 2007.

6. On behalf of the Committee, the Chairman placed on record their appreciation of the Officers/Staff of the Lok Sabha Secretariat attached with the Committee for their hard work and dedication in rendering Secretarial assistance to the Committee.

7. The Committee also expressed their thanks to the C&AG of India and his team for providing assistance to the Committee.

The Committee then adjourned.

APPENDIX

Performance Audit of

**Sarva Shiksha Abhiyan
(SSA)**

**Department of Elementary Education and
Literacy
(Ministry of Human Resource Development)**

**Report of the
Comptroller and Auditor General
of India
for the year ended March 2005**

**Union Government (Civil)
No. 15 of 2006
(Performance Audit)**

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Preface

This report of the Comptroller and Auditor General of India containing the results of performance audit of Sarva Shiksha Abhiyan (SSA), Department of Elementary Education and Literacy, Ministry of Human Resource Development has been prepared for submission to the President of India under Article 151 of the Constitution.

The audit was conducted through test check of records of the Department of Elementary Education and Literacy of the Union Ministry of Human Resource Development and implementing agencies in 26 States (excluding Jammu and Kashmir and Goa) and 6 Union Territories (except Andaman and Nicobar Islands) during 2004-05.

Overview

The Sarva Shiksha Abhiyan (SSA) has evolved from the recommendations of the State Education Ministers' Conference held in October 1998 for pursuing Universal Elementary Education in mission mode. SSA was launched in 2001-02 for providing useful and relevant elementary education to all children in the age group of 6 to 14 years by 2010.

Performance audit of the implementation of the SSA revealed that though the programme was launched by the Ministry with ambitious targets, it required adequate funding and serious commitment on the part of implementing agencies including State governments. But the funds fell short of the requirements approved by the Project Approval Board (PAB) in the Annual Work Plan and Budget with the deficiencies ranging from 43 per cent to 57 per cent during 2001-02 to 2004-05.

Even after four years of the implementation of the scheme and utilisation of almost 86 per cent of funds available with the implementing agencies, the revised target of SSA to enrol all children in schools, education guarantee scheme, alternative schools, back to school camps by 2005 was not achieved as 1.36 crore children (40 per cent of the total 3.40 crore children out of school) remained out of school in the age group of 6-14 years. Outreach of education to focus groups and disabled children was also not adequate.

Audit noticed various financial irregularities amounting to Rs. 472.51 crore in 14 States/UTs such as non-adjustment of advances, loss of interest on funds kept in current account, excess payment of contingent grant, purchases made beyond delegated powers and non-refund of unutilised balances. In addition, an amount of Rs. 99.98 crore from SSA funds was diverted for meeting expenditure not covered under the scheme. There were delays in releasing the funds to the State Implementation Societies.

Substantial gaps between the planned and actual achievement in key areas such as classrooms, text books distribution, provision of teachers, their training and other infrastructure affecting the quality of education were also noticed. In nineteen States, there remained a shortage of 46622 upper primary schools.

Though SSA envisaged at least one primary school/Education Guarantee Scheme/Alternative Innovative Education centre within one kilometre of each habitation throughout the country, the facility was not available in 31648 habitations.

SSA, a significant initiative of Government to bring back the children in the age group of 6-14 years to school could achieve only partially the targets set for the scheme.

Performance audit report on 'Sarva Shiksha Abhiyan' (SSA)

Highlights

- The objective of SSA was to enrol all out of school children in school, education guarantee centres, alternate schools and back to school camps by 2003. The date was revised to 2005 only in March 2005. However, out of 3.40 crore children (as on 1 April 2001), 1.36 crore (40 per cent) children in the age group of 6-14 years remained out of school as on March 2005 four years after the implementation of the scheme and after having incurred an expenditure of Rs. 11133.57 crore.

(Paragraph 7.3.2)

- The budget calendar for financial management and procurement has not been implemented by the Ministry which resulted in delay in finalisation of the Annual Work Plan and Budget (AWP&B) of the States and release of grants.

(Paragraph 7.1.3)

- The budget allocation and release of grants to the State Implementing Societies were below the amounts required as per their AWP&B. The budget estimates/revised estimates were far less than the outlay approved by the Department of Elementary Education and Literacy.

(Paragraph 7.2.1.5)

- Funds were irregularly diverted to activities/schemes, which were beyond the scope of SSA. In the districts test checked by audit in 11 States (Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Tamil Nadu, Uttar Pradesh and West Bengal), Rs. 99.88 crore was spent on items not permitted under SSA. Besides, in 14 States/Union Territories, financial irregularities of Rs. 472.51 crore were also noticed.

(Paragraphs 7.2.4.1 and 7.2.4.2)

- Five States/UTs failed to maintain the SSA norm of 1:40 for teacher-student ratio. The ratio in primary schools and upper primary schools ranged between 1:60 and 1:130 in test checked districts of Bihar. Cases of uneven distribution of teachers amongst schools were noticed. Rural schools were suffering for want of teachers. 75884 of primary schools in fifteen States/UTs were operating with one teacher only. 6647 schools in seven States were without any teacher. The position was alarming in the States in Chhattisgarh, Himachal Pradesh, Gujarat, Madhya Pradesh, Punjab, Uttar Pradesh and West Bengal.

(Paragraph 7.4.2)

- SSA envisaged establishment of at least one primary school/Education Guarantee Scheme/Alternative Innovative Education centre within one

kilometre of each habitation throughout the country. Audit revealed that such facility did not exist in 31648 habitations in 14 States/UTs.

(Paragraph 7.4.3.1)

- SSA guidelines provided for one upper primary school/section for every two primary schools. In nineteen States/UTs, out of 204850 primary schools there was a shortfall of 46622 (23 per cent) upper primary schools in meeting this ratio.

(Paragraph 7.4.4.1)

- In three States of Assam, Bihar and Gujarat, there was some schools with one classroom only against the prescribed norm of two rooms with verandah. There was no separate room for the Headmaster in 4427 schools in Assam and Bihar.

(Paragraph 7.4.5.2)

- There were delays ranging between one and nine months in supplying free textbooks in seven States/UTs. This could have adversely affected the pass percentage of the students. While free text books were not supplied to 7.46 lakh children, such books were supplied to ineligible students in 47.69 lakh children.

(Paragraph 7.4.6.1)

- A large number of schools in most of the States/UTs were functioning without buildings. Other infrastructural facilities like drinking water, toilets and separate toilets for girls, electricity, compound walls etc. were mostly not available. Repairs and maintenance grants were released without specific proposals and also even to schools without their own buildings.

(Paragraphs 7.4.7 and 7.4.8)

- Teaching-learning equipment were procured either without assessing the requirement or ensuring availability of infrastructure for their utilisation. 7531 CTVs in Andhra Pradesh purchased under SSA could not be utilised for want of supporting facilities. Some schools where these sets were supplied did not even have electricity.

(Paragraph 7.4.10.1)

- In two districts of Jharkhand, school grant of Rs. 47.88 lakh was released to 2369 schools, which were non-existent.

(Paragraph 7.4.11.3)

- Scheme guidelines with reference to disabled children were not strictly followed. In 14 States/UTs, only 5.55 lakh out of 8.87 lakh identified children with special needs were enrolled in schools. Assistive devices were provided to only 21440 out of 83185 children in Karnataka, Maharashtra, Manipur and Orissa.

(Paragraph 7.5.2.2)

- Supervision and monitoring of the scheme was ineffective both at the National and State levels. The first meeting of Governing Council under the Chairmanship of the Prime Minister was held in February 2005 and that of the Executive Committee under the Chairmanship of the HRD Minister in March 2005. In cases where some monitoring was undertaken, monitoring reports were either not submitted or not analysed and follow-up action was not initiated.

(Paragraph 7.4.16.5)

- The scheme of SSA proposed to integrate with itself the National programme for nutritional support for primary education (mid-day meal scheme) with suitable modifications, in consultation with States as the evaluation of the programme indicated that supply of food grains led to improvement in student attendance while raising their nutritional standard. However, the survey by SRI of selected beneficiaries of SSA conducted at the instance of audit indicated that there were large differences between the figures as reported by the schools serving mid-day meals and those reported by the households indicating possible leakages.

(Paragraph 7.4.19)

Summary of important recommendations

Ministry may

- ensure the release of funding for SSA through special efforts. Unless the assessed funding requirements are met substantially and implementation is monitored more effectively, the targets are not likely to be achieved even with the extension of the deadline.
- like to examine principal reasons for non-enrolment in coordination with State Governments/SIS so that enrolment could be made more attractive by devising specific/more focused sub interventions.
- ensure release of the first instalment to the state in April on the basis of their performance in the previous year. Suitable adjustments could be made after PAB's approval. It should avoid release of funds at the fag end of the financial year.
- carefully assess the exact requirement of funds before releasing these to SIS to avoid large amounts lying unspent by preferably introducing a specific check list for the purpose.
- insist on refund of unutilised balances retained by SIS for over a year. This would help avoid blocking of resources. Cases of non-refund may be monitored at least quarterly by the Ministry.
- undertake vigorous community mobilisation campaign highlighting the benefits of the scheme and urging the poor households to send their children to schools.
- like to reassess requirement of teachers in the schools and deployment of teachers made rationally with a view to minimising the possibility of shortage/ excess of teachers, as the provision of relevant and useful education to children depended on the availability of teachers.

- introduce a quarterly review of the status of supply and distribution of free text books especially to the focus group children.
- like to develop a mechanism where proposal for grants are examined scrupulously and excess release of grants/misutilisation of funds are avoided.
- like to prepare a comprehensive and time-bound infrastructure development plan with targets/milestones for converting all the temporary structures and buildingless schools into permanent structures and providing basic amenities like electricity, water and toilet facilities in these and in the existing school buildings. The plan should indicate records to be maintained right upto the Ministry level.
- ensure community contribution/participation so that a vigil is kept on the activities by seeking periodical reports directly or by appointing a coordinator.

Ministry of Human Resource Development
Department of Elementary Education and Literacy
Performance audit report on 'Sarva Shiksha Abhiyan'

1. Introduction

Sarva Shiksha Abhiyan (SSA) has evolved from the recommendation of the State Education Ministers' Conference held in October 1998 that universal elementary education should be pursued in mission mode. A national Committee of State education ministers under the chairmanship of the minister for HRD was set up on the recommendation of the conference to work out the approach. It submitted its report in October 1999. The scheme was approved by the Union Cabinet in its meeting held on 16 November 2000 and became functional from January 2001.

1.1 SSA is a programme to provide useful and relevant elementary education for all children in the age group of 6 to 14 years by 2010, with the active participation of the community by effectively involving the panchayat institutions, school management committees, village and urban slum level education committees, parent-teachers associations, mother-teacher associations, tribal autonomous councils and other grassroot level structures in the management of schools to bridge social, regional and gender gaps. The programme realised the importance of early childhood care and education and looked at the 0-14 age as a continuum and had the following important objectives:—

- to have all children in school, education guarantee centre (EGC), alternate school (ASC), and back to school (BSC) camp by 2003.¹
- to ensure that all children complete five years of primary schooling by 2007.
- to ensure that all children complete eight years of elementary schooling by 2010.
- focus on elementary education of satisfactory quality with emphasis on education for life.
- bridge all gender and social category gaps at the primary stage by 2007 and at the elementary education level by 2010 and
- achieve universal retention by 2010.

1.2 Scope of the programme

The initiatives under SSA have broadly been grouped under the following heads:—

- Preparatory activities for micro-planning household surveys, studies, community mobilisation, school-based activities, training and orientation at all levels,
- Appointment of teachers,
- Opening new primary and alternative schools facilities like Education Guarantee Scheme (EGS)/Alternative and Innovative Education centres (AIE),

¹Since revised to 2005, in March, 2005

- Opening of upper primary schools,
- Construction of additional classrooms, schools and other facilities,
- Provision of free textbooks to all girls and SC/ST children,
- Maintenance and repair of school buildings,
- Provision of teaching/learning equipment for primary schools on upgradation of EGS to regular schools or setting up of a new primary school,
- TLE for upper primary school,
- School grant,
- Teacher grant,
- Teacher training,
- Opening of State Institute of Educational Management and Training (SIEMAT),
- Training of community leaders,
- Provision for disabled children,
- Research Evaluation, Supervision and Monitoring,
- Management cost,
- Innovative activity for girls' education early childhood care and education, intervention's for children belonging to SC/ST community, computer education specially for upper primary level,
- Setting up Block Resource Centre (BRC)/Cluster Resource Centre (CRC), and
- Interventions for out of school children.

1.3 Organisation set-up

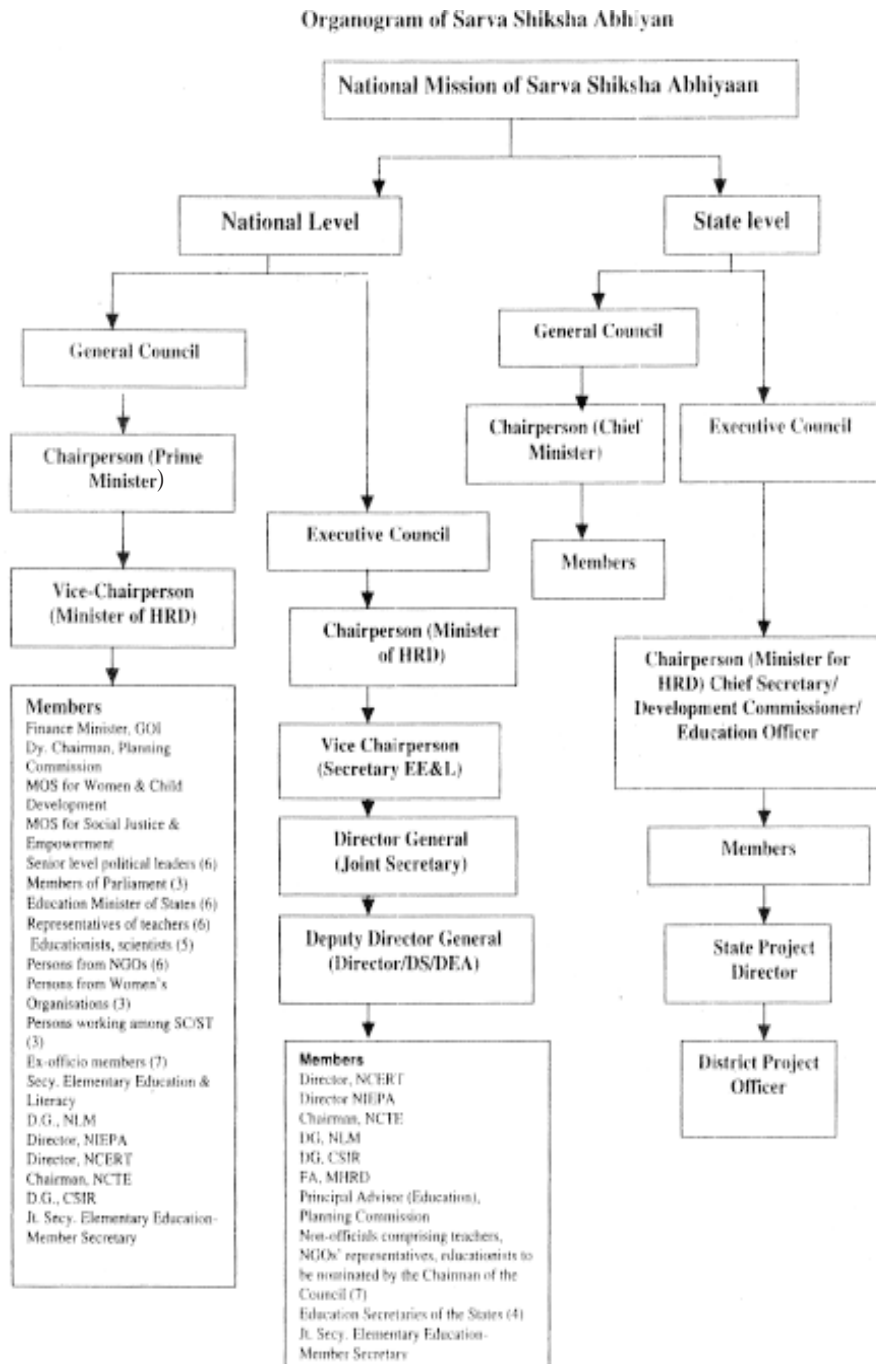
1.3.1 The Prime Minister is the Chairman of the General Council of Sarva Shiksha Abhiyan National Mission². The Minister for Human Resource Development is the Chairman and the Secretary, Department of Elementary Education, the Vice Chairman of the Executive Committee. A Bureau of Elementary Education³ has been constituted for overseeing implementation of the scheme.

1.3.2 An Implementation Society (SIS) has been established in every State under the chairmanship of the Chief Minister/Education Minister of the State/UT. The district level implementation is overseen by the District Collector/Magistrate/Chief Executive Officer of the Zila Parishad. The District Elementary Education Officer oversees the implementation of the programme at the district level.

²National Mission comprises the General Council which is headed by the Prime Minister and the Executive Committee is headed by the Minister of Human Resource Development as shown in the Organogram.

³The Bureau is headed by a Joint Secretary who is assisted by five Deputy Secretaries/Directors as Divisional Heads.

1.3.3 The organogram depicting the organisation set-up of SSA is given below:—



2. Audit objectives

A performance audit of SSA was taken up with a view to verifying and assessing:

- whether planning for implementation of various components and identified agencies of the programme was efficient and result oriented besides being economical and effective,
- whether the funds required for the programme were assessed carefully and adequately provided/released,
- whether all targetted children were enrolled in schools, education guarantee centres, alternate schools, back to school camps by 2003,
- whether the major interventions under SSA were carried out as per the norms fixed,
- Whether the outreach of education for girls, scheduled caste and tribal children had expanded and the infrastructure provided was optimum, and
- Whether the elementary education provided was relevant and useful.

3. Audit methodology

3.1 Before taking up the performance audit of the scheme, an entry conference was organised with the Secretary, Department of Elementary Education and Literacy, Ministry of Human Resource Development, alongwith other officers of the Department and representatives of the Technical Support Group of the Ministry. Audit objectives, audit criteria and scope of audit were explained and the suggestions as well as perceptions of the Department relating to the strengths and weaknesses in the implementation of the programme were discussed. Similar conferences were held in the States between the representatives of the State Governments/SIS and Principal Accountants General/Accountants General (Audit) of the concerned State.

3.1.1 The procedures of the implementing department, State Implementing Societies (SIS), district implementing agencies, block resource centres (BRC), cluster resource centres and schools were examined using the data made available by these agencies, in the audit.

3.1.2 The Social and Rural Research Institute (SRI), a specialist unit of Indian Market Research Bureau International (IMRB), was commissioned by Audit for assessing the impact of SSA from the perspective of the beneficiaries and their parents. SRI conducted the survey in all the districts of 26 States and 6 Union Territories from 19 December 2005 to 3 March 2006. Themes/sub-themes and the sampling methodology/design for the beneficiary assesment are given in **Annex I** and **Annex II** respectively.

3.1.3 The audit findings were discussed with the senior officers of the Ministry in an exit conference held on 12 June 2006. The Ministry was in broad agreement with the recommendations included in the report. Their views as expressed in the meeting and additional replies given after the meeting have been appropriately reflected in the report.

4. Audit criteria

The audit criteria used for assessing the performance of various components of the scheme under SSA were:

- the extent of involvement of communities in the preparation of habitation/district level plans and whether the district and representation from education department/CRCs/NGOs etc. were there in the district and block core teams,
- standards of output and benchmarks of performance fixed for each programme and the prescribed norms for appointment of teachers and the extent of facilities available in the schools,
- standards of education comprising curricula, requirement of school teaching learning material, teachers' training and teaching-learning process,
- outcome of research activities undertaken and their effectiveness in implementation of the scheme,
- enrolment of girls/SC/ST children and children with special needs to determine if the outreach for education of these children had expanded, and
- outcome of the monitoring mechanism and evaluation/follow up at various levels for implementation.

5. Scope of audit

The performance audit covered the period 2001-02 to 2004-05. Audit was conducted through sample check of the records in the Department of Elementary Education and Literacy, Ministry of Human Resource Development and the implementing agencies in 26 (twenty six) States (excluding Jammu and Kashmir and Goa) and 6 (six) Union Territories (except Andaman and Nicobar Islands). One capital district and 20 per cent districts in each State (minimum 4, subject to availability of district in that State) were selected on the basis of (PPSWR)⁴ method (**Annex. III**). One urban block (selected at random) and two rural blocks (selected on the basis of (SRSWOR)⁵ were selected. Two primary schools, two middle schools and two high schools having middle level were selected in each block on the basis of SRSWOR.

5.1 The beneficiary survey was conducted by SRI in 4410 villages and 2865 wards. Children from close to 143000 households in the country spread over 7275 sample villages/blocks were covered. NSSO blocks were selected in the urban areas for the survey. The survey covered all districts of 26 States and 6 Union Territories except Jammu & Kashmir, Goa and Andaman & Nicobar Islands. The sample size or the number of villages/blocks/persons surveyed is given at **Annex. IV**.

5.2 The survey findings have been referred to in this report wherever appropriate. The summary of the findings of the survey is given in **Annex. V**. A copy of the National Report on Household Survey and School Survey on the assessment of SSA conducted

⁴Probability Proportion to Size with Replacement. This sampling method assigns higher inclusion probability for population units with higher size. In this case the chances of selection are more.

⁵Simple Random Sampling Without Replacement. This sampling method ensures equal probability of selection of every unit in the population. In this case the chances of selection are equal.

by the SRI at the instance of audit was also forwarded to the Department of Elementary Education and Literacy on 19 June 2006 for their comments.

5.3 The Ministry stated (June 2006) that the survey covered children in the age group of 6-14 years instead of 6-13 years and thus the total years of education was 9 instead of 8 years. The Ministry's statement is to be viewed in the context that the objective of the SSA was to provide useful and relevant elementary education for all children in the 6-14 age group. The survey, therefore, included all the children in the age group of 6-14 years. Other observations of the Ministry on the survey report of SRI have also been included in the performance audit report at appropriate places.

5.4 The Ministry further stated (June 2006) that although sample size of households was large (143076 households), selection procedure was such that the entire state was not represented adequately in the sample. Only 20 per cent of the districts subject to the minimum of 4 districts in each state had been covered and the survey carried out by SRI for the purpose of assessment of SSA and included in the audit report was not as scientific as the survey conducted by the same agency for the Ministry. In the survey done by SRI-IMRB for the Ministry, all the districts of all the States were covered. Hence it had a more representative sample of households. The Ministry's contention was not tenable as the coverage of 20 per cent of the total districts in a State related to the scope of audit and not to the survey conducted by the SRI, which covered all the districts in 26 States and 6 Union Territories except Goa, Jammu and Kashmir and Andaman and Nicobar Islands. The survey conducted at the instance of Audit provided beneficiary perception of the services and adequacy of the infrastructure, support services and covered children, parents and schools, whereas the survey conducted for the Ministry was limited only to estimating the status of the out of school children.

5.5 Results of the survey conducted by the Ministry through SRI have also been referred to at appropriate places in this report.

6. Acknowledgement

Indian Audit and Accounts Department acknowledges and cooperation of the Department of Elementary Education and Literacy, Ministry of Human Resource Development in providing willing assistance to the performance audit on Sarva Shiksha Abhiyan. The inputs received from the senior officers of the Department at various stages of the audit helped in enhancing the understanding of the working of this important programme.

7. Audit findings

Audit findings have been arranged such as to cover the following areas:

- Planning process for various interventions in different functional areas.
- Financial management, allocations, shortfalls, diversion of funds and miscellaneous financial irregularities.
- Efforts of the Government to enrol the identified/target group children back to school (out of school children).

- Implementation of the major interventions of SSA.
- Infrastructure facilities.
- Outreach of education to the special focus group of children (girls, Scheduled Castes and Scheduled Tribes), and
- Involvement of NGOs in SSA and other deficiencies/irregularities.

7.1 Planning

7.1.1 The planning process for various interventions in different functional areas and the State support to the districts was to have started at the habitation level and moved upwards to the block, district, state levels, and then to the national level. At the national level, the Project Approval Board (PAB) was the empowered body assigned with full financial powers to approve the plan and sanction the budget. Planning at the national level started with the appraisal of the plans prepared by the State Implementing Societies (SIS) by an Appraisal Mission consisting of experts in the field of education, civil works, management, budget and costing.

7.1.2 As per the Budget Calendar,⁶ appraisal of the plans at the national level was to be done by the 1 April by the Appraisal Mission and the plans were to be approved by PAB by the 15 April.

7.1.3 Audit noticed that the Budget Calendar was seldom adhered to. PAB meetings were never held in April. The delay ranged from two to ten months during 2002-03 to 2004-05 (Annex VI). The delayed meetings of PAB had the potential of adversely affecting the implementation of the scheme leading, in turn, to delayed release of funds by the Ministry/States and further delayed the flow of funds to the districts, blocks and villages.

7.1.4 The Ministry stated (May 2006) that the manual of FM&P was effective only from 1 April 2004 and, therefore, the budget calendar prescribed in the manual could not be applied for the appraisal of plans till 2004-05. The Ministry further stated (June 2006) that there was improvement as PAB meetings were held on 17 May 2005 in 2005-06 and 18 May 2006 in 2006-07.

7.1.5 The reply indicated that the system of appraisal of plans was prescribed rather belatedly in 2004 while SSA was introduced in 2001. This deprived the Ministry of a valuable tool to appraise the plans and ensure their implementation. This was not a good management practice.

7.2 Financial arrangement

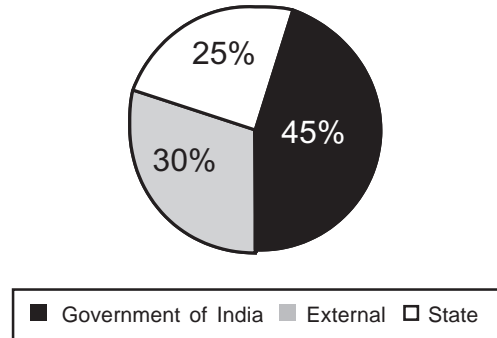
7.2.1 Funding pattern

7.2.1.1 The expenditure under SSA was financed during the IX Five Year Plan on 85:15 basis by Union and State Governments. The ratio was changed to 75:25 during X Plan and 50:50 thereafter. Union Government's share was partly (30 per cent) financed

⁶Paragraph 48 of Manual on Financial Management and Procurement (FM&P).

by the external agencies in the shape of soft loan and grant. The following chart would show financing pattern for the period 2003-2007:

Chart 1: Financing of SSA expenditure



External financing comprised funds received from:

- (i) World Bank's International Development Association (IDA)
- (ii) Department for International Development (UK)
- (iii) European Commission (EC)

7.2.1.2 The external agencies had agreed to fund SSA as an ongoing programme, accepting the existing framework, guidelines and implementation mechanism of the programme. The total funding was around USD one billion (approximately equivalent to Rs. 4700 crore) and was to cover the period 2003-04 to 2007. The external funds received were to be merged with the domestic funds of the Ministry and the State Governments leaving no dedicated external fund for any particular activity or any geographical area. The external funding was to be based on reimbursement of actual expenditure incurred over and above the threshold level of domestic resources.

7.2.1.3 Audit noticed that during 2003-04, external assistance to the tune of Rs. 286.65 crore was received from DFID (Rs. 164.90 crore) and EC (Rs. 121.75 crore). Against the reimbursement claims amounting to Rs. 580.50 crore lodged during 2004-05 with IDA (Rs. 278.64 crore) DFID (Rs. 191.56 crore) and EC (Rs. 110.30 crore), the claim of Rs. 110.30 crore was outstanding as of December 2005. More effective monitoring and follow up would have enabled the Ministry to avail of the reimbursement of Rs. 110.30 crore much before December 2005 which would have helped in enhancing the coverage of SSA.

7.2.1.4 The Ministry was to provide financial assistance to the State Implementation Society (SIS) based on the approved Annual Work Plan and Budget

(AWP&B) each year. The details of approved AWP&B, budget allocations and expenditure as indicated in Table 1 and Chart 2.

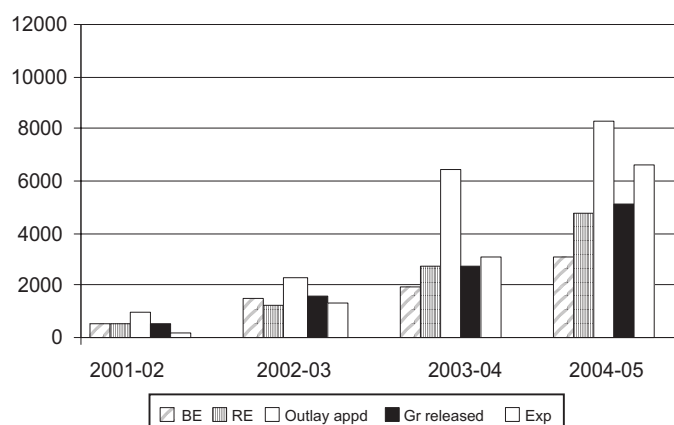
Table1: Budget estimates, Revised estimates, Approved outlays, Grants released and actual expenditure

(Rs. in crore)

Year	Budget estimates*	Revised estimates*	Outlays approved		Grants released by GOI	Grants released by States	Actual expenditure
			GOI share	State Govt. share			
2001-02	500.00	500.00	910.42	165.96	498.68	85.81	172.04
2002-03	1512.00	1220.03	2310.08	770.02	1559.23	414.70	1305.66
2003-04	1951.25	2732.32	6410.65	2136.89	2703.98	874.77	3057.48
2004-05	3057.08	4753.63	8337.66	2779.20	5118.81	1727.58	6598.39
Total			17998.81	5852.07	9880.70	3102.86	11133.57

*Note: Source — Budget expenditure Vol. II (notes on Demands for Grants)

Chart 2 : Budget estimates, Revised estimates, Approved outlays, Grants released and expenditure



7.2.1.5 The outlay was to be approved by PAB of the Department of Elementary Education and Literacy on the basis of plans submitted by SIS. Details in Table 1 would reveal that the approved budget estimates/revised estimates were far less than the outlay approved by PAB. The revised estimates ranged between 43 per cent and 57 per cent of the approved outlay during the period 2001-02 to 2004-05. Funds released (Rs. 12983.56 crore) by the Ministry and respective State Governments were far less than the outlay approved (Rs. 23850.88 crore) by PAB. The release of funds ranged between 4.02 per cent in **Daman and Diu** and 85 per cent in **Tripura** of the outlays approved by PAB during the period 2001-02 to 2004-05.

7.2.1.6 Audit examination thus, revealed that though the programme was planned to be taken up earnestly and seriously by the Ministry, it was expected to achieve rather ambitious targets which required enormous funding and serious commitment on

the part of the implementing agencies including State Governments. Funding requirements approved by PAB which also consisted of representatives from the Ministry, were on the higher side but the funding was slashed at the time of final allotment which had the potential of adversely affecting the overall implementation of SSA.

7.2.1.7 Audit noticed that the budget allocation and release of grants to SIS were much below the amounts required as per AWP&B. This indicated that the work plans were not fully funded by Government. On the contrary, Audit also noticed that the three States **Mizoram** and **Tripura** (as on March 2005) and **Madhya Pradesh** (as on March 2004) could not even spend the funds allotted and had unspent balance amounting to Rs. 35.54 crore. The Ministry had, however, successfully obtained an increase of allocation in revised estimates of 40 per cent in 2003-04 and 55 per cent in 2004-05, compared to respective BEs though this increased amount was still short of respective approved outlays by 57 per cent and 43 per cent in the two years.

7.2.1.8 The Ministry stated (June 2006) that PAB approved higher outlays than the budget allocation approved by Parliament, taking into account the likely low performance of some interventions due to unforeseen constraints such as floods, elections and court interventions.

7.2.1.9 State-wise position of the approved outlay, funds released and expenditure incurred as furnished by the Ministry during the period 2001-02 to 2004-05 is given in **Annex. VII**.

7.2.1.10 The State-wise position of funds released (Government of India and State share) and expenditure thereagainst during the year 2001-02 to 2004-05 was at variance with the position of releases/expenditure forwarded by the States as detailed in **Annex. VIII**. This indicated that the Ministry and the States did not maintain the data properly and in a uniform manner.

7.2.1.11 Though the States/UTs together were able to spend around 86 per cent of the funds released, in some States, the percentage utilisation of funds was very poor. The achievement of the objectives of the scheme was also not commensurate with the expenditure incurred as discussed in the ensuing paragraphs. The Ministry replied (May 2006) that there was a shortfall in expenditure in the initial years 2001-02 and 2002-03 as the States had neither adequate experience nor the required staff to run the projects properly. The Ministry further stated (June 2006) that the unutilised funds did not lapse at the end of the year and the funds were allowed to be carried forward to the next year's plan.

7.2.2 Delay in release of grants

7.2.2.1 The manual of 'Financial Management and Procurement' (FMP) stipulated that the Ministry would release funds directly to the State Implementing Society (SIS) in two instalments, namely, in April and September every year. The financial norms of the programme further envisaged that the participating State would contribute the agreed ratio of the programme cost within 30 days of the receipt of the contribution of the Union Government as per the approved sharing arrangement.

7.2.2.2 Audit, however, noticed that the Ministry did not release its share as per the prescribed norms as indicated in Table 2.

Table 2: Summarised position of delay in release of funds

Year	First instalment released in the month of September and onwards (No. of States)	Second instalment released in the month of March (No. of States)
2001-02	19	5
2002-03	22	10
2003-04	13	5
2004-05	12	11
Total	66	31

7.2.2.3 Thus, during the period 2001-02 to 2004-05, in 66 cases the first instalment of the grant was released in the month of September when the second instalment should have been released. Similarly, in 31 cases second instalment of grant was released in the month of March *i.e.* at the fact end of the year to avoid the lapse of funds, which did not allow expenditure to be incurred in the same financial year.

7.2.2.4 The Ministry stated (May 2006) that delay in release of first instalment was due to the backlog in release of State share. Further, as the funds (Revised Estimate) were made available at the fag end in March between 2001-02 and 2004-05, second instalment could only be released in March. It further stated (June 2006) that from the second year onwards the release of funds to SIS was based on fulfilment of the conditions of release of matching State share, incurring expenditure of at least 50 per cent of the available funds and submission of utilisation certificates for the year due.

7.2.2.5 The first Joint Review Mission⁷ had also commented that for a variety of reasons such as short release/delayed release of its share by State Governments and non-availability of electronic transfer system, funds had not flowed as per the prescribed calendar causing slippage in the achievement of programme targets.

Recommendations

- **Unless the assessed funding requirements are met substantially and in time and implementation is monitored more effectively, the targets are unlikely to be achieved even with the extension of the deadline. The Ministry may ensure the release of required funds for SSA through special efforts.**
- **The Ministry should release the first instalment to the State in April on the basis of their performance in the previous year. Suitable adjustments could be made after PAB's approval. It should avoid release of funds at the fag end of the financial year.**

⁷The Mission comprised 20 members drawn from various sources (10 from Government of India, 5 from World Bank, 3 from DFID and 2 from European Commission).

7.2.3 Utilisation Certificates

7.2.3.1 Utilisation Certificates (UCs) from districts to the national mission through the States in respect of the first instalment of a particular year were required to be furnished at the time of release of the first instalment of the subsequent year. There was to be no further release if utilisation certificates were not submitted as per the schedule.

7.2.3.2 Test check in audit revealed that in **Bihar**, Shiksha Pariyojana Parishad furnished UCs for Rs. 421.43 crore to the Ministry that represented 69 per cent of the funds released without having received the UCs in turn from the districts. In **Madhya Pradesh, Meghalaya and Orissa**, UCs for Rs. 137.24 crore were not furnished between 2000-05 as of December 2005. The maximum delay in forwarding UCs was three years in the case of **Kerala** whereas the minimum delay was five months in the case of **Tamil Nadu**.

7.2.4 Financial irregularities

7.2.4.1 Diversion of funds and other financial irregularities

Audit examination revealed that funds amounting to Rs. 99.88 crore were diverted from SSA for meeting expenditure not covered under the scheme in eleven States as indicated in Table 3.

Table 3: Diversion of funds

(Rs. in crore)

Sl. No.	Name of State/UT	Period	Amount	Reasons for diversion of funds	Ministry's comments
1	2	3	4	5	6
1.	Assam	2002—05	6.81	To meet the expenditure on other activities/schemes (UNICEF Rs. 50.47 lakh, XI Finance Commission Award: 75.50 lakh, PMGY : 5.55 crore) not approved by PAB.	The Ministry stated that the expenditure incurred by diversion of SSA funds on UNICEF activities was taken up with UNICEF for reimbursement. For Pradhan Mantri Gramodaya Yojana (PMGY) and SSA a single bank account was maintained. SSA funds were temporarily utilised for PMGY which were recouped on 15 September 2003.
2.	Bihar	2003—05	15.80	To meet the expenditure on salary to teachers, mid-day meal scheme and purchase of utensils.	No comments.
3.	Himachal Pradesh	2004-05	0.24	To meet the expenditure on liquified petroleum gas (LPG) connections for running Centrally sponsored mid-day meal scheme.	No comments.

1	2	3	4	5	6
4.	Gujarat	2002-03	22.88	To meet the expenditure on other activities not covered under SSA.	No comments.
			0.04	To meet the expenditure of Bhoomipujan of Gujarat Council of Education Research and Training Centre, Gandhinagar.	No comments.
5.	Karnataka	2001—04	8.08	To meet the expenditure on research and education, salary of teachers, sports fee, sports funds, library fee etc.	The Ministry stated that the practice was discontinued in 2004-05.
6.	Madhya Pradesh	2001—04	15.52	To meet the expenditure under Mahila Padhana Badhana Andolan (MPBA), printing of examination papers and calendar, honorarium to Shiksha Kamis, Raja Ram Mohan Roy foundations, village libraries etc.	The Ministry stated that MPBA was a strategy of mobilisation of parents. It was further added that students' evaluation was an important component under SSA and examination an important activity for evaluation. There was a provision of printing of examination paper under SSA. The Ministry added that honorarium of Rs. 16.60 lakh was taken from SSA funds as temporary advance which was to be refunded on receiving funds from the State Government. The reimbursement was awaited. The Ministry also stated that library books were provided to schools with the aim of making teaching learning process interesting and to provide reference material to the teachers. The Ministry's reply is not tenable, as SSA was meant for children in the age group of 6-14 year and the Mahila Padhana Badhana Andolan scheme was not covered under SSA. Printing of examination papers was a continuous process and the expenditure was being met from the State budget earlier also. The funds provided to Raja Ram Mohan Roy Foundation were given for the village libraries, which were established under Adult Education Programme of the State Government and, therefore, the payments were required to be made from the State budget.
7.	Maharashtra	2003—05	3.27	To meet the expenditure on other purposes/schemes not envisaged in SSA.	No comments.
8.	Meghalaya	2004-05	4.31	To meet the expenditure on salary to teachers not engaged under SSA.	The Ministry stated that the salaries of the teachers appointed to fill up vacancies were paid from SSA funds under BRC head. The reply is not tenable as the teachers appointed were ad hoc/officiating and in the unapproved schools.

1	2	3	4	5	6
9.	Tamil Nadu	2004-05	4.28	To meet the expenditure on designing of material for activity based learning (ABL), printing of ABL cards, preparation of textbooks, revision of education rules, purchase of computers etc.	The Ministry stated that the Manual on FMP permitted the use of funds under REMS for undertaking contingent expenditure like charts, posters, sketch pen and OHP pen without any ceiling. Printing of ABL card was under REMS. Every proposed work was not required to be sanctioned by the PAB. Further, the payment towards the revision of Educational Rules was just and fair. The Ministry's reply is not tenable as the expenditure incurred on ABL cards, preparation of textbooks and revision of education rules was to be met from the State budget. Diversion of funds from one intervention to another was also not permissible under SSA.
10.	Uttar Pradesh	2004-05	0.52	Purchase of utensils for 2576 primary schools.	The Ministry stated that the purchase of utensils for mid-day meal scheme from the school grant was not a diversion of funds. Districts were instructed to use the funds of school grant for purchase of utensils required for cooking meals under the scheme. The reply is not tenable as the mid-day meal scheme was a different scheme for which the budget was separately provided.
11.	West Bengal	2001—05	18.13	Uniforms to girl students of primary schools, purchase of crockery and utensils for mid-day meal scheme, purchase of computers, air conditioners, typewriters, Xerox, fax machine, mobile phones, repair of bungalow etc.	The Ministry stated that funds were utilised for SSA activities with the aim of universalisation of elementary education in the state. The reply is not tenable, as all the reported expenditure could not be covered under SSA.
Total			99.88		

7.2.4.2 Apart from the above diversion of funds, other irregularities like unspent amounts and incurring expenditure beyond delegated powers involving Rs. 472.51 crore in 14 States/Union territories were noticed in audit as per details given in **Annexure IX**.

Recommendations

- **The Ministry may carefully assess by introducing a specific check list both the requirement and funds utilisation by SIS.**
- **The Ministry may insist on refund of unutilised balances retained by SIS for over a year. This would help avoid blocking of resources when competing sectors faced resource crunch. Cases of non-refund may be monitored at least quarterly, by the Ministry.**

7.3 Results of the Government's efforts to enroll identified/target group children back to school (Out of school children)

7.3.1 The primary objective of SSA was to enrol all children in the age group of 6—14 years in schools, education guarantee centres (EGC), alternative schools and back to school camps (BSC) by 2003. The target for achieving this goal was modified (23 March, 2005) by the National Commission from 2003 to 2005.

7.3.2 Audit examination revealed that the number of out of school children in the age group of 6—14 years at the commencement of the scheme on 1 April, 2001 was 3.40 crore children. On 31 March, 2005, after four years of implementation of the scheme and after having incurred an expenditure of Rs. 11,133.57 crore by the Ministry/State Governments, 1.36 crore (40 per cent) children still remained out of school. Thus, neither was the original goal of all children in school by 2003 nor the revised target of bringing all children in school by 2005 was achieved. This deprived a large number of the targeted children of the intended benefit under SSA. This would imply that either the deadlines set initially were over ambitious or the funding was inadequate or the implementation needed to be strengthened as discussed later in the report.

7.3.3 The position of out of school children in the states revealed during the course of audit is indicated in Table 4.

Table 4: Audit findings at the State level

Sl. No.	Name of the State	Coverage of target group	Ministry's Comments
1	2	3	4
1.	Assam	Out of 1.43 lakh, 0.71 lakh covered (50 per cent).	Majority of the children Comprised domestic child labour, street children, nomadic tribals and indigent families.
2.	Andhra Pradesh	4.23 lakh children were out of school.	Efforts to enroll such children were carried out from October 2005 to January 2006, which have yielded promising results.
3.	Arunachal Pradesh	Out of 2.87 lakh, 0.57 lakh (20 per cent) children were out of school.	Some children were already covered. Balance were to be covered in 2006-07. Some children could not be covered being less than 10 children in a habitation.
4.	Chhattisgarh	From 4.33 lakh in 2002-03 number of out of school children increased to 4.45 lakh in 2004-05.	Ministry's reply was awaited.

1	2	3	4
5.	Gujarat	36.62 lakh dropped out from regular classes during 2001—05.	Ministry's reply was awaited.
6.	Haryana	53 per cent girls in the age group of 11—14 years and 48 per cent girls in the age group of 6—11 years were out of school.	The higher percentage of girls dropping out at the upper primary level was mainly on account of shortage of upper primary schools.
7.	Jharkhand	Out of 1.07 crore, 19.18 lakh were out of school children.	Ministry's reply was awaited.
8.	Kerala	10 to 15 per cent children in EGS centres were overaged.	There were about 8 per cent of children overaged in AIE centres and the dropped out children and never enrolled children were provided education only at primary level.
9.	Meghalaya, Punjab and Pondicherry	Shortfall ranged 25 to 86 per cent.	All districts in Meghalaya have geared up to put in efforts to bring back all children to school.
10.	Rajasthan	In three test checked district, out of 39659 children enrolled, 37063 children were not mainstreamed after completion of camps.	Action was being taken to mainstream the remaining children.
11.	Uttaranchal	Out of 891 EGS/AIE centres, 692 centres (66.22 per cent) were set up.	Ministry's reply was awaited.

7.3.4 With a view to assessing the outreach of benefits to the target group, a beneficiary survey was got conducted through SRI, a unit of IMRB, both at the instance of Audit and the Ministry. The survey at the instance of audit was conducted from 19 December, 2005 to 3 March, 2006 while in the case of survey by the Ministry the period was July, 2005 to October, 2005. Comparative findings of the survey are as shown in Table 5. As indicated in the Table 5, the survey at the instance of audit covered additional areas of performance of SSA that were not covered in the survey undertaken by the Ministry.

Table 5: Comparative essential findings of the survey conducted by SRI at the instance of audit and the Ministry

Sl. No.	Parameters	Findings of survey conducted by SRI at the instance of audit (as on March 2006)	Findings of survey conducted by SRI at the instance of the Ministry (as on October 2005)
1.	Age group covered	6—14	6—13 years.
2.	Period during the Survey was Conducted	19th December, 2005 to 3rd March, 2006.	July 2005 to October 2005.
3.	Components Covered in the Survey	Out of school children, infrastructure facilities, deployment of teachers, teacher student ratio, community leaders training, grants to schools. Provision of free textbooks to Focus group children.	Out of school children.
4.	<i>Age-wise</i> number of out of school children	Out of 21.68 crore children in the age group of 6—14 years, 1.54 crore were out of school. Over all 71 Children per thousand (79 girls and 64 boys-per thousand).	Out of 21.68 crore children in the age group of 6—13, number of out of school children was 1.35 crore (1.14 crore in rural and 21 lakh in urban areas).
5.	Children with Special needs (CWSN)	There were 9.01 lakh disabled children in the age group of 6—14 years and of these 2.84 lakh children were out of school. Thus the number of CWSN per thousand worked out to 315 out of school children.	Physically or mentally challenged children: 5.83 lakh (38.13 per cent) out of school, 68.26 per cent never went to school and 31.74 per cent dropped out from school after one or more years of schooling.
6.	<i>Social Group-wise</i> Proportion of out of school children (SC/ST/OBC)	89 SC children, 119 ST children 70 OBC and 47 general category children (all per thousand).	9.54 per cent STs and 8.17 per cent SCs, 6.9 per cent OBC's and others 3.73 per cent.
7.	<i>Location-wise</i> Proportion of out of school children (rural and urban) areas	81 children per thousand in the rural areas and 41 children per thousand in the urban areas in the age group of 6—14 years.	7.8 per cent in the rural areas and 4.34 per cent in the urban areas.
8.	<i>Gender-wise</i> Proportion of out of school children	64 boys and 79 girls (per thousand)	6.18 per cent male and 7.9 per cent female children.

7.3.5 The top five reasons that came across in the survey conducted by SRI at the instance of audit for the children not being enrolled in the schools are detailed in the Table-6.

Table 6: Reasons for non-enrolment

		(figures in per cent)		
Sl. No.	Reasons	Males	Females	Total
(i)	Cannot afford school	32.7	39.0	36.1
(ii)	Child does not like to go to school	19.0	15.1	16.9
(iii)	Too young to go to school	14.3	13.9	14.1
(iv)	Have to go to work	3.4	3.7	2.9
(v)	Other reasons*	30.5	28.3	30.0

*'Parents did not allow', 'looks after household chores', 'child is disabled', etc.

Recommendation

- **The Ministry may like to examine principal reasons for non-enrolment in coordination with State Governments/SIS So that enrolment could be made more attractive by devising specific/more focused sub interventions.**

7.3.6 Absenteeism/dropping out of school

The survey conducted by SRI at the instance of audit revealed that the average attendance in primary schools among boys was 74.2 per cent and 75.3 per cent among girls. The average attendance of boys in primary (57.2 per cent) and upper primary (54.8 per cent) was the lowest in Delhi. In high schools with upper primary, the lowest attendance among boys was found in Chhattisgarh (50.4 per cent). The average attendance of girls in primary (63.5 per cent) was the lowest in Madhya Pradesh. The average attendance of girls in upper primary (68.3 per cent) and high schools with upper primary (49.3 per cent) was the lowest in Jharkhand.

7.3.7 The reasons for children not attending/dropping out of schools as ascertained from the survey are given in Table 7.

Table 7: Reasons for not attending school/dropping out

		(figures in per cent)		
Reasons	Males	Females	Total	
(i) Don't like to go to school	27.8	20.9	24.4	
(ii) Cannot afford school	23.8	24.1	23.9	
(iii) Have to go to work	7.5	5.5	6.5	
(iv) Not good at studies	3.1	-	3.1	
(v) Household chores and related works	3.1	7.4	5.2	
(vi) Other reasons**	34.7	42.1	38.4	

**'Failed in last class', 'school is not good', 'no use of going to school', 'school is very far away' etc.

7.3.8 The percentage of out of school children on account of their having dropped out was higher (54.9 per cent) as compared to those who had never attended the school (45.1 per cent). The main reasons attributed to children not liking to go to school were the teacher beating up students, activities in the school being very boring and not being able to cope with the happenings in school.

7.3.9 The Ministry stated (May 2006) that the goal of 2003 was quite ambitious and the National Mission had revised the goal to 2005 *vide* its decision dated 23 March 2005. As per the reports received from the States/UTs, the number of out of school children had declined since 2001-02 when SSA was initiated. From 3.20 crore out of school children in 2002, the number had come down to 96 lakh in October 2005 (from 28.50 per cent to 6.94 per cent in 2004-05). It further stated (June 2006) that the goal of bringing all children in school by 2005 was partially achieved.

7.3.10 The reply of the Ministry would need to be viewed also against the finding of the survey conducted by SRI on behalf of the Ministry which indicated that the number of out of school children as in October 2005 stood at 1.35 crores. The Ministry attributed (July 2006) the difference in figures of out of school children reported by the States and the figures reported in the SRI survey to the facts that while SRI figure was based on a sample study, the states conducted regular house to house survey or updated the Village Education Registers (VERs) based on which the figures were reported by the States. Also, while the October 2005 report of the Ministry was post enrolment, the SRI study was conducted when enrolment in some states was going on. Since the figures reported by the SRI were based on scientific statistical sampling methods, the large difference in the figures from two sources (SRI and States) points to the house to house survey conducted by the States as well as the process of updating the VERs.

7.4 Implementation of major interventions under SSA

As already mentioned in paragraph 1.2 of the report, SSA conceived various initiatives/interventions, which started from preparatory activities for micro-planning, household surveys, training and orientation and deployment of teachers and so on. Intervention-wise discrepancies noticed in audit have been described in succeeding paragraphs.

7.4.1 Preparatory activities from micro-planning, household surveys, community mobilization, school based activities, office equipment, training and orientation at all levels.

7.4.1.1 Expenditure upto Rs. 50 lakh could be incurred in a district for preparatory activities and up to Rs. 1000 could be provided to a school for activities like balmelas, cultural jathas, sports, maa-beti sammelan etc. Audit noticed deficiencies in 13 States/UTs in implementation of preparatory activities as indicated in Table 8.

Table 8: Deficiencies noticed in the preparatory activities

Sl.No.	Name of the State	Remarks
1	2	3
1.	Assam	Out of Rs. 1.24 crores sanctioned by the Ministry during 2001-02 and 2002-03 for pre-project preparatory activities, only Rs. 25.70 lakh was spent on the purchase office Equipment and technical survey instead of household survey. The Ministry agreed (May 2006) and

1	2	3
		stated that the amount was spent for creation of infrastructure/technical facilities, as at the initial stage, these were inadequate.
2.	Bihar	Habitation level plans were never prepared. No household survey was conducted till September 2005.
3.	Chhattisgarh	Household survey to identify the children in the age group of 6-14 years was conducted in June 2004. The survey report was not finalized till July 2005.
4.	Gujarat	Out of Rs. 3.32 crore sanctioned by the Ministry during 2002-04 for pre-project activities, Rs. 1.97 crore was refunded
5.	Himachal Pradesh	The entire planning for implementation of the programme for 2000-05 had been done at district level without involvement of grass root level functionaries.
6.	Jharkhand	No survey had been carried out during 2001—05 in the selected districts. PAB had directed the State Government to prepare plans for meeting the educational needs of the minorities (Tribes). No such programme was prepared by the State.
7.	Manipur	No perspective plan was prepared either for the district or for the State. Annual Plan for 2002-03 was prepared without conducting household survey.
8.	Orissa	In test-check district, there was no community participation at cluster, block and district level planning till 2004-05. No core committees had been constituted at block levels till August 2005.
9.	Rajasthan	No activities under SSA could be taken up during the first year. The progress during the second year was also slow.
10.	Dadra and Nagar Haveli	Out of Rs. 18 lakh available for pre-project activities, Rs. 11.66 lakh remained unutilised with the Implementation authority (September 2005).
11.	Delhi	No perspective plan had been prepared till August 2005. Mission had not done any ground work on securing the participation of the community and other local bodies in planning and implementation.
12.	Daman and Diu	SIS failed to conduct the baseline and household survey even though funds were available. No district plan was prepared upto 2004-05.
13.	Pondicherry	Due to delay in formation of the implementing authority in February 2002, no pre-project activities could be carried out during 2001-02.

Proper planning, proper survey and involvement of community resource persons would have helped in proper identification of the targeted children, prevent wasteful expenditure and blocking of funds.

Recommendations

- **Authenticity of the data collected should be carefully checked prior to preparation of annual plans/perspective plans.**
- **The number and needs of the targeted children should be correctly assessed for preparing a realistic annual plan/perspective plan.**
- **Vigorous community mobilization campaign may be undertaken highlighting the benefits of the scheme and urging the poor households to send their children to schools.**

7.4.2 Deployment of teachers in schools

7.4.2.1 In order to have an optimum teacher-student ratio, SSA norms provided for one teacher for every 40 students in primary and upper primary school and at least two teachers in a primary school and one teacher for every class in the upper primary school. Examination of records in the states revealed discrepancies which are indicated in Table 9.

Table 9: Discrepancies relating to deployment of teachers as noticed in audit

Sl.No.	Name of the state	Discrepancy noticed	Ministry's comments
1	2	3	4
1.	Assam, Chhattisgarh, Himachal Pradesh, Gujarat, Jharkhand, Karnataka, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Tripura, Uttar Pradesh, West Bengal and Dadra and Nagar Haveli	75884 schools with only one teacher	The Ministry replied (June 2006) that some states had a policy for providing a single teachers in schools with an enrolment of less than 20 or 15 children in sparsely populated regions and hilly areas
2.	Chhattisgarh, Himachal Pradesh, Gujarat, Madhya Pradesh, Punjab, Uttar Pradesh and West Bengal	6647 schools did not have any teacher	In Punjab, the ban imposed on recruitment of teachers had since been lifted. In U.P. efforts were being made to have minimum 4 teachers in each school by March 2006. In West Bengal, the process of engaging para teachers had started on the basis of High Court orders
3.	Jharkhand and West Bengal	96 schools with 264 teachers but not even a single student was enrolled	No comments
4.	Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Orissa (17 districts), Punjab, Tripura and West Bengal	Shortage of 2.23 lakh teachers	No Comments

1	2	3	4
5.	Assam, Meghalaya and Orissa (13 districts)	74256 excess teachers	-do-
6.	Bihar	Ratio of teacher student ratio alarmingly high (Primary: 1:60, Upper Primary 1:130):	-do-
7.	Jharkhand and Uttaranchal	Teacher student ratio was 1:57	-do-
8.	Rajasthan	Teacher student ratio was 1:45 to 1:79	-do-
9.	Uttar Pradesh	Teacher student ratio was 1:76	-do-

7.4.2.2 The Ministry further stated (June 2006) that 5.96 lakh posts of teachers under SSA were sanctioned to the States out of which 3.29 lakh teachers had been recruited by the States/UTs upto 2004-05.

7.4.2.3 The survey by SRI at the instance of audit revealed that there were 49 students to one teacher in primary schools, 42 students to a teacher in upper primary schools and 33 students to a teacher in high schools. However, in **Bihar** the ratio was much higher with 93 students to a teacher in primary schools, 72 and 80 students to a teacher in upper primary and high schools respectively. In Jharkhand the ratio was 84 students to a teacher in high schools.

7.4.2.4 As the shortages were not insignificant these would have adversely affected the imparting of useful and relevant education to the targeted children. Excess teachers in some States/districts indicated lack of monitoring/administrative control.

Recommendations

- **Ministry may like to ascertain the reasons for the shortages in consultation with the SIS/State governments in special meetings or through special assessments so as to find a solution quickly.**
- **Requirement of teachers in the schools needed to be reassessed and deployment of teachers made rationally with a view to minimising the possibility of shortage/excess of teachers, as the provision of relevant and useful education to children depended to a great extent on the availability of teachers.**

7.4.3 Opening of schools/alternative schooling facility

7.4.3.1 As per the norms, new primary schools were to be opened only in those areas, which did not have any school within one km. of a habitation. EGS centres at primary level were to be opened in unserved habitations where no school existed within a radius of one km and there were at least 15 children in the age group of 6-14 years who were not going to school. Audit scrutiny revealed that in 14 States/UTs, there were 31,648 (9 per cent) habitation without schools as indicated in Table 10.

Table 10: Habitations without schools

Sl. No.	Name of State/UT	Total No. of habitations	Habitations without schools	Percentage of habitations without schools
1.	Andhra Pradesh	72372	1559	2.66
2.	Arunachal Pradesh	4261	1484	34.83
3.	Assam	7124	2354	33.04
4.	Bihar	5488	833	15.18
5.	Chhattisgarh	39683	3364	8.48
6.	Manipur	4834	1812	37.48
7.	Mizoram	910	62	6.81
8.	Nagaland	1429	192	13.44
9.	Orissa	73148	12829	17.54
10.	Tamil Nadu	64846	380	0.59
11.	Tripura	7556	1114	14.74
12.	Uttaranchal	25206	4013	15.92
13.	West Bengal	3794	1617	42.62
14.	Pondicherry	379	35	9.23
	Total	311030	31648	9.23

7.4.3.2 The survey by SRI at the instance of audit disclosed that 11 *per cent* of the habitations were without any school. 10.2 *per cent* and 12.2 *per cent* of the habitations respectively in the rural and urban areas were without schools. In the urban slum areas, 1.61 *per cent* of the habitations were without schooling/alternative school facility within one kilometre radius. A list of urban blocks and villages where SSA had not been implemented as noticed in the survey is given at **Annexure X and XI**.

7.4.3.3 The ministry replied (May 2006) that primary schools or EGS centres had been opened subsequently in 2005-06 resulting in downward trend in school less habitation. The Ministry further replied (June 2006) that SSA provided for coverage of 0.69 lakh primary schools and 1.07 lakh EGS centres in the period 2001-02 to 2004-05 to reach out to these habitations.

7.4.3.4 Existence of large number of habitations without schools indicated lack of proper planning and survey by SIS/State governments, which not only deprived the children of the benefit of the scheme in the habitations but also adversely affected attainment of the objectives of SSA in the above mentioned 14 states/UTs. It also underlined the need for the Ministry to decide a specific strategy to monitor the progress closely. Audit findings had also been corroborated by the survey.

7.4.4 Opening of upper primary schools

7.4.4.1 As per the norms, new upper primary schools were to be opened based on the number of children completing primary education, upto a ceiling of one upper primary school/section for every two primary schools. Test check of records revealed

on an average shortage of (23 per cent) upper primary schools in almost all the States as indicated in Table 11.

Table 11 : Shortage of upper primary schools

Sl. No.	State	Number of schools required	Number of schools in position	Shortage
1.	Andhra Pradesh	28462	22153	6309
2.	Assam	15034	10791	4243
3.	Bihar	5779	4690	1089
4.	Chhattisgarh	12308	8128	4180
5.	Haryana	753	501	252
6.	Himachal Pradesh	6083	3847	2236
7.	Jharkhand	9030	6908	2122
8.	Madhya Pradesh	34424	33600	824
9.	Maharashtra	*92	**66	26
10.	Manipur	1888	1403	485
11.	Orissa	16377	15737	640
12.	Punjab	6486	5437	1049
13.	Rajasthan	16623	16514	109
14.	Sikkim	250	151	99
15.	Tamil Nadu	18836	13001	5835
16.	Uttaranchal	7283	3855	3428
17.	West Bengal	25127	11440	13687
18.	Daman & Diu	4	0	4
19.	Lakshadweep	11	6	5
Total		204850	158228 (77.24 per cent)	46622 (22.76 per cent)

* Sanctioned by Government of India.

** Opened against sanction.

7.4.4.2 Audit noticed that in **Daman and Diu** funds were not released till March 2005 despite PAB's recommendation for opening eight new primary schools and upgradation of four primary to upper primary schools during 2004-05. As such there was no progress in this regard in the UT.

7.4.4.3 In respect of **Andhra Pradesh**, the Ministry replied (May 2006) that during 2005-06, 253 primary schools were upgraded to upper primary schools. The Ministry further stated (June 2006) that during 2001-02 to 2004-05, 0.71 lakh of upper primary schools were provided under SSA. The upper primary to primary ratio improved to 1:2.4 in 2004-05 from 1:3.02 in 2001-02. The Ministry's reply only confirms that even after four years of the implementation of SSA, the required ratio of primary schools *vis-a-vis* upper primary schools had not been achieved.

7.4.5 Norms for classrooms

7.4.5.1 As per the norms, every primary school should have two classrooms with verandah. In addition, a room for the Headmaster in upper primary school was also required. The Headmaster was to be counted as a teacher for the purpose of computing the requirement of additional classrooms.

7.4.5.2 Test check in audit revealed that in **Assam** (in six selected districts), 19 primary schools did not have the minimum of two rooms required with verandah and 29 schools did not have a separate room for Headmaster. In **Bihar**, 1732 schools had only one room and 4398 upper primary schools had no rooms for the Headmasters. 1275 schools did not have buildings to house them. In **Gujarat**, 185 schools (2002-03) and 281 schools (in each of the years 2003-04 and 2004-05) had no classroom while 2158 (2002-03), 1496 (2003-04) and 1269 (2004-05) schools had only single classroom. In **Sikkim**, no room for the headmaster was provided even after incurring an expenditure of Rs. 1.27 crore during 2002-05 on upgradation of 37 primary to upper primary schools.

7.4.5.3 The Ministry replied (May 2006) that in respect of **Assam**, steps had already been taken for providing the required number of classrooms and the shortage of classrooms was expected to be made good by March 2008. The Ministry further replied (June 2006) that 1.78 lakh additional classrooms were provided upto 2004-05. SSA had a graduated approach to fulfil requirements of civils works with the norm of 33 per cent ceiling for expenditure on infrastructure per district per year laid down in the Manual of Financial Management and Procurement.

7.4.5.4 The survey undertaken by SRI at the instance of audit disclosed that construction of additional classrooms was undertaken only by 18.5 per cent primary schools, 21 per cent upper primary schools and 19.9 per cent high schools with upper primary sections. Only 8.2 per cent primary schools, 4.7 per cent upper primary schools and 1.2 per cent high schools with upper primary sections had constructed separate rooms for headmasters. Thus, non-completion of civil works within the stipulated period resulted in blocking of funds which could have otherwise been utilised for other purposes under SSA.

7.4.6 Supply of free textbooks to focus group children

7.4.6.1 The scheme envisaged that free text books within an upper ceiling of Rs. 150 per child would be provided to all children in the focus group namely girl child and SC/ST children. States were to continue to fund free textbooks being currently provided from the State Plans. In such cases, free textbooks under SSA should not be provided to the focus group children. In case subsidy was partially provided, assistance under SSA was to be restricted to that portion of the cost of books, which was being borne by the children. Instances of erroneous supply of books were noticed by audit as detailed below:

Non-supply of text books Audit examination revealed that in **Jharkhand, Karnataka** and **Mizoram** 7.46 lakh children were not provided with free text books while in **Uttar Pradesh**, no free text books were provided to focus group children in upper primary schools during 2001-02.

In **West Bengal**, focus group children in five test checked districts were not provided with text books. In **Bihar**, complete sets of books were never made available to any school thus depriving the benefit of the scheme to a large number of children. In **Nagaland**, students of 29 schools were given cash at the rate of Rs. 150 per student in lieu of free text books. The Ministry stated (May 2006) that cash payment in lieu of textbooks was made in the form of reimbursement where the children themselves had procured the textbooks. The Ministry's reply would appear to support contravention of the norms of the scheme, which was not a good practice.

The survey conducted by SRI at the instance of audit revealed that free text books were not supplied in 22.8 *per cent* primary schools, 21.2 *per cent* upper primary schools and 32.5 *per cent* of high schools with upper primary. A significantly higher proportion (61.29 *per cent*) of children, in the rural areas reported receiving free text books. The proportion of such children in the urban localities was just 38.32 *per cent*.

The survey further revealed that a high proportion of students in urban areas of **Arunachal Pradesh** (61.44 *per cent*) **Bihar** (43.57 *per cent*), **Dadra and Nagar Haveli** (42.54 *per cent*), **Meghalaya** (45.18 *per cent*), **Nagaland** (34.68 *per cent*) and **Sikkim** (34.62 *per cent*) reported having received only a part of the books meant for them.

**Text books
supplied to
ineligible
children.**

In **Assam, Chhattisgarh and Tripura**, text books worth Rs. 21.20 crore were distributed against the norms among the general category and OBC category children. 47.69 lakh children of non-focus group in **Assam, Haryana and Tripura** were provided free text books.

In **Madhya Pradesh**, free text books valued Rs. 64.82 crore were distributed to all students of class I to V which should actually have been met from the State budget. In **Tripura**, an amount of Rs. 6.17 crore was utilised for making cash payment in lieu of free text books to the eligible students. The Ministry stated (May 2006) that in **Assam and Haryana**, free text books were provided to general category students considering the economic and educational backwardness in the States. The Ministry's reply is not tenable as this was not provided under SSA and diversion of funds would have adversely affected the other components of the scheme.

**Late supply of
books.**

In **Andhra Pradesh, Bihar, Karnataka, Kerala, Maharashtra, Punjab and Uttaranchal**, books were supplied late with delays ranging from one to nine months. In **Haryana**, books were supplied at the fag end of the academic session or just before the annual examination.

The survey conducted by SRI at the instance of audit revealed that in the rural areas of **Manipur**, an overwhelming majority (79.09 *per cent*) of the school going children reported having not received the free text books in time. The other States where the school going children in the rural areas did not receive the text books in time were **Arunachal Pradesh** (12.11 *per cent*), **Bihar** (33.18 *per cent*), **Daman & Diu** (23.68 *per cent*), **Jharkhand** (17.31 *per cent*), **Mizoram** (26.29 *per cent*) and **Uttaranchal** (15.21 *per cent*).

In the urban areas, the States where a sizeable proportion of the school going children did not receive the text books in time were **Arunachal Pradesh** (59.31 *per cent*), **Bihar** (27.08 *per cent*), **Daman & Diu** (11.41 *per cent*), **Jharkhand** (17.89 *per cent*), **Manipur** (65.6 *per cent*), **Meghalaya** (30.56 *per cent*), **Mizoram** (35.04 *per cent*), Nagaland (24.19 *per cent*) and **Sikkim** (26.92 *per cent*).

Lack of supervision and monitoring not only resulted in distribution of free text books worth Rs. 21.20 crore to ineligible children but also deprived the focus group children of the benefit of the scheme. Besides, non supply or late supply of books had the potential of adversely affecting the education level of the poor children.

Recommendation

- **Ministry may introduce a quarterly review of the status of supply and distribution of free text books especially to the focus group children to enable them to take advantage of the scheme as without text books, attempt to provide useful and relevant education to children cannot succeed.**

7.4.7 Infrastructure facilities

7.4.7.1 As per the norms, programme funds on civil works were not to exceed the ceiling of 33 *per cent* of the entire project cost approved by PAB on the basis of the perspective plan prepared for the period till 2010. Civil works *inter-alia* included: new school buildings, school buildings for building-less schools, additional classrooms, room for headmaster, toilets, drinking water facilities, boundary walls in extreme cases like hilly terrain, forest areas or urban areas subject to justification, separation wall, electrification, child friendly elements (which would be mandatory in all new construction). Besides, Block Resource Centre (BRC) with a unit cost of Rs. 6 lakh, Cluster Resource Centre (CRC) with a unit cost of Rs. 2 lakh, State Institute of Educational Management and Training (SIEMAT) were also included in the plan. Civil works on office building, playgrounds, Education Guarantee Scheme/Alternative Innovative Education (EGS/AIE) centres, ECCE facilities or hostels were not allowed under the scheme.

7.4.7.2 Audit noticed that almost all the States were plagued by severe lack of infrastructure and the schools were running without proper buildings, toilets, and drinking water facilities as detailed in **Annex. XII**.

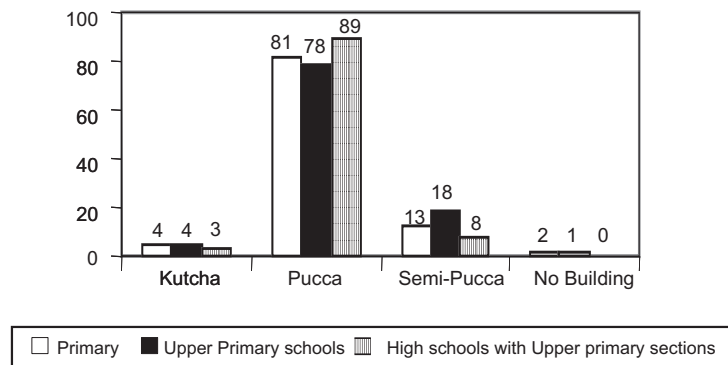
7.4.7.3 The Ministry stated (June 2006) that SSA had provided for 0.78 lakh schools, 1.78 lakh additional classrooms, 1.57 lakh toilets, 1.11 lakh drinking water facilities, 0.02 lakh BRCs and 0.12 lakh CRCs under the programme till 2004-05. SSA has

estimated a gap of around 10 lakh classrooms, 3.52 lakh toilets and 0.78 lakh drinking water facilities (DIES educational statistics 2004-05). The school infrastructure was required to be completed by 2010 under SSA.

7.4.7.4 The survey conducted by SRI at the instance of audit disclosed that 3.7 per cent primary schools, 3.5 per cent upper primary schools and 3.1 per cent high schools with upper primary were running in 'kutcha' structures. Further, 1.6 per cent primary schools, 0.8 per cent upper primary schools and 0.2 per cent high schools with upper primary had no building for the schools. Chart 3 indicates the position of school infrastructure:

Chart 3 : Type of Buildings

(figures in per cent)

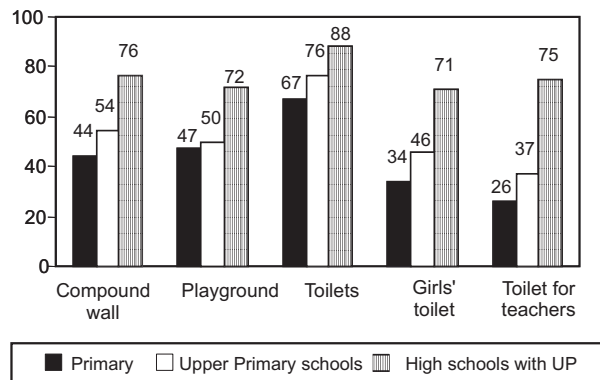


7.4.7.5 Only 44 per cent primary, 54 per cent upper primary and 76 per cent high schools with upper primary schools had compound wall. Forty seven per cent primary schools, 50 per cent upper primary schools and 72 per cent high schools with upper primary schools had playgrounds. No playgrounds were available in the upper primary schools in **Lakshadweep** and the high schools with upper primary in **Mizoram, Nagaland and Uttaranchal**.

7.4.7.6 Sixty seven per cent primary schools, 76 per cent upper primary schools and 88 per cent high schools with upper primary had toilets. 34 per cent primary schools, 46 per cent upper primary schools and 71 per cent higher schools with upper primary had separate toilets for girls. Chart 4 indicates the availability of infrastructure facilities in schools:

Chart 4 : School Infrastructure facilities

(figures in per cent)



7.4.7.7 Seventy six per cent primary schools, 78 per cent upper primary schools and 88 per cent high schools with upper primary had drinking water facilities while 27 per cent primary schools, 48 per cent upper primary schools and 84 per cent high schools with upper primary had electricity connection. A separate room for the headmaster was available in only 22 per cent of the primary schools, 49 per cent of the upper primary schools and 80 per cent of the high schools with upper primary section. The position is reflected in the Chart 5.

Chart 5 : School Infrastructure facilities (figures in per cent)

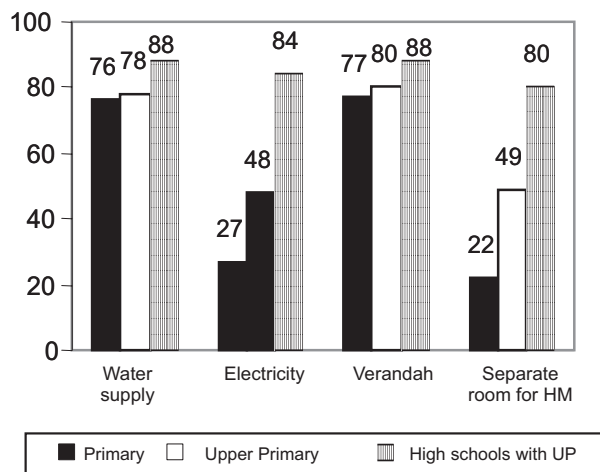
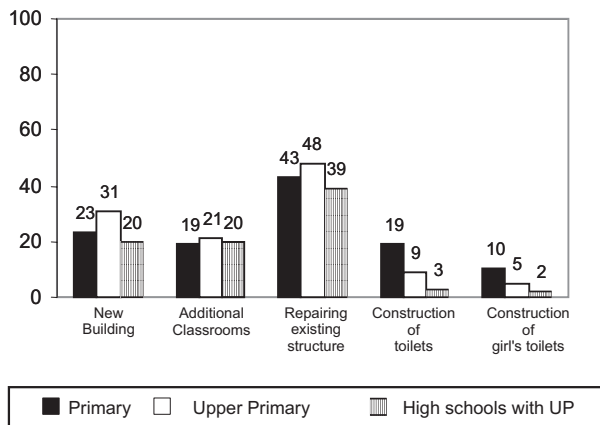


Chart Nos. 6 to 9 depict the status of works undertaken through SSA.

Chart 6 : Works undertaken through SSA (figures in per cent)



7.4.7.8 The trend that emerged from the list of works undertaken through SSA further revealed that the funds had been primarily used for repairing existing structures. This was undertaken by 43 *per cent* of the primary schools, 48 *per cent* of the upper primary schools and 39 *per cent* of the High Schools with Upper Primary sections. The next major activity undertaken by schools was construction of new buildings. This was primarily done by the upper primary schools. Schools had also used the funds to build additional classrooms with about one-fifth of schools across all categories adding classrooms to their schools.

7.4.7.9 The funds had also been used to set up toilet facilities and water installations. This was mainly done in primary schools (19 *per cent* for toilets and 18 *per cent* for water installation). Construction of toilets for girls had also been mainly done by primary schools. Only a small proportion of upper primary schools and high schools with upper primary sections used the funds for construction of toilets and water facilities, probably due to the fact that the facilities were already available in those schools. SSA funds were sparingly used for infrastructure activities like construction/repair of compound wall, installation of gate and library buildings.

Chart 7 : Works undertaken through SSA (figures in per cent)

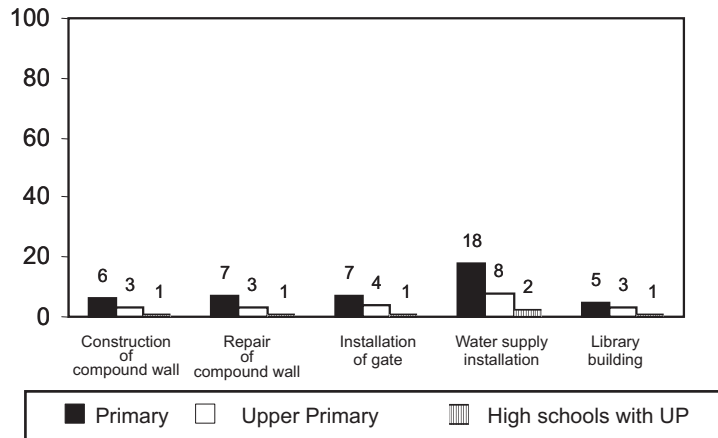


Chart 8 : Works undertaken through SSA (figures in per cent)

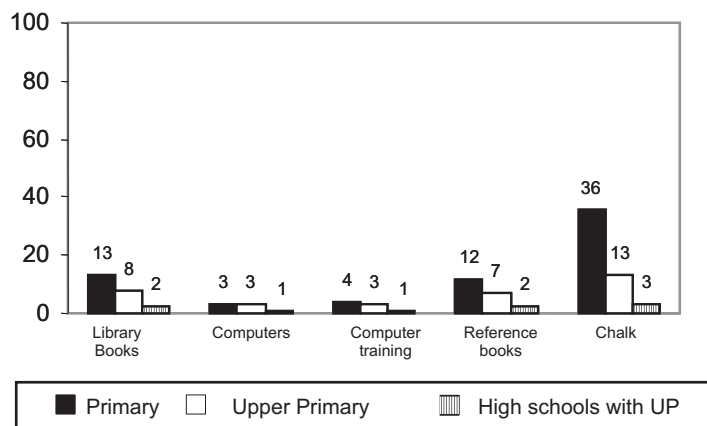
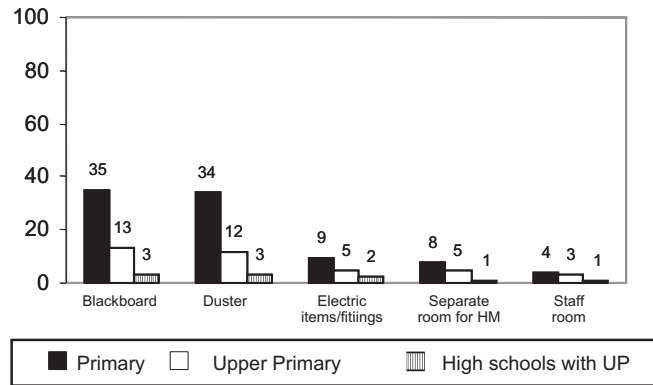


Chart 9 : Works undertaken through SSA*(figures in per cent)*

7.4.7.10 Apart from infrastructure facilities, SSA funds were also used in procuring teaching and learning materials for schools such as black board, chalk and dusters, library books, reference books, computers and electric fittings.

7.4.7.11 The Ministry stated (June 2006) that the percentage of schools (as brought by SRI in the survey conducted at the instance of audit) where new buildings or additional classrooms or toilets had been constructed were with reference to the total number of schools. It should have been with respect to the approved targets of SSA or the total gap that existed in such facilities. The Ministry further stated that until the source of funding for library books, computers and even civil works was ascertained to be from SSA or contribution from other sources, the picture given in the survey was meaningless. The verification of assets should have been indicated not as a percentage of the total number of schools but on the basis of works sanctioned under SSA. The Ministry's contention is not tenable as the findings of the survey presented the estimated percentage of schools that had received funds for each of the activities and the verification status of infrastructure created using SSA funds.

Recommendation

- **A comprehensive and time bound infrastructure development plan with targets/milestones should be prepared for converting all the temporary structures and buildingless schools into permanent structures and providing basic amenities like electricity, water and toilet facilities in these and in the existing school buildings. The plan should indicate the supporting records to be maintained regularly right upto the Ministry level.**

7.4.8 Maintenance and repairs of school buildings

7.4.8.1 Grant under this component of SSA was available only to those schools, which had existing buildings of their own. Specific proposal by the school committee had to be submitted and community contribution was to be ensured. Schools with three classrooms and more than three classrooms were eligible for maintenance grant of Rs. 4000 and Rs. 7500 respectively per school per year keeping the overall limit for the district at Rs. 5000 per school. Government aided schools or other private schools

were outside the scope of these provisions. Audit scrutiny revealed that in **Assam, Bihar, Himachal Pradesh, Orissa, Rajasthan, Tamil Nadu and West Bengal**, Rs. 128.13 crore was disbursed without specific proposals from VECs.

7.4.8.2 The Ministry stated (May 2006) that based on the AWP&B prepared at the school level by SDMC/VEC, maintenance grant was being released to the school management committee/VEC. This itself was a specific proposal. The Ministry's reply is not tenable as paragraph 27.1 of Manual of FM&P clearly stipulated that the specific proposal by the school committee and community contribution should be received first.

Apart from the above, following violations were noticed as indicated in Table 12.

Table 12: Maintenance and repairs

Sl. No.	Name of State/UT	Violations noticed
1.	Assam	There was nothing on record to show that community contribution was prescribed as a condition for giving the grant.
2.	Bihar	Rs. 20 lakh was given to 397 building-less schools in violation of norms of SSA.
3.	Chhattisgarh	The ceiling of Rs. 5000 per school per year was not adhered to resulting in excess release of grant of Rs. 96.86 lakh.
4.	Himachal Pradesh	Grant of Rs. 36.75 lakh was given to 735 schools having no building of their own.
5.	Gujarat	Rs. 49.67 crore was given to schools without any specific demand or proposals from the school management. Irregular grant to in-eligible schools resulted in avoidable expenditure of Rs. 67.87 lakh.
6.	Kerala	Rs. 2.30 lakh was allowed to 46 schools running in rented buildings. Sanction of funds for construction of compound wall of 74 schools was given for a second time for which Rs. 30.80 lakh had already been disbursed.
7.	Manipur	Rs. 35.55 lakh was given as maintenance grant to 711 ineligible schools.
8.	Orissa	School improvement grant of Rs. 4.48 crore paid for replacement of non-functional school equipment, was actually used for white washing and painting.
9.	West Bengal	Rs. 1.17 crore was paid to 771 to 801 schools during 2002-05, which were not housed in their own buildings.
10.	Chandigarh	Grant at the rate of Rs. 10000 per school instead of Rs. 5000 per school was released to 80 schools, which resulted in excess release of Rs. 4 lakh. Rs. 3.06 lakh was also released for purchase of fire fighting equipment, which was not covered under the provisions.
11.	Delhi	There was underutilisation of grant to the extent of 8 per cent in 2003-04 and by 27 per cent in 2004-05.

A proper monitoring system would have prevented grants from being released to ineligible schools, excess release of grants, and utilisation of funds for unintended purposes.

7.4.9 Upgradation of Education Guarantee School (EGS) to regular school or setting up of a New Primary School as per state norms

7.4.9.1 While considering the upgradation of EGS centres to regular school, SIS were required to ensure that upgradation was on the basis of successful running of EGS centres for two years. Teaching Learning Equipment (TLE) at the rate of Rs. 10000 per school was to be provided. Besides, involvement of teachers and parents was necessary in TLE selection and procurement. Audit noticed that no EGS centre was opened/upgraded to regular primary school in any of the test-checked districts in **Bihar** and **Gujarat**. The Ministry stated (June 2006) that SSA upgraded 0.38 lakh EGS to primary schools upto 2004-05.

7.4.9.2 In **Punjab** (Ferozpur district), 669 EGS centres were opened during June 2003 to May 2004, of which 401 centres were closed upto December 2004. In Hoshiarpur, Nawanshahar and Gurdaspur districts, no student had been admitted in the regular school from EGS centres during 2002-03 to 2004-05. In Gurdaspur district, out of 50 schools, no teacher was posted in 17 schools. Out of these 17 schools, 10 had been converted into EGS centres. Conversion of teacher less schools into EGS centres by DPD was not covered under the scheme. In **Madhya Pradesh**, 3223 EGS were upgraded to primary schools but TLE was not released. In **Sikkim**, against the approval of 87 EGS centres, only 22 centres were opened till March 2005 at an expenditure of Rs. 42.52 lakh incurred during 2002-03 to 2004-05. The Ministry stated (May 2006) that in respect of **Sikkim**, the responsibility of running 87 EGS centres was entrusted to 5 NGOs. However, it took them some time to gain experience to run the proposed EGS centres. The state was trying to cover maximum number of children by opening required number of such centres.

7.4.10 Provision of Teaching Learning Equipment (TLE)/Material for upper primary schools

7.4.10.1 TLE could be provided as per local specific requirement to be determined by the teachers/school committee. A maximum of Rs. 50,000 per school was to be provided for upper primary schools not covered under Operation Black Board (OBB) scheme. Audit noticed that in **Assam** and **Madhya Pradesh**, TLE grant was not given to some schools while in **Rajasthan**, in 97 upgraded primary schools, it was not given at all. In **Haryana** and **Sikkim**, the TLE grant was utilised against the norms on purchase of dustbins (Rs. 25.31 lakh), laboratory equipment and chemicals (Rs. 5.95 lakh). The Ministry stated (May 2006) that some states had utilised the TLE grant depending upon local needs and especially dustbins in **Haryana** were purchased for inculcating the habit of cleanliness amongst the children. The Ministry's reply is not tenable as the substantial expenditure of Rs. 25.31 lakh in **Haryana** on purchase of dustbins was not in any way directly related to TLE.

Other irregularities noticed in audit in two more states were as under:—

Andhra Pradesh	7531 colour TV sets were procured at a cost of Rs. 11.21 crore for upper primary schools and high schools that had upper primary sections. In 36 schools, the TV sets were lying idle. TV sets had been supplied even to those schools that had no electricity supply. The Ministry stated (May 2006) that all the CTVs were supplied to the schools that had electric supply. However, in some schools power supply was disconnected for not paying the electricity bills.
Tamil Nadu	Rs. 0.34 lakh was misappropriated by one panchayat middle school in Madurai district. The Ministry stated (May 2006) that the Headmaster of the school had been placed under suspension and further action was being pursued for recovery of the amount through departmental action.

7.4.11 School grant

7.4.11.1 As per the norms, the grant was to be given to government schools, government aided schools, cantonment/municipal corporation schools, aided madarasas provided the admission policy in these schools was similar to that of government schools in the state, these schools were not collecting any fee from the students, government sanction was being obtained for appointment of teachers, salary to teachers and their service conditions were similar to that of government school teachers, syllabi followed were the same as that of government schools (in the case of madarasas, they should be following the curriculum prescribed by the madarasa board). High/secondary schools with upper primary up to Class VII in states where classes started from VIII standard onwards were not covered.

7.4.11.2 School grant was to be given at the rate of Rs. 2000 per year per primary/upper primary school for replacement of non-functional school equipment, which could be spent only by village education committee/school management committee.

7.4.11.3 Audit scrutiny revealed that school grants amounting to Rs. 1.13 crore in **Jharkhand, Meghalaya and Manipur** were utilised for purposes not covered under school grants. In **Punjab**, Rs. 0.38 lakh was utilised for construction of toilets in closed schools. In **Chhattisgarh**, 43 per cent schools were not provided school grant during 2003-04. In **Jharkhand**, an amount of Rs. 47.88 lakh was released in 2002-03 to 2369 non-existent schools. In **Maharashtra**, School grant of Rs. 2.56 lakh was not paid to 102 schools during 2002-05. In **Punjab**, Rs. 0.49 lakh was released to closed schools in Gurdaspur district during 2003-04 and 2004-05. In **Delhi**, school grant was utilised by the school authorities without the involvement of VKS.

7.4.11.4 This indicated that the mechanism for monitoring utilisation of grants needed to be strengthened which would prevent further misutilisation/diversion of grants.

7.4.12 Teacher grant

7.4.12.1 The scheme provided for teacher grant at the rate of Rs. 500 per teacher per year in primary and upper primary schools, covering teachers actually in position subject to certain conditions stipulated in the scheme. Audit noticed that teacher grant amounting to Rs. 1.80 crore was paid in excess of the norms in **Assam, Chhattisgarh, Gujarat and Punjab** while on the other hand, in **Maharashtra**, teacher grant of Rs. 0.17 crore to 3425 teachers was not paid during 2002-05 due to short receipt of grant, oversight and non-receipt of orders for payment. In **Haryana**, there was a double payment of teacher grant amounting to Rs. 2.57 lakh to 214 teachers.

7.4.12.2 The Ministry stated (May 2006) That in respect of Assam, teacher grant was not paid during 2001-02 and 2002-03 due to non-availability of sufficient funds. In 2003-04, teacher grant for four years was paid which included an advance payment for 2004-05. The Ministry's reply is not tenable as the Manual of FM&P laid down that teacher grant was to be paid only to teachers actually in position. As such, the grant for 2004-05 could not have been decided and paid during 2003-04. In respect of **Haryana**, the Ministry replied that the double payment aggregating Rs. 2.57 lakh was being recovered from the concerned parties.

Recommendation

- **The Ministry should put in place a suitable mechanism for proper assessment of requirement of funds and utilisation thereof by standardising the requirement from the experience gained so that situations of misutilisation/diversion of funds and excess/shortage of grants are avoided.**

7.4.13 Training for upgrading teachers' skills

7.4.13.1 To upgrade the skills of teachers, the SSA provides for in-service course for 20 days for all teachers each year, refresher course for untrained teachers already employed as teachers for 60 days and orientation for 30 days for freshly trained recruits. Audit scrutiny revealed that 10.45 lakh teacher (53 per cent) in 18 States/UTs were not imparted any training as indicated in Table 13.

Table 13: Shortfall in teachers' training under SSA as on 31 March 2005

Sl.No.	Name of State/UT	Total No. of teachers	No. of Teachers not provided training	Percentage of teachers not provided training
1	2	3	4	5
1.	Andhra Pradesh	220891	70016	31.70
2.	Arunachal Pradesh	6967	4076	58.50
3.	Assam	57308	32205	56.20
4.	Gujarat	40000	27000	67.50
5.	Jharkhand	112685	91000	80.76
6.	Kerala	413958	84582	20.43

1	2	3	4	5
7.	Maharashtra	78921	27824	35.26
8.	Manipur	8053	4667	57.95
9.	Mizoram	9302	5275	56.71
10.	Sikkim	5185	4430	85.44
11.	Tripura	24956	15032	60.23
12.	Uttar Pradesh	402273	226282	56.25
13.	West Bengal	535956	406150	75.78
14.	Dadra & Nagar Haveli	1254	1254	100.00
15.	Daman and Diu	348	90	25.86
16.	Delhi	45359	43861	96.70
17.	Lakshadweep	1327	1327	100.00
18.	Pondicherry	5193	802	15.44
	Total	1969936	1045873	53.09

7.4.13.2 Scrutiny of records of the Ministry revealed that against the target of 34.66 lakh teachers, only 20 lakh teachers were trained upto 31 March 2005 in 34 States and UTs as shown in **Annexure XIII. In Andhra Pradesh, Chhattisgarh, Haryana, Mizoram, Meghalaya, Tripura, Kerala, Orissa, Tamil Nadu, Himachal Pradesh, Uttar Pradesh, Daman and Diu and Pondicherry**, either training was not organised at all during a particular year or it was not imparted for the full duration.

7.4.13.3 The Ministry stated (May 2006) that in principle, 20 days' teacher training was being approved for the States for the existing teachers every year. However, the States provided training to teachers taking into account the fact that there should be minimum disturbance in classroom transaction and they should not be away from the classrooms for many days. Thus, the target of upgrading professional skills of teachers was not achieved.

7.4.13.4 However, differences were noticed in the data as reported by some States and those reported by the Ministry. This showed that data regarding trained/untrained teachers was not properly maintained at the State and national levels which hampered upgradation of professional skills of around 42 per cent teachers (Annexure XIII)

7.4.13.5 No performance evaluation of the teachers, after the training was made in **Jharkhand** and **Delhi**. In **Haryana**, the results of schools had declined after the introduction of SSA and imparting training to teachers. In some government middle schools, the pass percentage was even zero. The Ministry stated (May 2006) that

during 2001-02, no training programme could be organised being the first year of SSA implementation. The school results depended upon a number of factors many of which were out of control of the implementing agencies. It was also observed that in **Mizoram** and **Nagaland**, a large number of teachers were underqualified. The teachers appointed were below the required minimum education level. The Ministry stated (June 2006) that distance education training programme for a duration of six months through IGNOU was being imparted to untrained teachers in North Eastern States under SSA.

7.4.13.6 Training of teachers and evaluation thereof would have upgraded their professional skills and helped in providing useful and relevant education to children.

Recommendation

- **The Ministry may ensure that only teachers who possess the prescribed minimum qualifications are appointed and suitable steps are taken to train the underqualified staff so that the quality of education is not adversely affected.**

7.4.14 Non-establishment of State Institute of Education Management and Training (SIEMAT)

7.4.14.1 SSA provided for one time assistance of Rs. 3 crore to the States for setting up SIEMAT provided that the latter gave an assurance to open and sustain SIEMAT. Audit scrutiny revealed that in **Andhra Pradesh, Chhattisgarh, Jharkhand, Karnataka and Kerala**, funds amounting to Rs. 11.17 crore released for construction of the building for SIEMAT remained largely unutilised as either the site for that building was not identified or the building remained incomplete. The Ministry replied that efforts were being made to establish SIEMAT, identify the site for the building and in some States the work was in progress.

7.4.14.2 This indicated lack of adequate efforts on the part of the implementing agencies and overall lack of monitoring of the intervention which led to blocking of funds which could have been utilised for other purposes of SSA.

7.4.15 Training of community leaders

7.4.15.1 At least four community leaders per village plus two persons per school in a year were to be provided two days' training per year at the rate of Rs. 30 per day per person. In urban areas where no village existed and in States where revenue village covered a vast area, training to three community leaders per school was envisaged.

7.4.15.2 Audit noticed that against the target of 36.94 lakh, only 18.54 lakh community leaders were trained as per details given in Annexure XIV. In **Arunachal Pradesh, Maharashtra, Nagaland, Tripura, West Bengal, Dadra and Nagar Haveli, Daman and Diu, Delhi and Lakshadweep**, outlay was approved for community leaders' training but no training was imparted. In **Maharashtra, Nagaland, Tripura** and **West Bengal** Rs. 3.01 crore was spent but no training was imparted. The survey conducted by SRI at the instance of audit disclosed that only 59.3 per cent primary schools, 24.4 per cent upper primary schools and 7.7 per cent of high schools with upper primary schools had education committees and in only 64.3 per cent of schools, the community members had been trained.

7.4.15.3 The Ministry stated (June 2006) that in most States there were Village Education Committees (VECs), which might cover more than school. Hence, it was not appropriate to relate it to number of schools. Only some States had school based committees. The Ministry's contention is not tenable as the survey findings presented the estimated percentage of schools that had any kind of committee including VEC or school based committees.

Recommendations

- **The Ministry needs to develop a mechanism where proposals for grants are examined scrupulously and excess release of grants/misutilisation of funds are avoided.**
- **Community participation needs to be encouraged and the Ministry may monitor the status of such participation through specific and regular reports.**

7.4.16 Research, evaluation, supervision and monitoring

7.4.16.1 An assistance of Rs. 1500 per school per year could be provided for research, evaluation, supervision and monitoring under SSA. Out of Rs. 1500, Rs. 100 at the national level and Rs. 1400 at the State level per school per year was to be unutilised. Research grant was not applicable to EGS/AIE/Bridge course.

7.4.16.2 The funds were to be used for creating a pool of resource persons at National, State, District, sub District level for effective field-based monitoring, providing travel grant. A very modest honorarium to resource persons for monitoring, providing regular generation of community based data, conducting achievement tests and evaluation studies, undertaking research activities, setting-up special task force for low female literacy districts and for special monitoring of girls, SCs/STs were also provided in the scheme. Besides, Education Management Information System, undertaking contingent expenditure like charts, posters, sketch pen, OHP pens etc. for visual monitoring systems, assessment and appraisal teams and their field activities, analysing data at sub district/district/state and national level, curriculum renewal, development of training modules with resource teams and institutional monitoring of the progress of implementation were also provided in the scheme. Audit examination revealed the following deficiencies.

7.4.16.3 At the National level, two supervision visits of at least three days each were required to be undertaken by the National/State level missions each year to each of the States. Theme specific supervision was also required to be undertaken. Each supervision team was to consist of four members, two from the National mission and two from the State mission. It was, however, noticed that no supervision visit was undertaken to the States during the period of implementation of SSA covered in audit.

7.4.16.4 The Ministry stated (May 2006) that Elementary Education Bureau was a part of the National Mission. The Ministry further stated (June 2006) that national level arrangements for monitoring had been improving over the years. In 2003-04 monthly and quarterly formats for financial and physical monitoring had been operationalised. In 2004-05, arrangements for concurrent financial review of States by independent auditors, six monthly Joint Review Missions with independent experts and external

funding agencies and national surveys on out of school children and student learning achievements were commissioned.

7.4.16.5 The Ministry's reply is not tenable as the National Mission consisted of the Governing Council and the Executive Committee. The Elementary Education Bureau is not a part of the National Mission in terms of the notification issued by the Ministry in this regard. Therefore, visits of individual officer could not be considered as visits by the National Mission. Thus, supervision, which was one of the most important aspects for the successful implementation of SSA, was not adequate. Further, the first meeting of the Governing Council under the chairmanship of the Prime Minister was held in February 2005 and that of the Executive Committee under the chairmanship of the HRD Minister in March 2005 *i.e.* almost four years after the commencement of the scheme. This showed that the scheme needed more attention at the highest level in Government.

7.4.16.6 At the State level audit noticed that no research activities were undertaken in **Assam, Andhra Pradesh, Bihar, Chandigarh, Chhattisgarh, Karnataka, Rajasthan, Meghalaya, Tripura and Uttaranchal**. In **Karnataka**, the findings of 100 research projects completed (2003-05) at a cost of Rs. 3.67 lakh were not disseminated through publications. The Ministry stated (May 2006) that limited dissemination of research was made to suit contextual relevance. However, no widespread dissemination was planned.

7.4.16.7 In **Kerala**, out of Rs. 1.16 crore, an amount of Rs. 1.50 lakh only had been incurred during 2002-03. In **Maharashtra**, against the provision of Rs. 33 crore during 2002-05, only Rs. 10.72 crore (32 *per cent*) was spent as of March 2005 towards organisation of seminars, workshops, and exhibitions. In **Manipur**, Rs. 20.28 lakh had been shown as spent by the State Mission Authority on research and evaluation during 2004-05 although no such expenditure had been incurred by the district offices. In **Meghalaya**, Rs. 1.19 crore was released to 7 districts during 2002-03 to 2004-05 but there was no record of the implementation of the said intervention. The Ministry stated (May 2006) that a coordinator had since been appointed to accelerate research and evaluation activity in the State.

7.4.16.8 In **Tripura**, the amount of Rs. five lakh meant for research and evaluation was spent on purchase of computers for day-to-day official use of SCERT. The Ministry stated (May 2006) that since Director SCERT was the nodal officer for teacher training under SSA, the fund was utilised for strengthening SCERT by way of installation of computer hardware and software for maintaining all records of teacher training. The reply is not tenable as the funds given for a specific purpose were diverted for an unapproved purpose. Consequently, no research and evaluation work was conducted. In **Uttar Pradesh**, out of the provision of Rs. 15.62 crore in AWP&B in 2004-05, an expenditure of only Rs. 3.20 crore (20 *per cent*) had been incurred on research, evaluation, monitoring and survey as of March 2005. In **Delhi**, out of Rs. 51.47 lakh earmarked for research during 2004-05, only Rs. 0.11 lakh was spent and no research report was available with the Mission.

7.4.16.9 Thus, due to absence of a proper monitoring mechanism, substantial funds remained either unutilised or were diverted for other purposes which did not help in the achievement of the objectives of the interventions.

7.4.16.10 Audit noticed that in **Andhra Pradesh, Arunachal Pradesh, Gujarat, Haryana, Himachal Pradesh, Madhya Pradesh, Meghalaya, Rajasthan, Uttaranchal, West Bengal, Daman & Diu, Dadra and Nagar Haveli and Delhi**, there was no

mechanism for internal audit. In **Bihar, Jharkhand, Gujarat, Karnataka, Kerala, Maharashtra, Punjab** and **Sikkim**, though internal audit had been taken up, no value additions have been reported in any of these States.

7.4.16.11 The Ministry replied that in **Andhra Pradesh**, measures had been taken for placing additional manpower for internal audit while in **Madhya Pradesh**, work was assigned to a cell, which included chartered accountants and in **Rajasthan**, internal audit had been started.

Recommendations

- **The Ministry needs to develop a suitable mechanism preferably through a designated coordinator in each of a cluster of contiguous States for monitoring research activities, devise suitable formats for quarterly, six montly reporting/feed back and for conducting periodic reviews.**
- **The Ministry needs to critically examine the proposals before sanction/ release of funds so as to avoid blocking of funds.**

7.4.17 Management Cost

7.4.17.1 As per the norms of SSA, the total management cost should be less than 6 per cent of the total cost, separately for each district and also in totality for the entire State. No new permanent post was to be created. The vacancies should be filled up only through contract or through deputation. No permanent liability should accure on the society or the State Government due to filling up of these posts. Deputation allowance was also not allowed for posts filled on deputation basis.

7.4.17.2 Audit scrutiny of the records in the States revealed that the management cost exceeded the six *per cent* norm in **Assam** (7.36 *per cent*), **Delhi** (8.96 *per cent*) and **Sikkim** (18.24 *per cent*) in During 2003-04 to 2005-06. This resulted in excess expenditure of Rs. 1.38 crore in **Delhi and Sikkim**.

7.4.17.3 The Ministry stated (May 2006) that management cost was not to be calculated on the ceiling of 6 per cent based on actual expenditure. It was to be computed on the outlay approved. The Ministry's reply is not tenable as the management cost computed with reference to the outlay was the ceiling upto which it could be incurred. The actual cost had to be worked out with reference to the actual expenditure incurred which was often much less than the outlay. Even the funds released by the Ministry in almost all the cases were less than the outlay.

7.4.18 Block Resources Centres (BRC)/Cluster Resource Centres (CRC)

7.4.18.1 SSA envisaged establishment of BRCs/CRCs as resource centres catering to a group of schools subject to specific norms for professional upgradation of primary school teachers by conducting various in-service training programmes at the block level. These BRCs/CRCs were to be located in the school campus as far as possible with 20 Block Resource Persons (BRP) for blocks with more than 100 schools and

10 BRPs for smaller blocks. Audit scrutiny revealed that hardly any work had been done under this intervention in many States. There were many deficiencies in setting up of BRCs/CRCs as detailed below:

7.4.18.2 In **Bihar**, against an advance of Rs. 3.91 crore allotted for construction of 83 BRC buildings, only four were completed at a cost of Rs. 56 lakh. Similarly, against an advance of Rs. 4.95 crore allotted for 438 CRC buildings, only two were completed at a cost of Rs. 6 lakh. In **Chhattisgarh**, 560 posts at BRC level and 280 posts at CRC level were lying vacant. In **Gujarat**, excess expenditure of Rs. 12.15 lakh was incurred on construction of 4 BRC buildings. In Kheda district, an amount of Rs. 18.08 lakh was utilised for construction of 10 BRCs but none of them had been completed. In **Jharkhand**, out of Rs. 3.72 crore earmarked for BRC/CRC during 2002-2005, only Rs. 75 lakh was utilised. In **Orissa**, against the requirement of 201 BRCs and 721 CRCs, only 143 BRCs and 614 CRCs were established as of August 2005. In **Punjab**, against 15 BRCs and 9 CRCs, only one BRC and five CRCs were established as of May 2005. In **West Bengal**, against 5636 Resource Teachers, only 1915 were deployed as of March 2005. In **Delhi**, although there was provision of Rs. 3.02 crore for 224 CRCs, yet not a single CRC was established.

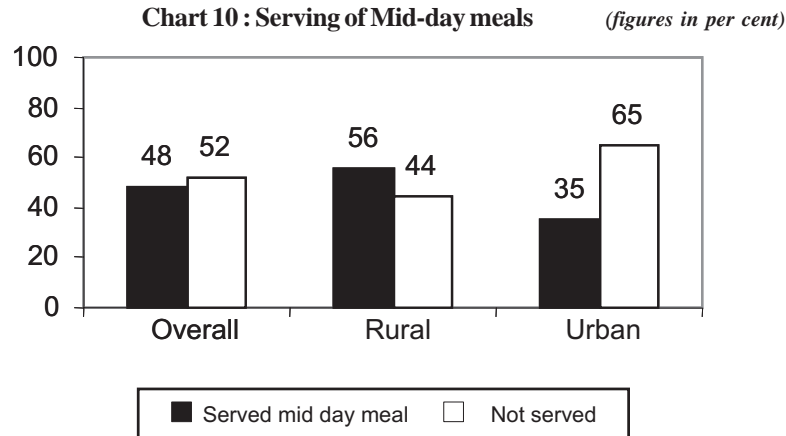
7.4.18.3 The Ministry stated (June 2006) that efforts were being made to bridge the gap and to engage more resource teachers. The Ministry further added that it was decided to utilise the unspent amount of salaries of BRCs and CRCs for providing necessary infrastructure to schools. Construction of BRCs/CRCs had to be abandoned as the ceiling of Rs. 2 lakh per unit was stated to be a constraint and there was escalation in the cost of construction in **NCT Delhi**. In **Tripura**, an amount of Rs. 1.59 crore was allowed to be reported as expenditure towards salaries of BRCs and CRCs and utilised for infrastructure. Thus, the Ministry itself admitted diversion of funds, incorrect accounting and reporting.

7.4.19 National programme of nutritional support to primary education and its integration with SSA

7.4.19.1 The national programme of nutritional support to primary education scheme (popularly known as the mid-day meal scheme) was launched on 15 August 1995, with the objective of giving a boost to the universalisation of primary education through improvements in the nutritional status of students in primary classes of government, local body and government-aided schools. The programme was extended to children studying in EGS and other alternative learning centres in October 2002. Central support was to be provided by way of supply of free food grains through Food Corporation of India, cost of movement of food grains and subsidy for transportation in the hilly areas. From September 2004, the Union Government had been providing assistance to the State Governments to meet the cost of cooking meals also. Budget grants for this scheme were provided separately and not under SSA.

7.4.19.2 The survey of schools conducted by SRI at the instance of audit disclosed that the mid-day meal scheme was implemented in 88.3 per cent primary schools, and primary section of 75.3 per cent upper primary schools and 37.5 per cent high schools. There were no major differences between rural and urban areas in the implementation of this scheme.

7.4.19.3 The position of service of mid-day meals in schools as emerged from the household survey conducted by SRI at the instance of audit is indicated in Chart 10:



7.4.19.4 In the rural areas of **Chandigarh** (84.23 per cent) and **Mizoram** (80.85 per cent), an overwhelming majority of the children reported not receiving the mid-day meals. On the contrary, a very high proportion of the children in the rural areas of **Tamil Nadu** (89.42 per cent) and **Dadra & Nagar Haveli** (81.03 per cent) had reported receiving the mid-day meals.

7.4.19.5 A substantially higher proportion of the children in the urban areas of **Arunachal Pradesh** (86.92 per cent), **Chandigarh** (94.79 per cent), **Mezoram** (84.37 per cent) and **Punjab** (88.33 per cent), reported not receiving the mid-day meals.

7.4.19.6 The findings of the survey conducted at the instance of audit indicated that there were large difference in the figures of schools serving mid-day meals and those emerging from the survey of schools and households. This pointed to the possibility of false reporting by schools and misappropriation or diversion of funds allotted to schools and mid-day meals.

7.4.20 Quality of education

7.4.20.1 Despite the training imparted to teachers and other activities under SSA; Audit noticed that the quality of education deteriorated in **Bihar** where drop-out percentage ranged between 20 and 63 per cent in the test checked districts. In **Haryana**, the pass rate in Class VIII 2002-05 in test checked schools was between 15 and 46 per cent in three districts. In two schools it was even zero.

7.4.20.2 The survey conducted by SRI at the instance of audit disclosed that on an overall basis, parents express either being extremely satisfied (46.98 per cent) or moderately satisfied (47.25 per cent) with the quality of education.

7.4.20.3 The Ministry stated (May 2006) that the school results depended upon a number of factors, many of which were beyond the control of the implementing agencies. Similarly, there was also improvement in the number of children passing with marks above 60 per cent from 41.6 per cent in 2001-02 to 42.8 per cent in 2003-04 at primary level and 31.3 per cent in 2001-02 to 31.7 per cent in 2003-04 at upper primary level. The Ministry felt that a very different approach was needed to assess the quality of education, which required testing of students and evaluating the classroom process.

Although the caution sounded by the Ministry was valid, the perception of the beneficiaries about the quality of education as obtained through the survey, was an indication of their satisfaction level of the services provided.

7.5 Outreach of education for special focus groups

7.5.1 Innovative activity for girls' education, early childhood care and education, interventions for children belonging to SC/ST community, computer education especially for upper primary level

7.5.1.1 Innovative activity for girls' education, early childhood care and education, interventions for children belonging to SC/ST community and computer education for upper primary level including training of students as well as teachers were to be covered under the grant of Rs. 15 lakh for each innovative activity subject to a maximum ceiling of Rs. 50 lakh per year per district. Specific, innovative activities proposed to be undertaken each year were to be incorporated in the district plan as well as in AWP&B. Deficiencies noticed in various States are detailed below:

Assam	An amount of Rs. 37 lakh was released for providing support to girl child's education out of which Rs. 32 lakh remained unutilised for periods varying between one and two years in five districts (except Karbi Anglong) as no activity was undertaken under this component.
Bihar	Model schools for girls were neither proposed nor opened in the test checked districts. Retention drive was not undertaken in any of the districts. 247 computers in four districts purchased at a cost of Rs. 1.68 crore were lying unutilised due to non-existence of building and non-availability of computer trained teachers.
Gujarat	During 2002-05, against the budget provision of Rs. 41.25 crore, only an amount of Rs. 20.70 crore was utilized. Of this, Rs. 13.96 crore was spent on purchase of computers. It was further noticed that no expenditure was incurred during 2001-02 and 2002-03 while Rs. 10.21 crore was spent in 2003-04 and Rs. 3.75 crore in 2004-05.
Jharkhand	Out of Rs. nine crore, only Rs. 68 lakh was utilised as the detailed activity wise plan was not prepared and there was delay in finalisation of tenders for the supply of computers. The Computers worth Rs. 49.96 lakh were lying idle for want of trained computers teachers and electricity supply.
Karnataka	Out of 19410 upper primary schools in the State, only 540 (February 2006) constituting less than three per cent, had access to computer education, even though SSA had earmarked assistance of Rs. 15 lakh per annum per district for this purpose. The Ministry stated that as per the norms, the cost of one Computer Aided Learning Centre (CALC) was around Rs. 1.5 lakh and with this amount only 10 centres per district could be opened. The

Ministry's reply was not tenable as with the investment of Rs. 15 lakh per district per annum, 40 CALC should have been opened in four years in each district at the rate of 10 CALCs annually. Therefore, as per the present level of investment, at least 1080 CALCs should have been opened in all the 27 districts in the State.

Maharashtra 2700 computers were procured for 540 computer laboratories at a cost of Rs.9.04 crore. However, 1255 computers could not be used for want of educational software. The Ministry replied (May 2006) that the procurement of educational software was being made through open tender.

Meghalaya Although Rs. 83 lakh was available, neither was any ECCE centre set up nor was any training imparted till March 2005. Similarly, Rs. 98 lakh for IED, Rs. 76 lakh for back to school training, and Rs. 4.13 crore for education guarantee scheme (EGS) centres' training were released to seven districts during 2003-04 and 2004-05. However, these interventions had not been implemented. The Ministry stated (May 2006) that 1789 EGS centres had been opened in 2004-05 with an expenditure of Rs. 5.13 crore as on 31 December 2005. Similarly, expenditure of Rs. 31.67 lakh and Rs. 28.96 lakh under ECCE and IED respectively were incurred as on 31 December 2005. However, the Ministry agreed that certain interventions might not have been implemented in some districts.

Uttar Pradesh Mainstreaming of 20600 children belonging to SC/ST community was to be done during 2002-04 by organising non-residential bridge course through 519 camps. An amount of Rs. 3.41 crore was released to the districts. The Ministry stated (May 2006) that the expenditure of Rs. 2.65 crore was incurred and 397 camps had been organised in which 15892 children had participated. The number of children mainstreamed in the education system was being collected from the districts.

Out of 105 computers purchased in seven test-checked districts, 51 were lying uninstalled for want of electricity connection and 15 had been attached to tehsils in Sidharth Nagar district. District Project Officer (DPO), Balia, had retained six computers in his office instead of making them available to the concerned schools. The Ministry stated (May 2006) that though the computers had been made available in selected upper primary schools, these could not be used optimally because of power interruption. Solar Panels had been provided in Kheri district in association with Non-Conventional Energy Development Agency (NEDA) on pilot basis. This system had worked well and was being replicated in all the districts. A proposal in this regard had recently been

finalised by the Executive Committee (EC). This fact did not detract from the situation that the computers were yet to be put to their intended use in schools.

West Bengal	Out of the budget provision of Rs. 10.27 crore during 2002-05 for increasing enrolment and retention of girl students in school, only an amount of Rs. 1.38 crore (13 per cent) was utilised towards girl's education campaign and capacity building. Against the requirement of 5752 pre-school education centres for 14.21 lakh children in 57 blocks not covered under ICDS, 31 school readiness programme (SRP) centres were established in 2004-05 for providing pre-school education facilities to only 1115 children enrolled in these centres.
Dadra and Nagar Haveli	Against the budget provision of Rs. 1.01 crore during 2002-05, no significant work for girls/SC/ST students was taken up.
Delhi	The enrolment of SC children in the primary schools decreased by 8.09 per cent in 2004-05 while that for ST girl children also showed a decreasing trend in 2004-05. No special efforts were made to improve enrolment of children from the special focus group. Despite having identified 5400 urban deprived children, no provision for these children were made by the Mission in the AWP&B during 2003-04 and 2004-05. The Ministry stated (May 2006) that the innovative activities could not be proposed for want of trained staff. However, a fresh road map had been drawn to open ECCE centres during 2005-06.

7.5.1.2 The survey conducted by SRI at the instance of audit revealed that computers had been bought in only 3.4 per cent primary schools, 2.9 per cent in upper primary schools and 1.1 per cent high schools with upper primary section. These were used for teaching by only 4.2 per cent primary schools, 14.4 per cent upper primary schools and 46.3 per cent high schools with upper primary section.

7.5.1.3 Thus, audit examination revealed that funds to the tune of Rs. 39.80 crore remained unutilised as no innovative activities for girls, SC/ST education and computer training were undertaken. Besides, an amount of Rs. 6.38 crore spent on purchase of computers turned out to be unfruitful as the computers could not be put to use as electricity was not supplied.

7.5.2 Provision for disabled children

7.5.2.1 Identification of children with a special need was an integral part of the micro planning and household survey under SSA. Every child with special needs (CWSN), irrespective of the kind, category and degree of disability was to be provided education in an appropriate environment. SSA was also required to adopt '**zero rejection**'

policy so that no child was left out of the education system and all such children were integrated into the existing main stream of education. SSA authorities were required to spend Rs. 1200 per annum per child for providing special services to children with special needs in schools, EGS schools and AIE centres.

7.5.2.2 Audit scrutiny revealed that against 8.87 lakh identified children with special needs (CWSN) in 14 States, only 5.55 lakh CWSN (63 per cent) were enrolled in the school as detailed in Table 14. It was also noticed in audit that against 83185 CWSN identified in **Karnataka, Maharashtra, Manipur and Orissa**, only 21440 (26 per cent) CWSN were provided with assistive devices while in **Tripura** an amount of Rs. 0.31 crore was given in cash to CWSN.

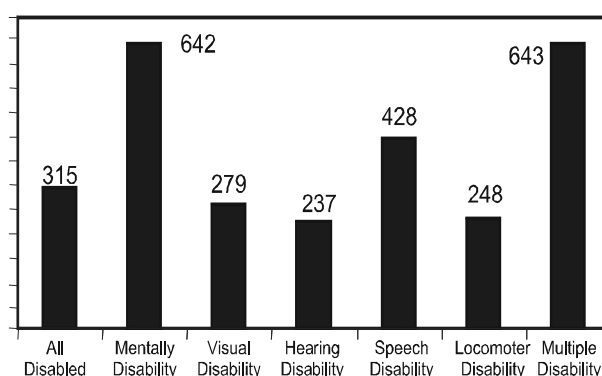
Table 14: Enrolment of CWSN Children

Sl. No	Name of State/UT	Identified	Enrolled
1.	Andhra Pradesh	156213	120407
2.	Arunachal Pradesh	6257	186
3.	Assam	72279	33539
4.	Chhattisgarh	75274	6040
5.	Gujarat	77526	65564
6.	Jharkhand	39797	14155
7.	Maharashtra	107032	51738
8.	Manipur	2899	1552
9.	Orissa	133748	117528
10.	Rajasthan	93542	77390
11.	Tripura	11777	5068
12.	West Bengal	109000	62000
13.	Dadra and Nagar Haveli	350	176
14.	Chandigarh	1632	102
	Total	887326	555445

7.5.2.3 The Ministry replied (May 2006) that in **Andhra Pradesh, Arunachal Pradesh, Assam, Maharashtra and Rajasthan** adequate steps were being taken to cover CWSN while in the case of **Karnataka** the Ministry stated that aids and appliances would be provided to CWSN during 2005-06.

7.5.2.4 The survey conducted by SRI at the instance of audit disclosed that there were 315 per thousand disabled children (covering all types of disabilities) who were out of school children. Chart 11 indicates the position of out of school children with different types of disabilities:

Chart 11: Disability-wise percentage of Out-of-School Children (Rs. in thousands)



7.5.2.5 The position of State-wise out of school disabled children in the age group of 6-14 years is given in **Annex. XV**.

7.5.2.6 Audit examination therefore revealed that 3.32 lakh (37 per cent) CWSN were deprived of the benefit of the scheme.

Recommendation

- **Ministry may investigate the specific reasons for not providing the support aid and appliances to each identified CWSN and draw up an action plan to ensure that the environment is made conducive for their education.**

7.6 Implementation of programmes through NGOs

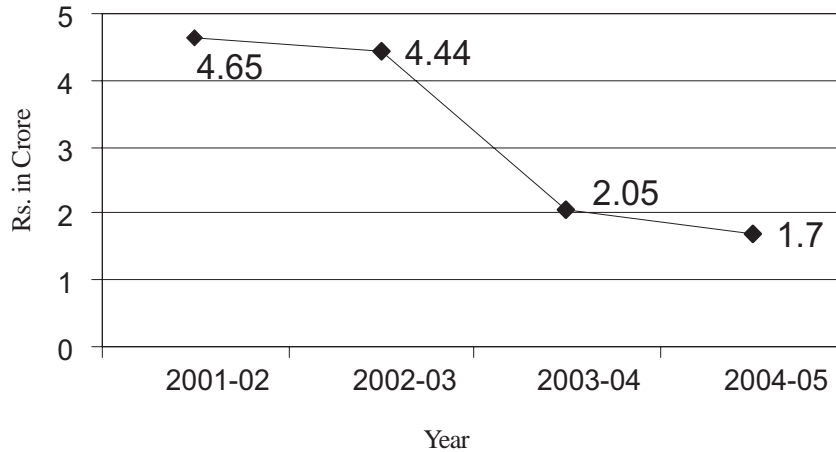
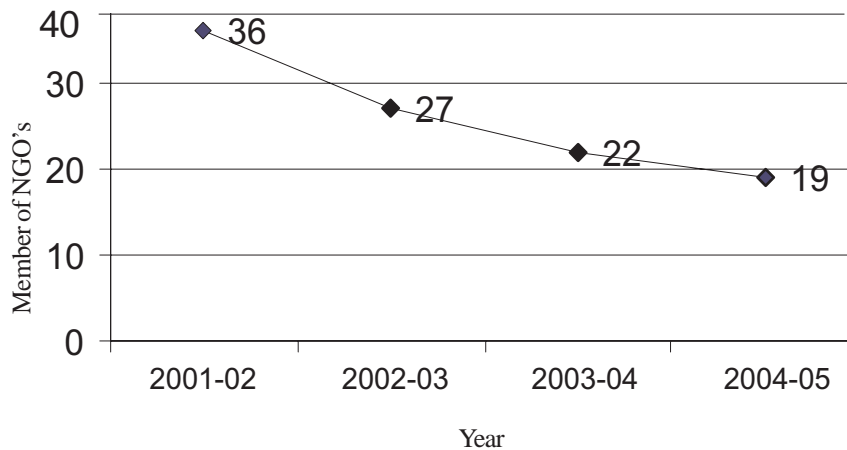
7.6.1 Role of NGOs

7.6.1.1 SSA conceived a vibrant partnership with non-governmental organisations (NGOs) in the area of capacity building, both in communities and in resource institutions.

7.6.1.2 During the period 2001-02 to 2004-05, funds amounting to Rs. 12.84 crore were released to NGOs as detailed in Table 15 and Charts 12 and 13:

Table 15: Release of grants to NGO

(Rs. in crore)		
Year	No. of NGOs	Amount
2001-02	36	4.65
2002-03	27	4.44
2003-04	22	2.05
2004-05	19	1.70
Total	104	12.84

Chart 12 : Amounts released to NGOs during 2001-02 to 2004-05*Chart 13 : Member of NGO's involved during 2001-02 to 2002—05*

7.6.1.3 During 2001-02, 36 NGOs were released grants totaling Rs. 4.65 crore. However, during 2004-05, only 19 NGOs were released grants totaling Rs. 1.70 crore. The first Joint Review Mission had also stressed that wider participation based on a shared vision and commitment to mission goals was perhaps the most crucial factor that could ensure sustainability of the national endeavour. The above charts indicated not only a declining trend in funding to NGOs but also a sharp decline in their participation.

7.6.1.4 The Ministry stated (May 2006) that since the States had gained sufficient experience, SSA had decentralised the process of engaging NGOs to the State level Grants-in-aid Committees. Though the participation of NGOs had increased in SSA in the States, the Ministry's direct funding had declined and was restricted to only select innovative initiatives, which was a desirable trend. It further intimated (June 2006) that about 4000 NGOs were engaged at the state level. The reply did not detract from the fact that utilisation of the assistance of NGOs in the programme was not satisfactory till 2005.

Recommendation

- **The Ministry may closely monitor the value addition and contribution from NGOs to the programme that should flow from their increased involvement stated to be under way.**

7.6.2 Non-submission/late submission of utilisation certificates by NGOs

7.6.2.1 Rule 212(1) of General Financial Rules, 2005 stipulated that a certificate of actual utilisation of the non-recurring grants shall be submitted within 12 months of the closure of the financial year by the institution concerned.

7.6.2.2 It was, however, observed that utilisation certificates from 21 NGOs involving Rs. 2.11 crore had not been received as of August 2005 as indicated in Table 16.

Table 16: Non-receipt of UCs from NGOs

(Rs. in crore)

Year	No. of NGOs	Amount
2001-02	9	0.61
2002-03	6	0.88
2003-04	6	0.62
Total	21	2.11

7.6.2.3 Despite non-submission of UCs, 6 out of the 21 NGOs were again released grants-in-aid by the Ministry during subsequent years. The Ministry stated (May 2006) that starting from 2005-06, no grant was being released to NGOs without settlement of earlier UCs and a special drive had been launched for the settlement of all pending UCs.

7.6.2.4 In addition, the Ministry released grants in aid of Rs. 12.84 crore to 104 NGOs. However, the Ministry could not furnish the dates of release of the grants-in-aid as well as their utilisation certificates to Audit in respect of the organisations mentioned in Table 17 on the ground that the records were not readily available, which was not indicative of the existence of a good management practice.

Table 17: NGOs whom the Ministry could not furnish the date of release of grant and the position of UCs

(Rs. in lakh)

Sl. No.	Name of the NGO	Amount
1	2	3
2001-02		
1.	Indian Institute of Education, Pune, Maharashtra	12.59
2.	Satya Sodhak Mahila Vikas Mandal, Maharashtra	0.81
3.	Rafi Ahmed Kidwai Education Society, Madhya Pradesh	1.75

1	2	3
4.	Lokadrusti, Orissa	1.45
5.	Majhihira National Basic Education Institute, West Bengal	13.10
2002-03		
6.	Samanvay Ashram, Bihar	9.52
7.	Pratham Mumabi Edn. Instt. Mumbai, Maharashtra	54.00
8.	Rafi Ahmed Kidwai Edu. Society, Bhopal	0.86
9.	Agarnee, Orissa	1.86
10.	Society for Welfare of Weaker Section, Orissa	3.99
11.	Digantar Shiksha Evam Khel Kud Samiti, Jaipur, Rajasthan	18.00
2003-04		
12.	Islamic Educational Development Society, Manipur	3.50

7.6.3 NGOs at State level

7.6.3.1 Audit examination also revealed non-involvement of NGOs in the annual Work Plan and Budget (AWP&B) and instances of improper maintenance of records, lack of proper training and irregular purchase of equipment in the following States.

Andhra Pradesh	An amount of Rs. 33.95 lakh was paid to M.V. Foundation, Secunderabad for mainstreaming of 18739 children to regular schools in East Godawari District. Audit noticed that out of 141 children stated to have been mainstreamed in six schools, only 15 children were actually found to have been mainstreamed. The remaining 126 children did not exist on the rolls of the schools mentioned by the NGO. In another case, it was observed that none of the 100 children stated to have been mainstreamed by an NGO (Garthapuri Consumer Council, in Guntur District), were actually found on the school records. The Ministry accepted (May 2006) the audit observations and stated that the amounts were being recovered from the NGOs.
Assam	During 2003-05, a total payment of Rs. 98.68 lakh was made to 15 NGOs for Integrated Education of Disabled (IED) activities. However, details of support service provided by these NGOs were not available. Similarly, one NGO (Friends Tribal Society for Assam) received Rs. 19.08 lakh during 2003-04 from the Ministry under Innovative and Experimental Education (IEE) project but no performance/utilisation certificate was produced to audit. The Ministry stated (May 2006) that against the payment of Rs. 98.68 lakh during 2003-05 to voluntary organisations for IED activities,

UCs alongwith performance reports for Rs. 87.37 lakh had been received and those for the balance amount of Rs. 11.31 lakh were being collected. The payment of Rs. 19.08 lakh made by the Ministry to the NGO could not be traced in the records of SIS which could not produce UC and performance reports for verification.

Chhattisgarh	In Raipur district, a grant of Rs. 5.39 lakh was paid (2002-04) to an NGO for two days' training involving 15926 members of 2247 Village Education Committees (VECs). Audit noticed that training for only one day was provided to the members.
Himachal Pradesh	In four districts, no NGOs were involved in the preparation of AWP&B.
Jharkhand	An NGO was provided Rs. 49.64 lakh during 2003-04 for the state resource centre. However, it had only spent Rs. 11.82 lakh and that too on purchase of inadmissible items like computer hardware/software, laser printers, UPS, furniture, a Bolero-utility vehicle, a motorcycle, communication equipment etc. No action was taken against the NGO for misutilisation of funds.
Orissa	An NGO was paid Rs. 4.21 lakh by the Ministry during 2000-02 for running 20 Alternative and Innovative Education (AIE) centres. However, these centres, which had only 384 students, were closed on 31 Jan 2003 due to non-release of further instalment of funds. No information was available with the NGO as to the whereabouts of these 384 students who were forced to discontinue their studies due to the closure of AIE centres in the middle of the academic session.
Sikkim	Out of 87 EGS Centres approved in the State, only 22 were opened with the involvement of five NGOs. However, no financial assistance has so far been released to these NGOs for running the EGS centres. It was, therefore, highly unlikely that the NGOs would either have been able or willing to carry out any worthwhile work. The Ministry stated (May 2006) that the District Project Officers (DPOs) had been releasing funds to the concerned NGOs after closely monitoring their performance. Due to the slow performance of NGOs, the DPOs themselves were taking initiatives to run the centres.

7.6.3.2 Besides the above, audit noticed that no NGO was associated in the implementation of SSA in **Bihar, Chhattisgarh, Delhi, Karnataka, Kerala, Madhya Pradesh, Manipur, Punjab, Uttar Pradesh, Uttaranchal** and **UTs of Chandigarh and Lakshadweep**. The Ministry stated (May 2006) that in **Kerala**, the NGOs were associated with planning and monitoring SSA activities but no financial assistance was provided to them. In **Madhya Pradesh**, NGOs had been engaged in 2005-06 for implementation of SSA and in **Punjab**, efforts were being made for capacity building of existing NGOs

and involving them in bringing out children to school and rehabilitating CWSN. The State was also looking at the possibility of engaging a mother NGO who could oversee the functioning of small local NGOs.

7.7 Other deficiencies

7.7.1 Irregular award of contract to M/s Ed CIL for providing technical support to the Ministry

The Ministry had entered into an agreement through Ed CIL with the Institute of Public Auditors of India (IPAI), New Delhi for reviewing the implementation process of SSA and with the National Institute of Administrative Research (NIAR), Mussoorie for conducting a study of capacity building in the non-DPEP states. A total amount of Rs. 82.87 lakh was paid to both the IPAI and NIAR during 2003-04. In terms of the agreement between ED CIL and the Ministry, ED CIL was to be paid 16 *per cent* of the expenditure as service charges. As per the provisions of General Financial Rules (GFR), open bids should have been invited as the value of the contract had exceeded the prescribed limit of Rs. 20 lakh. Moreover, there was no mention in the contract about Ed CIL subcontracting the work to these institutes. The Ministry also paid Rs. 13.26 lakh to Ed CIL towards overheads and margin. Had the Ministry entered into an agreement directly with these two institutions, it could have saved Rs. 13.26 lakh.

The Ministry stated (May 2006) that as Ed CIL had already been engaged for providing technical support, the service contract for SSA was also entrusted to the firm. It was also stated that the Ed CIL was empowered to engage specialised organisations to carry out the tasks for SSA and it had accordingly entered into subcontracts with IPAI and NIAR.

The Ministry's reply is not tenable as the course of action adopted by them in engaging Ed CIL was in contravention of the provisions of the GFR, which required invitation of competitive bids through a tendering process. The work should also not have been commenced without prior execution of contract documents. Further, direct engagement of the organisations would have saved the Ministry an amount of Rs. 13.26 lakh.

8. Conclusion

The programme planned to be taken up earnestly and seriously by the Ministry for achieving the rather ambitious targets required enormous funding and serious commitment on the part of implementing agencies including state governments. There was substantial under funding as the funds made available were short of the requirement approved by the Project Approval Board. Under provisioning ranged from 43 to 57 *per cent* during 2001-02 to 2004-05. Even after four years of the implementation of the scheme and utilisation of almost 86 *per cent* of the funds available with the implementing agencies, the revised target of SSA to enroll all children in schools, education guarantee scheme, alternative schools, back to school camps by 2005 was not achieved as there were still 1.36 crore children (40 *per cent* of the total 3.40 crore children) out of school in the 6-14 age group. Interventions by the project implementing agencies were deficient to a large extent leading to

substantial gaps between planned and actual achievements in key areas such as classrooms, text books distribution, provision of teachers, their training and other infrastructure, affecting the quality of education and coverage. There were diversions and misutilisation of funds meant for SSA.

Outreach of education to focus groups and disabled children was inadequate. Meetings of the general council and executive committee to watch the progress of activities of the programme were not held at prescribed intervals resulting in ineffective monitoring of the programme. SSA, which is a significant initiative to bring back all the children in the targeted age group to schools has achieved the targets only partially so far.

NEW DELHI;
Dated 29 July, 2006

Sd/-
(Dr. A.K. BANERJEE)
Director General of Audit,
Central Revenues

Countersigned

NEW DELHI;
Dated 2 Aug., 2006

Sd/-
(VIJAYENDRA N. KAUL)
Comptroller and Auditor General of India

(Refers to Paragraph 3.1.2)

**Themes/sub-themes for survey by M/s. Social & Rural Research Institute
(A Specialist unit of Indian Market Research Bureau International)**

Theme-I

Whether all children in 6—14 age groups have been covered under the scheme?

Sub themes

- (i) Whether any district/village/urban slum has been left uncovered?
- (ii) Whether the outreach of education for girls, scheduled castes and tribal children, children with special needs and urban deprived children has expanded?
- (iii) Enrolment, attendance and retention of children.

Theme-II

Impact of the scheme on children, their parents and the society at large.

Sub themes

- (i) Have the actual delivery of the programme benefits and their quality been of the standards as envisaged by the programme?
- (ii) Why were the parents not sending their children to the school?
- (iii) Reasons for drop out from school.
- (iv) Has the system been helpful in bridging the sociological gap amongst genders and social category?
- (v) Views of the parents and students on the quality of the education imparted.

Theme-III

Adequacy of infrastructure and support services.

Sub themes

- (i) Whether adequate infrastructure like building with required number of classrooms, drinking water, toilets and boundary walls etc. have been provided to each school?
- (ii) Whether the assets acquired out of the grants received actually exist?
- (iii) Whether teaching learning materials have been provided to the children?
- (iv) Whether free text books were provided in time to girls, S.C./S.T. children and upper primary level as per norms?

(Refers to Paragraph 3.1.2)

Sampling Plan (Design & Estimation Procedure)**Sampling Methodology**

A stratified multi-stage design was adopted for the survey. The first stage units (FSU) were the villages in the rural sector and Urban Frame Survey (UFS) blocks in the urban sector.

Within each district of a State/Union territory, two basic strata were formed. (i) rural stratum comprising of all rural areas of the district and (ii) urban stratum comprising of all the urban areas of the district. However, if there were one or more towns with population of 10 lakh or more as per population census 2001 in a district, each of them also formed a separate basic stratum and the remaining urban areas of the district were considered as another basic stratum.

Selection of Primary Sampling Units

Rural Units: The villages for each district were selected through Probability Proportion to Size With Replacement (PPS) from the sampling frames.

Urban Units: The list of blocks for each district was then selected through Simple Random Sampling Without Replacement (SRSWOR) from the sampling frames.

Sampling Design: Rural Sampling**Selection of hamlet groups**

The first task was to ascertain the exact boundaries of the PSU, by discussing the layout of the village with the key informants of the village. After identifying the boundaries and layout of the village, if the population of the village was found to be more than 600, it was divided into suitable number of "hamlet group". The number of hamlet groups formed, based on the population of the village, was as follows:

Village Population	No. of hamlet groups formed
Less than 600	1
600-1199	3
1200-1799	5
1800-2399	6 and so on....

The hamlet groups thus formed had more or less an equal population size (*i.e.*, the population across hamlets stays more or less same).

Sampling Design: Urban Sampling

Selection of sub-blocks

The first task was to ascertain the exact boundaries of the UFS Block as per the NSS Maps. After identifying the boundaries and layout of the block, if the population of the block was found to be more than 600, it was divided into a suitable number of "hamlet groups." Else, the entire block was listed. The number of sub-blocks formed, based on the population of the village, was as follows:

PSU Population	No. of Sub-blocks formed
Less than 600	1
600-1199	3
1200-1799	5
1800-2399	6 and so on...

The sub-blocks thus formed had more or less equal the population. Preference was given to sub-blocks having slum areas. If there were more than one slum sub-blocks, then the second sub-block was selected on a random basis. In a case where there were some slum clusters in the selected UFS (which incidentally was not a slum UFS), a minimum of 50 per cent of the household interviews were conducted in these clusters (subject to the availability of eligible households).

Sampling Design: Sampling of Schools

The government schools (with primary/upper primary sections) in the selected UFS blocks/villages were identified. However, if there were no sufficient number in such areas, then the schools that were accessed by the children living in the selected UFS blocks/villages were selected through random sampling.

Estimation Procedure (Rural)

Notation:

i = subscript for i -th PSU [Village (Panchayat Ward)/Block]

j = subscript for J -th USU (Household)

Z = Population of Rural areas in district

H = Total Number of listed households in the village/block

h = Number of eligible households in the village/block

z = Size of the sampled village used for selection

n = Number of sampled villages in a district

B^* = Number of hamlet groups formed in a village; $B^*=1$ if the number of hamlet groups formed is 1 and $B^*=B/2$ if the number of hamlet groups formed is greater than 1

\hat{Y} = Estimate of population total Y for the characteristics

Formula for Estimation of Aggregates at Stratum Level for Rural

$$\hat{Y} = Z \frac{1}{n} \sum_{i=1}^n \frac{H_j}{h_{jz}} B^*_{i} \sum_{j=1}^h y_{ij}$$

Estimation Procedure—Urban Notation:

i = subscript for i-th PSU [Village (Panchayat Ward)/Block]

j = subscript for j-th USU (Household)

N = Number of NSSO blocks in district

n = Number of sampled blocks in a district

H = Total Number of listed households in the village/block

h = Number of eligible households in the village/block

B* = Number of sub-blocks formed; B*=1 if the number of sub-blocks formed is 1 and B*=B/2 if the number of sub-blocks formed is greater than 1

Y = Estimate of population total Y for the characteristics y

Formula for Estimation of Aggregates at Stratum Level for Urban

$$\hat{Y} = N \frac{1}{n} \sum_{i=1}^n \frac{H_j}{h_j} B^*_{i} \sum_{j=1}^h y_{ij}$$

The overall estimate for the State and All India level is obtained by summing the stratum estimates over all the strata.

Estimates of Error

The estimated variance of the above estimates would be

$$\text{Var}(\hat{Y}) = \sum_s \text{Var}(\hat{Y}_s) = \sum_s \sum_i \text{Var}(\hat{Y}_{si})$$

Relative Standard Error

$$\text{RSE}(\hat{Y}) = \sqrt{\frac{\text{Var}(\hat{Y})}{\hat{Y}^2}} \times 100$$

Separate variances would be calculated for strata with PPSWR selection for First stage and SRSWOR.

(Refers to Paragraph 5)

Details of districts selected on the basis of Probability Proportion to Size With Replacement

Sl.No.	Name of the State	Capital district	Other selected districts
1	2	3	4
1.	Andhra Pradesh	Hyderabad	Guntur, East Godavari, West Godavari, Chittoor, Warangal
2.	Arunachal Pradesh	Itanagar	Lower Subansiri, Upper Subansiri, West Kameang, West Siang
3.	Assam	Kamrup	Sibsagar, Dibrugarh, Dhubri, Karbi, Anglong, Cahar
4.	Bihar	Patna	Aurangabad, Begusarai, East Champaran, Muzaffarpur, Purnea, Saharsa, Samastipur, Saran
5.	Chhattisgarh	Raipur	Bilaspur, Durg, Janjgir Chapa, Surguja
6.	Gujarat	Gandhinagar	Kheda, Rajkot, Vadodara, Ahmedabad
7.	Haryana		Ambala, Bhivani, Faridabad, Sirsa, Yamuna Nagar
8.	Himachal Pradesh	Shimla	Una, Chamba, Hamirpur, Solan
9.	Jharkhand	Ranchi	Dhanbad, Pakur, Gumla, Giridih, Bokaro
10.	Karnataka	Bangalore (Urban)	Bellary, Belgaum, Chitradurga, Kolar, Hassan
11.	Kerala	Thiruvananthapuram	Kannur, Kasargode, Ernakulam, Kottayam
12.	Madhya Pradesh	Bhopal	Betul, Chhatarpur, Dhar, Hoshangabad, Jabalpur, Katani, Ratlam, Shahajapur, Sidhi and Umari
13.	Maharashtra	Mumbai	Aurangabad, Ahmednagar, Jalgaon, Mumbai, Nagpur, Nanded, Nasik, Pune, Thane
14.	Manipur	Imphal	Churachandpur, Imphal West, Imphal East
15.	Meghalaya		West Garo Hills, East Garo Hills, Ri-Bhoi, West Khasi Hills, East Khasi Hills
16.	Mizoram	Aizawl	Kolasib, Lunglei, Lawntlai, Mamit
17.	Nagaland	Kohima	Dimapur, Phek
18.	Orissa	Puri	Bolangir, Jagatsingpur, Jharsuguda, Keonjhar, Khurda
19.	Punjab		Amritsar, Gurdaspur, Ferozepur, Hoshiarpur, Nawanshaher
20.	Rajasthan	Jaipur	Barmer, Bundi, Udaipur, Alwar, Bansnara, Jodhpur

1	2	3	4
21.	Sikkim		East, West, South and North
22.	Tamil Nadu	Chennai	Coimbatore, Madurai, Ramanathapuram, Salem, Tiruchirapalli, Thoothukudi
23.	Tripura		South Tripura, North Tripura, Dhalai, West Tripura
24.	Uttaranchal	Dehradun	Almora, Chamoli, Haridwar, Pauri Garhwal
25.	Uttar Pradesh	Lucknow	Siddharth Nagar, Bareilly, Agra, Banda, Aligarh, Pilibhit, Rae Bareli, Mirzapur, Muzaffarnagar, Gonda, Farrukhabad, Moradabad, Ballia, Sahjahanpur
26.	West Bengal	Kolkata	Nadia, Bardwan, Purba Medinipur, North 24-Parganas
27.	Chandigarh	Chandigarh	
28.	Daman and Diu	Daman and Diu	
29.	Dadra and Nagar Haveli	Dadra and Nagar Haveli	
30.	Delhi	New Dehli	East, North East, South, West
31.	Lakshadweep	Lakshadweep	
32.	Pondicherry	Pondicherry	Karaikal

ANNEXURE-IV

(Refers to Paragraph 5.1)

Number of villages/blocks and persons surveyed in different States and Union Territories

Sl.No.	State	Villages/Blocks			Households		
		Rural	Urban	Total	Rural	Urban	Total
1.	Andhra Pradesh	165	120	285	3340	2336	5676
2.	Arunachal Pradesh	102	48	150	1349	920	2269
3.	Assam	269	76	345	5297	1604	6901
4.	Bihar	592	148	740	11642	2989	14631
5.	Chandigarh	7	13	20	120	259	379
6.	Chhattisgarh	109	51	160	2162	1020	3182
7.	Dadra and Nagar Haveli	10	10	20	142	240	382
8.	Daman and Diu	7	13	20	140	252	392
9.	Delhi	5	86	91	100	1403	1503
10.	Gujarat	118	133	251	2400	2617	5017
11.	Haryana	160	125	285	3314	2568	5882
12.	Himachal Pradesh	96	24	120	1771	461	2232
13.	Jharkhand	231	154	385	4612	3139	7751
14.	Karnataka	132	138	270	2712	2852	5564
15.	Kerala	84	56	140	1677	1120	2797
16.	Lakshadweep	10	10	20	198	200	398
17.	Madhya Pradesh	348	252	600	6740	4840	11580
18.	Maharashtra	144	207	351	2841	3854	6695
19.	Manipur	54	36	90	1072	720	1792
20.	Meghalaya	46	24	70	917	480	1397
21.	Mizoram	26	54	80	520	1080	1600
22.	Nagaland	68	32	100	1340	640	1980
23.	Orissa	263	113	376	5246	2240	7486
24.	Pondicherry	10	30	40	200	585	785
25.	Punjab	153	102	255	3023	1912	4935
26.	Rajasthan	240	160	400	4842	3121	7963
27.	Sikkim	31	9	40	628	144	772
28.	Tamil Nadu	120	180	300	2381	3453	5834
29.	Tripura	28	12	40	560	202	762
30.	Uttar Pradesh	578	298	876	11630	5912	17542
31.	Uttaranchal	78	52	130	1558	1003	2561
32.	West Bengal	126	99	225	2560	1876	4436
	All India	4410	2865	7275	87034	56042	143076

(Refers to Paragraph 5.2)

Summary of Findings of SRI

(i) School Survey

Average Attendance of the enrolled children

5 per cent of the primary schools, 11.2 per cent of the upper primary schools and 15.6 per cent of the high schools with upper primary operated in Shifts. Average attendance in primary schools amongst males was found to be 74.2 per cent and amongst females, the attendance was 75.3 per cent. In upper primary schools, the attendance among males was 73.3 per cent and amongst females, the attendance was 75.3 per cent. The attendance in high schools reported for males was 69.7 per cent and amongst females, it was 75.1 per cent.

Type of the School building

Majority of the primary schools had pucca building in the States. 3.7 per cent of the primary schools were observed having a kutcha building, 13.3 per cent had a semi-pucca building and another 81.3 per cent had a pucca building.

The pattern was observed to be very similar even among the upper primary schools, with 78 per cent of the schools observed having a pucca building, 3.5 per cent having kutcha and 17.6 per cent having a semi-pucca building.

Amongst the high schools with a upper primary section. 89.3 per cent had pucca building whereas 3.1 per cent had a kutcha and 7.5 per cent had a semi-pucca building.

School Facilities

An attempt was also made to assess the infrastructural facilities across the schools covered. 44.0 per cent of the primary schools, 53.7 per cent of the upper primary and 75.5 per cent of the high schools with upper primary had compound walls. Designated playgrounds were present in only 47.0 per cent of the primary schools, 49.7 per cent of the upper primary and 72.3 per cent of the high schools with upper primary. Toilets were present in 67.2 per cent of the primary schools, 76.4 per cent of the upper primary schools and 88.1 per cent of the high schools with upper primary. Separate toilet for girls was present in 34.0 per cent of the primary schools, 45.8 per cent of the upper primary schools and 71.3 per cent of the high schools with upper. 24.6 per cent of the primary schools, 37.2 per cent of the upper primary schools and 75.1 per cent of the high schools with upper primary had separate toilets for the teachers. Drinking water supply was present among 75.7 per cent of the primary schools, 78.4 per cent of the upper primary schools and 87.9 per cent of the high schools with upper primary. 27.4 per cent of the primary schools, 48.0 per cent of the upper primary schools and 84.1 per cent of the high schools with upper primary had electricity connection.

Grants and schemes under SSA

It was found that 96.5 per cent of the primary schools received SSA grants. 96.6 per cent of the upper primary schools and 88.5 per cent of the high schools with upper primary received grants. Concerning the school grant of Rs. 2000, it was found that 87.5 per cent upper primary schools, 87.3 per cent upper primary and 78.8 per cent of high schools with upper primary received the same.

88.3 per cent of primary schools, 86.5 per cent of the upper primary and 77.1 per cent of the high schools with upper primary sections received the teachers' grant of Rs. 500 per year. 3.5 per cent of the primary schools said that they received grants for disabled children. The percentage of schools who received this grant was reported to be 7.1 per cent for upper primary and 4.1 per cent of high schools with upper primary.

School Committee

It was found that about 59.3 per cent of primary schools reported having school committees. 24.4 per cent of upper primary schools reported having such committees and the percentage was 7.7 per cent for high schools with upper primary.

Joint Bank Account

In about 55.0 per cent of the primary schools, 22.6 per cent of the upper primary and 6.9 per cent of High schools, the committees had joint bank accounts with the headmaster.

Mid-day Meal

With regard to the schemes operated under SSA, it was found that the mid-day meal scheme and free text books for girls and SC/ST were implemented the most. 88.3 per cent of the primary schools, and primary sections of 75.3 per cent of the upper primary schools, 37.5 per cent of the high schools reported implementing the mid-day meal scheme.

Free Text books for girls

Free text books for girls were reportedly given in 77.2 per cent of primary schools, 78.8 per cent of upper primary and 67.5 per cent of high schools.

Free Text books for SC/ST Students

78.1 per cent primary, 83.0 per cent upper primary and 74.0 per cent high schools said that free text books were given to SC/ST students.

Activities undertaken under SSA

Pertaining to the activities undertaken under SSA it was found that across all the schools covered, various activities were undertaken under SSA. Repairing existing structures was most commonly undertaken as 23.3 per cent of the primary schools, 30.7 per cent of the upper primary schools and 20.3 per cent of high schools with upper primary have taken it up.

The activity that was least undertaken was construction of girls' toilets, as only 9.5 per cent of the primary schools, 5.1 per cent of the upper primary schools and 1.7 per cent of the high schools with upper primary had taken it up.

Amongst other activities, buying of chalk was the most common as 35.8 per cent of the primary schools, 18.4 per cent of the upper primary and 3.0 per cent of the high schools with upper primary had bought chalk under SSA.

Teaching Aids

Blackboards, chalks and dusters and posters/globes/maps etc. were most commonly used as teaching aids. 97.7 per cent of the primary schools, 98.0 per cent of the upper primary and 97.7 per cent of the high schools with upper primary reported blackboard usage. Computer training and laboratories did not receive much attention as only 3.6 per cent, 11.9 per cent and 39.7 per cent primary, upper primary and high schools respectively reported computer training and 7.3 per cent primary schools, 20.5 per cent upper primary and 60.5 per cent high schools reported laboratories as a teaching aid.

(ii) Household survey

Out of School Children

- Nationally, the study estimates 21.68 crore children in the age group 6-14 of which 1.54 crore were reportedly out-of-school. Thus, there were 71 children out-of-school per thousand.
- In the age group 6-14 of the total 21.68 crore, while there were 11.74 crore boys, there were 9.94 crore girls. Of the boys, 75.50 lakh were reportedly out-of-school. Among girls, 78.69 lakh were observed to be out-of-school. Thus, at the national level, the proportion of those out-of-school was higher among girls (79 per thousand girls) compared to boys (64 per thousand boys).
- In urban areas, in the 6-14 age group, there were around 5.28 crore children of which 21.88 lakh (11.72 lakh boys and 10.16 lakh girls) were reportedly out-of-school. This implies that per thousand children belonging to the age group 6-14, 41 were out-of-school. Of the 5.28 crore children, while 2.83 crore were boys. 2.45 crore were girls. Hence the proportion of girls who were out-of-school per thousand was same in the case of boys and girls (41 per thousand).
- In rural areas, among 8.92 crore boys, 63.78 lakh were out-of-school, implying that per 1000 boys in this age group, 72 were out-of-school. In the case of girls, of the 7.49 crore, 68.53 lakh were out-of-school. The latter implies that per thousand girls in the age group 6-14, around 92 were out-of-school. Thus, at the cumulative level of both age groups too (*i.e.* 6-14 years), the proportion of girls who were out-of-school was conspicuously higher (92 per thousand) as compared to boys (72 per thousand).
- Across the age groups *viz.*, 6-10 years and 11-14 years, the proportion of out-of-school children (per thousand) was substantially higher in rural areas compared to urban areas.

- The estimated proportion of children who were out-of-school was highest among ST (119 per thousand), followed by SC (89 per thousand), OBC (70 per thousand) and General Category (47 per thousand).
- When looked from gender perspective, in different social groups, the proportion of girls who were out-of-school per thousand was much higher compared to boys.
- In different social groups. The proportion of children who were out-of-school per thousand was much higher in rural areas as compared to urban areas.
- Analysis by disability shows that across disabilities, the estimated proportion of out-of-school children (315 per thousand) was much markedly higher than the proportion of all children aged 6-14 who were out-of-school (71 per thousand).
- Children with mental disability were the worst sufferers as 642 per thousand of such children were out-of-school followed by speech disabled (428 per thousand), visual disabled (279 per thousand) and hearing disabled (237 per thousand).
- The percentage of those who were out-of-school on account of dropouts was higher (54.9 per cent) compared to those who had never attended the school (45.1 per cent).
- Among the urban slums, 59 children per 1000 in the age group of 6-14 years are reported to be out of school. This proportion is 56 per 1000 in boys and 62 per 1000 in girls.

Coverage of SSA

- In terms of the aspect of school coverage, data at the overall level of rural areas indicates that there were around 10.21 per cent of the habitations/villages which did not have a school/Alternative schooling facility within a distance of one kilometre radius.
- The aggregate data at the level of urban slums indicates that there were around 1.61 per cent habitations without a school/Alternative schooling facility within distance of one kilometre radius.

Reasons for non-enrollment & non-attendance

- The top two reasons hampering both the enrollment and attendance are affordability (36.1 per cent for enrollment and 23.9 per cent for attendance) and the unwillingness of the child to go to a school (16.9 per cent for enrollment and 24.4 per cent for attendance).
- Another important reason for not enrolling the child in school was that the child was too young to go to school (14.1 per cent). For not attending school, some of the other important reasons cited were that the child had to go to work (6.5 per cent) and that there were household chores and related work which needed to be catered to and hence, the inability of the child to attend school (5.2 per cent).

- The two States where a higher proportion of the parents have reported affordability and unwillingness of the child to go to a school are **Uttar Pradesh** and **Bihar**. The proportion of the heads of the household in **Uttar Pradesh and Bihar** who reported affordability as the main reason is 43.70 per cent and 30 per cent respectively.
- In **Bihar**, 26.76 per cent of the households reported that the child doesn't want to go to school; the proportion of such households in **Uttar Pradesh** is 27 per cent.

Willingness to go to school

- At an aggregate, more than half (54 per cent) of the children currently out of school do not want to go to a school again. The scenario is not very different either across the urban (54.39 per cent) or the rural (54.35 per cent) areas.

ANNEXURE-VI

(Refers to Paragraph 7.1.3)

Details of PAB meetings

Sl. No.	Name of State/UT	2002-2003 Date	2003-2004 Date	2004-2005 Date
1.	Andhra Pradesh	16.12.02	13.6.03	*
2.	Arunachal Pradesh	17.9.02	13.8.03	30.6.04
3.	Assam	5.12.02	11.6.03	19.5.04
4.	Bihar	19.6.02	23.6.03	*
5.	Chhattisgarh	*	13.8.03	9.6.04
6.	Gujarat	1.8.02	13.6.03	18.6.04
7.	Haryana	1.8.02	21.5.03	16.9.04
8.	Himachal Pradesh	21.8.02	21.5.03	26.5.04
9.	Jharkhand	16.12.02	28.7.03	9.6.04
10.	Karnataka	12.11.02	18.6.03	9.6.04
11.	Kerala	9.10.02	7.5.03	26.5.04
12.	Madhya Pradesh	17.9.02	18.6.03	18.6.04
13.	Maharashtra	27.11.02	9.7.03	9.6.04
14.	Manipur	3.1.03	13.8.03	22.6.04
15.	Meghalaya	28.2.03	*	*
16.	Mizoram	27.11.02	9.7.03	18.6.04
17.	Nagaland	19.6.02	17.9.03	30.6.04
18.	Orissa	13.12.02	4.8.03	2.6.04
19.	Punjab	16.12.02	9.7.03	7.7.04
20.	Rajasthan	13.12.02	13.8.03	*
21.	Sikkim	20.10.02	13.8.03	30.6.04
22.	Tamil Nadu	21.8.02	7.5.03	26.5.04
23.	Tripura	17.9.02	4.8.03	18.6.04
24.	Uttar Pradesh	19.9.02	27.5.03	19.5.04
25.	Uttaranchal	19.9.02	2.7.03	19.5.04
26.	West Bengal	9.10.02	13.8.03	2.6.04
27.	Andaman and Nicobar Islands	*	7.5.03	16.9.04
28.	Chandigarh	*	13.8.03	7.7.04
29.	Dadra and Nagar Haveli	*	*	7.7.04
30.	Daman and Diu	*	*	28.7.04
31.	Delhi	28.2.03	*	16.9.04
32.	Lakshadweep	*	*	16.9.04
33.	Pondicherry	16.12.02	17.9.03	30.6.04

* Information not available

ANNEXURE-VII

(Refers to Paragraph 7.2.1.9)

State-wise position of AWP&B, funds released and expenditure made during the period 2001-02 to 2004-05 is given below:

(Rs. In Lakh)

Sl.No.	Name Of State/UT	Outlay approved	GOI release	State release	Total funds released	Funds released as a percentage of the approved outlay	Expenditure from 2001-02 to 2004-05	Percentage of funds spent
1.	Andhra Pradesh	118911.55	48395.18	16351.93	64747.11	54.45	54906.15	84.80
2.	Arunachal Pradesh	13926.52	5377.49	1097.41	6474.90	46.49	3000.66	46.34
3.	Assam	96297.59	46493.52	9742.17	56235.69	58.40	49450.44	87.93
4.	Bihar	196246.68	62366.21	20064.80	82431.01	42.00	45563.87	55.28
5.	Chhattisgarh	68770.03	31424.71	10558.97	41983.68	61.05	36874.15	87.83
6.	Goa	0.00	0.00	0.00	0		0	
7.	Gujarat	69790.95	41822.54	12015.70	53838.24	77.14	46434.92	86.25
8.	Haryana	46641.28	22877.99	7531.34	30409.33	65.20	23069.70	75.86
9.	Himachal Pradesh	27684.56	14076.23	3722.20	17798.43	64.29	17201.40	96.65
10.	Jharkhand	88405.15	31959.76	14185.78	46145.54	52.20	40557.16	87.89
11.	Jammu & Kashmir	42463.73	15177.39	4703.89	19881.28	46.82	12267.15	61.70
12.	Karnataka	94298.37	47781.88	14471.40	62253.28	66.02	60101.21	96.54
13.	Kerala	40589.62	17237.01	3395.75	20632.76	50.83	18584.30	90.07
14.	Madhya Pradesh	232455.18	93754.89	30576.31	124331.2	53.49	100516.70	80.85
15.	Maharashtra	209534.50	71834.87	19302.17	91137.04	43.50	86695.57	95.13
16.	Manipur	8699.71	1834.93	368.00	2202.93	25.32	1354.93	61.51
17.	Meghalaya	11777.64	5325.54	1490.47	6816.01	57.87	3412.54	50.07
18.	Mizoram	10443.39	5818.46	1117.41	6935.87	66.41	6006.37	86.60
19.	Nagaland	8362.36	3138.33	1079.00	4217.33	50.43	3952.75	93.73
20.	Orissa	132083.68	40651.26	12385.45	53036.71	40.15	46515.11	87.70
21.	Punjab	63107.80	20109.83	6734.00	26843.83	42.54	22569.86	84.08
22.	Rajasthan	127309.20	49492.33	20676.53	70168.86	55.12	66522.05	94.80
23.	Sikkim	3560.92	1795.17	426.24	2221.41	62.38	1105.53	49.77
24.	Tamil Nadu	109824.26	53510.67	17432.77	70943.44	64.60	71172.60	100.32
25.	Tripura	13551.65	9110.10	2411.99	11522.09	85.02	8404.54	72.94
26.	Uttaranchal	32979.87	15954.18	5602.67	21556.85	65.36	18180.23	84.34
27.	Uttar Pradesh	326450.35	149713.03	48676.33	198389.36	60.77	202105.68	101.87
28.	West Bengal	173286.51	75258.99	23105.62	98364.61	56.76	62681.28	63.72
29.	A & N Islands	1347.13	569.22	361.22	930.44	69.07	493.81	53.07
30.	Chandigarh	2000.08	672.49	254.08	926.57	46.33	770.42	83.15
31.	D & N Haveli	2070.08	559.33	0.00	559.33	27.01	10.45	1.87
32.	Daman & Diu	298.43	12.00	0.00	12.00	4.02	12.00	100.00
33.	Delhi	9465.33	2120.89	198.86	2319.75	24.51	1375.98	59.32
34.	Lakshadweep	276.92	60.32	0.00	60.32	21.78	406.46	
35.	Pondicherry	2170.04	531.42	245.28	776.70	35.79	0	52.33
	Total		936818.16		1297103.90		1112276.20	85.75
	National Component		1252.88		1252.88		1080.73	
	Grand Total	2385082.14	988071.04	310285.74	1298356.78	54.43	1113356.93	

ANNEXURE-VIII

Refers To Paragraph 7.2.1.10

**State wise position of funds released and expenditure incurred during the period
2001-02 to 2004-05 as reported by the State authorities.**

				(Rs. in lakh)
Sl. No.	Name of State/UT	GOI Release	State Release	Expenditure from 2001-2002 to 2004-05
1.	Andhra Pradesh	45090	15609	57429
2.	Arunachal Pradesh	5412	1097	3632
3.	Assam	44759	9742	50421
4.	Bihar	60652	20683	78385
5.	Chhattisgarh	30120	10521	36232
6.	Gujarat	34409	10841	40819
7.	Haryana	22508	7531	23275
8.	Himachal Pradesh	14011	3711	16354
9.	Jharkhand	30844	13801	22207
10.	Karnataka	47628	14471	59061
11.	Kerala	17164	2315	17948
12.	Madhya Pradesh	94269	30132	109111
13.	Maharashtra	71835	19302	81552
14.	Manipur	1725	368	1368
15.	Mehgalaya	5258	1380	3169
16.	Mizoram	5819	1117	6537
17.	Nagaland	3142	1079	3990
18.	Orissa	38293	12266	43579
19.	Punjab	20301	6734	22207
20.	Rajasthan	49442	20673	67619
21.	Sikkim	1357	426	1756
22.	Tamil Nadu	53795	19639	72367
23.	Tripura	8192	2972	10247
24.	Uttaranchal	15332	5439	17696
25.	Uttar Pradesh	149632	48676	195098
26.	West Bengal	74505	23106	78933
27.	Chandigarh	673	254	754
28.	D & N Haveli	447	219	11
29.	Daman & Diu	0	5	1
30.	Delhi	2121	376	1428
31.	Lakshadweep	53	20	7
32.	Pondicherry	499	295	381
	Grand Total	949287	304800	1127572

ANNEXURE-IX

(Refers to Paragraph 7.2.4.2)

Other financial irregularities

Sl. No.	Name of State/UTs	Year	Amount (Rs. in crore)	Remarks	Comments from the Ministry (May 2006)
1	2	3	4	5	6
1.	Arunachal Pradesh	2001-05	0.05	Loss of interest on account of keeping the funds in current account in Upper Subhansiri district.	Instructions have been issued to all DPOs to deposit the SSA funds only in savings bank account to earn interest.
2.	Assam	2002-05	0.58	Loss of interest due to delay in release of funds to SIS by 3 to 11 months.	
3.	Bihar	2001-05	362-42	(i) Booked as expenditure though the amount was actually advanced to DLOs and other agencies.	
		2001-04	39.16	(ii) Difference in the figures of State share as per statement furnished to audit and as per the figure appearing in Annual Accounts.	
4.	Gujarat	2002-03	0.05	Excess payment of contingent grant	
		2001-04	1.0	(i) Amount not refunded to GOI (July 2005) by Parishad though the preparatory activities were completed in 2002-03.	(i) Unutilised amount of Rs. 99.66 lakh refunded to Govt. of India on 19 January, 2006.
5.	Haryana	2004-05	0.10	(ii) Loss of interest of Rs. 0.10 crore because the funds remained outside the Parishad accounts for 11 months.	(ii) Loss of interest was due to a dispute on technical specification for purchase of bicycles for girls under innovative activities through DGS&D rate contract. The demand drafts for the payment of the cost of bicycles were prepared earlier but could not be given to party till the dispute was resolved.

1	2	3	4	5	6
		2004-05	1.46	(iii) DPO made purchases beyond his powers.	(iii) The DPO who made the purchases beyond his delegated powers has been placed under suspension and the chargesheet against him was being prepared.
6.	Maharashtra	2004-05	7.21	Interest earned on fixed deposits and saving accounts remained unutilised.	Interest will be utilised towards GOI's share and State Government's share from 2005-06 onwards.
7.	Meghalaya	2001-05	0.52	DMC, East Garo Hills made cash payments to 21 parties in contravention of the SSA guidelines.	All concerned have been instructed to refrain from making cash payment.
8.	Mizoram	2001-05	3.99	Lying unspent as of March 2005, out of Rs. 69.36 crore released during 2001-05.	
9.	Madhya Pradesh	2002-04	28.35	Consequent upon the closure of DPEP Phase I and Phase II during 2002-03, the balances were to be returned. However, Rajiv Gandhi Shiksha Mission (SPO) retained this amount (as on 31 March, 2004).	Instructions have been issued to districts to refund the unutilised balance of DPEP fund by March 2006.
10.	Orissa	2003-04	3.11	Advance paid to Director Teacher Education (TE) and SCERT on 31.3.2004 for implementation of computer-aided education under Innovative Education was refunded on 17.9.2004 in full indicating that advance was given only to avoid the lapse of grant.	
11.	Punjab	2001-04	4.59	(i) Failure to utilise the funds resulting in loss of interest.	
		2001-03	1.86	(ii) Survey books and other printed material in five selected districts were purchased without inviting any tenders.	

12. Tripura	2001-05	6.52	(i) Inflated figures of expenditure were exhibited by SIS. Rs. 9.72 crore was lying as unspent as on 31 March, 2005, but the SIS exhibited the same as Rs. 3.20 crore.	(i) As on 31 March, 2005 there was an unspent balance of Rs. 3.20 crore. This is due to the release of an additional amount of Rs. 3.1 crore by the State in anticipation of the release of GOI share by 31 March 2005. However, GOI released the balance share of Rs. 8.61 crore on 28 June, 2005.
	2003-05	1.00	(ii) Rs. 1 crore was lying in fixed deposit account but this was shown as having been spent during 2003-05.	ii) The fixed deposit of Rs. 1 crore relates to ComputerAided Learning under BOOT system for which NIIT Ltd. had been engaged. Since the entire amount was not required immediately, Rs. 1 crore was kept under fixed deposit for being spent in due course. The amount was now being spent as per terms and conditions of the agreement for release of fund towards CAL. The reply is not tenable as the amount kept in fixed deposit cannot be shown as spent.
13. West Bengal	2002-05	4.98	(i) Extra expenditure on payment of honorarium to Shiksha Sahayaka/Sahayikas of Shishu Shiksha Kendra and Samprasarks of Madhyamik Shiksha Kendras in violation of the norms.	
14. Chandigarh	2004-05	0.48	(ii) Excess release of grant for learners.	
		4.30	(i) Project Director of Executive Committee issued sanctions of Rs. 4.30 crore in excess of the powers given to him by the Executive Committee.	
		0.78	(ii) Chairman of the Executive Committee issued sanctions of Rs. 78 lakh in excess of the powers given to him by the Executive Committee.	
Total		472.51		

(Refers to Paragraph 7.4.3.2)

State-wise details of urban blocks not covered by SSA

Sl.No.	State	Total Blocks	Blocks Not Covered by SSA	Total Slum Blocks	Slum Blocks Not Covered by SSA	Total Non- Slum Blocks	Non- Slum Blocks not covered by SSA	%Blocks not covered by SSA	% Slum Blocks not covered by SSA	% Non Slum Blocks not covered by SSA
1.	Andhra Pradesh	120	12	30	3	90	9	10.0	10.0	10.0
2.	Arunachal Pradesh	48	13	1	0	47	13	27.1	0.0	27.7
3.	Assam	76	9	7	0	69	9	11.8	0.0	13.0
4.	Bihar	148	13	34	2	114	11	8.8	5.9	9.6
5.	Chandigarh	13	4	4	0	9	4	30.8	0.0	44.4
6.	Chhattisgarh	51	2	9	1	42	1	3.9	11.1	2.4
7.	Dadra & Nagar Haveli	10	0	1	0	9	0	0.0	0.0	0.0
8.	Daman & Diu	13	2	2	0	11	2	15.4	0.0	18.2
9.	Delhi	86	4	28	2	183	8	4.7	7.1	4.4
10.	Gujarat	133	7	13	2	120	5	5.3	15.4	4.2
11.	Haryana	125	25	3	2	122	23	20.0	66.7	18.9
12.	Himachal Pradesh	24	1	1	0	23	1	4.2	0.0	4.3
13.	Jharkhand	154	41	19	3	135	38	26.6	15.8	28.1
14.	Karnataka	138	20	15	2	123	18	14.5	13.3	14.6
15.	Kerala	56	6	4	0	52	6	10.7	0.0	11.5
16.	Lakshadweep	10	1	0	0	10	1	10.0	-	10.0

17. Madhya Pradesh	252	52	55	20	197	32	20.6	36.4	16.2
18. Maharashtra	207	8	88	3	119	5	3.9	3.4	4.2
19. Manipur	36	9	1	1	35	8	25.0	100.0	22.9
20. Meghalaya	24	4	2	0	22	4	16.7	0.0	18.2
21. Mizoram	54	2	1	0	53	2	3.7	0.0	3.8
22. Nagaland	32	10	3	2	29	8	31.3	66.7	27.6
23. Orissa	113	1	13	0	100	1	0.9	0.0	1.0
24. Pondicherry	30	2	7	1	23	1	6.7	14.3	4.3
25. Punjab	102	15	15	0	102	15	14.7	-	4.9
26. Rajasthan	160	35	10	0	150	35	21.9	0.0	23.3
27. Sikkim	9	2	0	0	9	2	22.2	-	22.2
28. Tamil Nadu	180	18	15	1	165	17	10.0	6.7	10.3
29. Tripura	12	0	0	0	12	0	0.0	-	0.0
30. Uttaranchal	52	3	3	0	49	3	5.8	0.0	6.1
31. Uttar Pradesh	298	23	12	1	286	22	7.7	8.3	7.7
32. West Bengal	99	8	10	1	89	7	8.1	10.0	7.9

(Refers to Paragraph 7.4.3.2)

Villages not covered by SSA

States	Rural	
	District	Villages
1	2	3
ANDHRA PRADESH	Anantapur Kurnool	Bhogasamudram Peapally, Dhone, Kodumoor, Adoni
ARUNACHAL PRADESH	Changlang Rangran East Siang Lower Subansiri Papum Pare Upper Siang West Kameng West Siang Upper Subansiri West Kameng Lohit	Rangran Ii Upper Ngyopok/Ngopok Old Ziro I, Koloriang (H.Q.) Kimin H.Q. Chimpu Millang Langdum Langkong 14 Brtf Labour Camp, Rupa H.Q. Ruying, Gensi H.Q. Dumporijo H.Q. Singchung Vill. (Hq), Upper Bhalukpong Hq Lekang H.Q., Lathao, Loiliang
ASSAM	Barpeta Bongaigaon Cachar Darrang Dhubri Goalpara Golaghat Kamrup Karimganj Kokrajhar Lakhimpur Marigaon Nagaon Nalbari Sibsagar Sonitpur Tinsukia	Barapeta, Muchalman Gaon Koliamolli F.V. Silcoorie Grant, Sildubi Grant No. 2 Hatigarh T.E. Pithakhowa Debattar Hasdaha Pt. V, Nayeralga Pt. Iii, Sreegram Pt. Vi, Suapata Pt. V Asudubi, Tarangapur Wokha T.E. Gorai Mari Satra, No. 1 Bagta, Saniadi, Chapra Bashbari Forest Block, Runikhata, Sapkata No. 30 F.C. Grant Dolohat Bhuragaon (Rev.) Town, Kuranibori Dakshin Debasthan, Gerjal Pam, Kachari Gaon, Kaloni Jalah, Moudanga Pathar, Naramari, N.C. Angarkata, No.2 Dongargaon Teok Gaon Bhaluke Khowa Gaon, Kochmara Protected Forest Dihing T.E.
BIHAR	Araria Banka Jamui Kathihar	Dhangawan, Paraia, Tamganj, Asi Tola Dhamma Chandpur, Daharia

1	2	3
BIHAR	Khagaria	Marar
	Kishanganj	Churli
	Madhepura	Lachhmipur
	Madhubani	Anrer, Bagha Kusmar, Bangawan,
	Munger	Nauagarhi
	Nawada	Nardiganj
	Purba Champaran	Pachrukha
	Purnia	Bijai, Bithnauli Khemchand, Haripur, Parora, Sukhsena
	Saharsa	Khasurha
	Samastipur	Sakh Mohan
Sheohar	Chamanpur, Rampur Kesho,	
Siwan	Gaziapur Bedaulia	
Supaul	Chitauni, Debipur	
DAMAN & DIU	Daman	Daman, Dabhel
GUJARAT	Kheda	Dampat
	Surat	Kosad
	Valsad	Bamti
Surat	Kim	
Anand	Sihol	
HARYANA	Ambala	Kanwla
	Bhiwani	Dhanana, Kelanga
	Faridabad	Chhainsa, Tigaon
	Fatehabad	Gorakhpur, Haroli, Pili Mandori
	Gurgaon	Badhelaki, Bahora Kalan, Pinagwan, Wazirabad
	Hisar	Barwala (Rural), Bir Hisar, Siswal, Ugla
	Jhajjar	Chhara
	Jind	Morkhi, Naguran
	Kaithal	Balu, Kathana
	Karnal	Barsat, Kutail
	Kurukshetra	Ismailabad
	Panchkula	Bir Ghaghar
	Panipat	Babail, Chulkana
	Rohtak	Baland, Hassangarh, Nindana
	Sirsa	Bani, Rori
Sonapat	Bhawar Khewara, Sisana	
Yamunanagar	Damla	
HIMACHAL PRADESH	Sirmaur	Dana
	Shimla	Bagi
	Kullu	Shillihar, Bashisht
JHARKHAND	Dhanbad	Gaditundi, Sialgudri
	Giridih	Barki Saraiya, Jaspur, Nawadih
	Gumla	Barsalojya, Nagar, Taisra
	Ranchi	Manhu, Ratu
	Sahibganj	Ganga Parshad, Jagatbatichandsar

1	2	3
KARNATAKA	Bellary Bidar Bijapur Mandya Udupi	Darur, Hulikunta Halhipperga Honawad, Sevalalnagar Mellahalli Hirebettu
KERALA	Kasargod Idukki Palakkad Kozhikode Patinamthitta Thrissur Ernakulam Allapuzha Thiruvananthapuram	Puthige Munnar Alanallur Thamarassery Ward 5504 Anicad Cherupuzha, Ramanthali, Mundathikode Poothrika Arattupuzha, Mavelikkara Mangalapuram
MADHYA PRADESH	Balaghat Barwani Betul Bhind Indore Jhabua Katni Mandsaur Morena Narsimhapur Rajgarh Sagar Sehore Seoni Shahdol Sheopur Shivpuri Vidisha	Bhaugarh Palasud Khokra Chomho, Kupawali Sindoda (Talawali Kachra) Dhadaniya Baran Mahgawan Kayampur Bireharua, Kaimara Kalan Singpur Ralayati, Ramgarh Barodiya Kalan Maina Dungariya Chhapara, Pandiya Chhapara, Takhla Khurd, Kohka Iklaud Naugaon, Nijampur Nawara
MAHARASHTRA	Kolhapur Nanded Nandurbar	Chandur Berali Kh. Akkalkuwa
MANIPUR	Imphal East Imphal West Senapati	Tulihal Meitei Langol, Tharol & Taru, Yurembam Leimakhong
MEGHALAYA	East Garo Hills Jaintia Hills West Garo Hills	Dikagittim, Rogu Alda, Dira, Kyndong Laitmawbah, Laitlum, Lawsohtun, Mawlynrei Traishnong, Smit, Umpling Ionglwit, Khansaroo, Mihmyntdu, Myntriang, Tuberkaishnong, Umladkhur Chollongpara, Jewilgre, Mawsaw, Myndo

1	2	3
MIZORAM	Champhai Lunglei	Tlangpui Mar?S?
NAGALAND	Dimapur Kohima Mokokchung Mon Tuensang	Diphupar Kigwema, Kohima, Tseminyu Changki, Changtongya, Chungtia, Longkhum, Merangkon Sungratsu Naganimora Kiphire New, Kiphire Old
ORISSA	Baleshwar Khordha Malkangiri Baleshwar	Khunta Mansinghpur Gurakhunta Pakhar
PUNJAB	Bathinda Gurdaspur Hoshiarpur Ludhiana Mansa Moga Patiala	Talwandi Sabo Tibri Lambra Isru, Nurpur Raipur Machhike, Minian Lalru
RAJASTHAN	Ajmer Banswara Barmer Bharatpur Bhilwara Bikaner Bundi Churu Dausa Hanumangarh Jaipur Jalor Jhunjhunun Jodhpur Karauli Kota Nagaur Pali Sawai Madhopur Sikar Sirohi Tonk Udaipur	Kadera, Peesangan, Machari, Ghatol Indrana Panhori Banera, Dheekola Jodhasar Hindoli Buchawas, Sankhoo, Garh Himmat Singh 1Tlw B, 4 Rrw Bhankhari, Samod Sankar Gudha Gorji, Sultana Bhavi, Bhopalgarh, Chawan Nadoti Bapawar Kalan, Sultanpur Bidiyad, Borawar, Gagrana Atpara, Khor, Nana Soorwal Abhawas, Kanwat, Sheeshyoo, Tatera Goyli Tordi Bedla
TAMIL NADU	Dindigul Kanniyakumari Ramanathapuram Sivaganga The Nilgiris Thoothukkudi Tirunelveli	Kothayam, Mullipadi, Vadagadu Eraniel Idivilagi Aranmanaiipatti Kadanad, Kotagiri Sankaraperi Melamarudappapuram, Perungudi

1	2	3
UTTARANCHAL	Bageshwar Hardwar Barabanki Bareilly Bijnor Etah Firozabad Gautam Buddha Nagar Ghaziabad Gorakhpur Kheri	Purkuni Paneyala, Chandapur Jagaipur Gaineer Mubarakpur Mira Khojpur Parham Chhapraula Khora Bagha Gara Ambarsot, Basanta Pur Kalan, Dubha, Padariya Tilak Pur, Paduwa, Rudrapur, Gulariya, Sansar Pur
UTTAR PRADESH	Kushinagar Lucknow Meerut Moradabad Muzaffarnagar Rae Bareli Rampur Sant Kabir Nagar Shahjahanpur Sonbhadra	Rakaba Dulama Patti Rasoolpur Tikniyamau Incholi Mugalpur Urf Aghwanpur Mu, Pakbara Hasanpur Lahari, Sanjhak Rasta Mau Nagaliya Aquil Bhitni Dudhari Urf Nathna Hitauta Jogaical
WEST BENGAL	Bankura Murshidabad	Junkaria Nasipur

(Refers to Paragraph 7.4.7.2)
Inadequate infrastructure

Sl. No.	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	—	6316 schools were running without own building and 3431 schools were in dilapidated buildings.	41 <i>per cent</i> schools were without drinking water facilities.	54 <i>per cent</i> schools were without toilets.		
2.	Arunachal Pradesh	—	158 schools were running without own building and 609 schools were in dilapidated condition.	660 schools had no drinking water facilities.	1419 schools had no toilets and 1679 schools had no separate toilets for girls.		The DOPs have been instructed to take active steps to improve infrastructural facilities with the involvement of Village Education Committees. Drinking water and toilets will be provided through convergence.
3.	Assam	Against the target of 6436 works, only 1196 works could be completed during 2002-05.	In Karbi Anglong district, out of Rs. 1.32 crore meant for construction/repair of buildings, Rs. 41.82 lakh was utilised for salary etc.	—	—	—	The works have been geared up during 2005-06 and considerable portion of works have already been completed. Against the total target of 14108 works for 2001-02 to 2004-05, the achievement up to 2004-05 is 7439 works (53%). Due to shortage of funds, Rs. 41.82 lakh provided for civil works was utilised

1	2	3	4	5	6	7	8
4.	Bihar	—	Out of 1275 building less schools, buildings were planned to be constructed for 752 schools. None of the 464 schools, which were actually provided with funds, could complete the buildings as of August 2005.	6435 schools had no drinking water facilities.	6476 schools had no toilets.	—	temporarily by District Mission Coordinator, Karbi Anglong and the same has been recouped.
5.	Chhattisgarh	—	Out of 37477 schools, 5269 schools were without buildings and 2083 schools were in dilapidated condition.	11719 schools had no drinking water facilities.	27364 schools had no toilets and 35334 schools had no separate toilets for girls.	—	—
6.	Gujarat		63 schools without boundary walls.	49 schools had no water facility.	63 schools had no toilets.		—
7.	Haryana	Against the target of 11050 works, 4220 works were completed and 4383	Excess expenditure of Rs. 23.50 lakh was incurred on	—	—	—	203 works were cancelled with the approval of MHRD, reducing the target to 10847 works

were in progress.

construction of
BRCs.

Against this, 10641 works had been completed and 206 works were in progress. These buildings were constructed for the multipurpose of BRC-cum-CRC taking a unit cost of Rs. 8 lakh (Rs. 6 lakh for BRC and Rs. 2 lakh for CRC) as approved by the EC. The excess amount involved was for the construction of CRCs.

The reply is not tenable as the cancellation of work shows poor planning by the SIS as well as the approval thereof by the Project Approval Board of the Ministry. Further, the contention of the Ministry that the unit cost for BRC/CRC is Rs. 8 lakh (Rs. 6 lakh for BRC, Rs. 2 lakh for CRC) as approved by the Executive Committee is also not tenable because as per the provisions, the total expenditure on the BRC/CRCs in the district should not exceed the expenditure which would have been incurred if the BRCs were opened at the rate of one BRC per CD block.

1	2	3	4	5	6	7	8
8.	Himachal Pradesh	Out of 2103 works, 1246 remained incomplete as of September 2005.	—	—	—	—	—
9.	Jharkhand	—	1020 schools had no buildings.	3562 schools had no drinking water facilities.	17523 schools had no toilets. 19359 schools had no separate toilets for girls.	20965 schools had no electricity.	
10.	Karnataka	—	768 schools had no buildings and 6236 schools had only single room.	9387 schools did not have drinking water facility.	19954 schools did not have toilets.	25745 schools had no electricity.	With a ceiling of 33% of the outlay on civil works under SSA, the entire infrastructure gap cannot be filled in a short period. Convergence with Total Sanitation Campaign (TSC), Rural Development and Panchayati Raj (RDPR) and other agencies has been established for providing toilet and drinking water in schools. Most of the infrastructure gap will be filled by 2007 by dispensing with the ceiling of 33% of outlay. The State Government has also initiated a new programme to provide 5 basic elements

11. Kerala

—

332 schools were functioning in thatched sheds. 400 schools had no building.

In 90 test checked schools in 5 districts, 4 Schools had no drinking water facility.

In 90 test checked schools in 5 districts, 3 schools did not have toilets. In 90 test checked schools in 5 districts, 13 schools had no electricity.

(pancha soubhyagalu) to all the Government schools on priority basis.

The Ministry's contention that the entire infrastructure gap could not be filled in a short period is not tenable, as the period of more than four years cannot be termed as a short period. Further, Ministry's dispensing with the ceiling of 33 per cent of outlay prescribed under the scheme will reduce the availability of funds for the other interventions under the scheme.

A comprehensive infrastructure development plan has been formulated for fully providing additional classrooms, building for building-less schools, drinking water facilities, compound wall, electrification, toilets. etc.

1	2	3	4	5	6	7	8
12.	Madhya Pradesh	Against the requirement of 1.78 lakh items of work, only 35,330 were completed as of June 2005.	In contravention of SSA norms, DPC Hoshangabad released Rs. 1.24 crore for construction of 80 EGC buildings.	—	—	—	The infrastructure gap is being met in a phased and time bound manner. The works are proposed as per the need of the school/district and availability of other resources such as community contribution, panchayat funds. TSC, Swajal Dhara Yojana, Sam VikasYojna etc. are being properly coordinated.
13.	Maharashtra	Rs. 25.10 lakh was released for construction of ramps to 502 schools where no ramp was constructed. 705 works remained incomplete even after incurring an expenditure of Rs. 10.41 crore.	—	14835 schools had no drinking water facility. (2517 drinking water works were completed as on 15.1.2006)	36092 did not have toilets. (2013 toilets completed as on 15.1.2006)	33602 schools had no wall and 24330 schools had no play ground. (94 boundary walls were completed as on 15.1.2006)	Drinking water — out of 5498 drinking water works approved upto 2004-05, 2517 were completed as on 15 January 2006. Since, the drinking water facility to schools was now being provided by the Department of Drinking Water Supply, Ministry of Rural Development, SSA funds were not provided. Toilets — 4944 toilets were approved under SSA upto 2004-05 of which 2013 have been completed as on 15 January 2006. Since the toilet facility to schools was now being provided by the Department of Drinking Water Supply, Ministry of Rural Development under TSC scheme, SSA funds were not provided.

						—	Boundary Walls - Out of 160 boundary walls approved till 2004-05, 94 have been completed as on 15 January 2006. In SSA priority is given to basic infrastructure of additional classroom, school buildings etc. Boundary wall is given the last priority.
14.	Manipur	—	623 schools had no buildings.	Out of 42 selected schools, 19 schools had no drinking water facility.	No separate toilets for girls in 33 schools	38 schools had no electricity.	
15.	Mizoram	—		1208 schools had no drinking water facility.	974 schools had no toilets. 1936 school had no separate toilet for girls.	-	Mizoram being a hilly area, providing piped water is not feasible. However, rain water harvesting is practiced in all schools. Toilets will be provided in all schools through convergence with other Departments.
16.	Nagaland	—	86 per cent schools were in dilapidated condition.	76 per cent schools had no drinking water facility.	97 per cent schools had no separate toilets for girls.	94 per cent schools had no electricity.	Considering the ceiling of 33% of the outlay on civil works, it is not possible to complete all the infrastructure gap early. The civil works will be taken up in a phased manner. The drinking water and toilets will

1	2	3	4	5	6	7	8
							be completed through convergence. The Ministry's reply is not tenable as removing the ceiling of 33 per cent of the outlay on civil works would affect other components of the scheme.
17.	Orissa	Of 27374 works, only 3883 were completed.	1819 schools had no buildings.	2668 schools had no drinking water facility.	31131 schools had no toilets	41205 schools had no electricity.	—
18.	Punjab	In Amritsar district, Rs. 57 lakh was released for construction of 19 schools. However, no expenditure was incurred.	2 schools constructed at a cost of Rs. 6 lakh in November 2002 were lying unused.	—	—	—	
19.	Rajasthan	-	690 schools had no building.	3941 schools had no drinking water facility.	3345 schools had no toilets.	9313 schools had no electricity.	Drinking water and toilets will be provided to all the schools through convergence. Other infrastructure gaps will be provided through SSA within the permissible ceiling of civil works.
20.	Tamil Nadu	Of 26,483 works sanctioned, 666 were in hand. In Salem district,	—	—	—	—	In Salem district the amount was immediately distributed to other works to prevent delay

		Rs. 24.17 lakh was refunded as works were not stated due to lack of coordination between members of VEC and school authorities.	—	—	—	—	in start of work. All the buildings have been completed.
21.	Tripura	Against the Target of construction of 725 additional classrooms during 2003-05, only 400 were completed as on 31 March, 2005.	—	191 schools had no drinking water facilities.	296 schools had no toilet facilities.	—	
22.	Uttar Pradesh	Out of 16395 schools sanctioned, 5089 schools were not completed as on March 2005.	1568 schools had no building.	7764 schools had no drinking water.	32442 schools had no toilets.	27143 schools required major repairs.	The major repairs are not provided for in the Manual of Financial Management and Procurement. The Ministry's contention is not tenable as paragraph 27.2 of the Manual of Financial Management and Procurement clearly states that there is no distinction between major and minor repairs.
23.	Uttranchal	Out of 635 school buildings approved, 219 buildings were lying incomplete.	—	—	—	—	—
24.	West Bengal	Against a target of 30940 items of work, only 4857 items of work were	Out of 61695 schools, 10084 schools were single	9838 schools had no drinking water facility.	24291 schools had no	—	While majority of the infrastructure gap will be filled within the next two years

1	2	3	4	5	6	7	8
		completed as on March 2005.	roomed.	—	toilets. 43146 schools had no separate toilets for girls.	—	under SSA, the drinking water facilities and toilets will be provided through convergence.
25.	Chandigarh	Excess expenditure of Rs. 243 crore was incurred on civil works.	—	—	—	—	—
26.	Dadra & Nagar Haveli	427 works with an outlay of Rs. 4.91 crore was targeted, but not a single work was undertaken and the entire amount remained unutilised.	—	—	—	—	—
27.	Delhi	—	Out of 68039 classrooms, 14325 classrooms were in temporary structures.	161 schools had no drinking water.	272 schools had no toilets. 537 schools had no separate toilets for girls.	—	242 schools had no electricity.
28.	Lakshadweep	Though funds were provided for one school 16 additional classrooms, toilet facilities etc., no work had been carried out as on October 2005.	—	—	—	—	—
29.	Pondicherry	Against Rs. 2.48 crore provided in approved annual plan for 2002-04	—	—	—	—	—

for executing 803 civil works,
no work was taken up during
2004-05 against a fresh target
of 669 works, only 318 works
were executed (expenditure
Rs. 56 lakh).

(Refers to paragraph 7.4.13.2 & 7.4.13.4)

State-wise details of progress in service teacher training till end March 2005

(Rs. in lakh)

Sl. No.	Name of the State	In-service Teacher Training (20 days)					
		Target (Trs. to be trained)		Achievement		Percentage	
		Financial	Physical	Financial	Physical	Financial	Physical
1.	Andhra Pradesh	1453.38	104356	928.54	92212	64%	88%
2.	Arunachal Pradesh	108.29	7735	21.68	550	20%	7%
3.	Assam	1105.53	105287	962.40	107006	87%	102%
4.	Bihar	1413.60	100974	377.39	27048	27%	27%
5.	Chhattisgarh	1428.88	102065	415.74	35634	29%	35%
6.	Gujarat	1828.97	130642	880.08	9079	48%	7%
7.	Haryana	950.57	67897	651.32	56642	69%	83%
8.	Himachal Pradesh	628.71	898160	339.99	522986	54%	58%
9.	Jammu & Kashmir	702.65	50189	514.63	0	73%	0%
10.	Jharkhand	653.68	46691	206.81	6531	32%	14%
11.	Karnataka	2710.88	193634	1162.19	193634	43%	100%
12.	Kerala	1575.87	112562	488.45	95118	31%	85%
13.	Madhya Pradesh	1295.28	97480	605.06	75295	47%	77%
14.	Maharashtra	6080.53	406730	1438.91	0	24%	0%
15.	Manipur	42.24	2817	46.10	3293	109%	117%
16.	Meghalaya	266.42	16171	0.00	0	0%	0%
17.	Mizoram	7.07	505	7.07	505	100%	100%
18.	Nagaland	143.01	10215	116.28	8174	81%	80%
19.	Orissa	60.61	4329	8.98	664	15%	15%
20.	Punjab	1002.54	80710	0.53	50452	0%	63%
21.	Rajasthan	1509.98	107856	0.00	21679	0%	20%
22.	Sikkim	60.62	4162	9.78	699	16%	17%
23.	Tamil Nadu	2582.90	184494	1873.31	184392	73%	100%
24.	Tripura	76.27	8426	76.27	8426	100%	100%
25.	Uttar Pradesh	5619.00	401296	1507.00	363508	27%	91%
26.	Uttaranchal	377.05	56183	341.36	41489	91%	74%
27.	West Bengal	1539.66	109976	413.75	59108	27%	54%
28.	Andaman & Nicobar Islands	43.16	3083	3.42	0	8%	0%
29.	Chandigarh	30.21	2158	14.97	1017	50%	47%
30.	Dadra & Nagar Haveli	8.78	627	0.00	0	0%	0%
31.	Daman & Diu	6.37	455	0.00	0	0%	0%
32.	Delhi	300.08	42868	203.09	30776	68%	72%
33.	Lakshadweep	5.87	419	0.00	0	0%	0%
34.	Pondicherry	71.63	5116	8.11	4401	11%	86%
	Total	35690.28	3466268	13623.20	2000318	38%	58%

(Refers to paragraph 7.4.15.2)

State-wise details of Community training during 2004-05

(Rs. in lakh)

Sl. No.	Name of the State	Community Training			
		Approved outlay/target		Achievement	
		Financial	Physical	Financial	Physical
	(Rs. in lakh)	(No. of persons)	(Rs. in lakh)	(No. of persons)	
1.	Andhra Pradesh	89.14	148596	58.14	87527
2.	Arunachal Pradesh	12.15	20254	0.00	0
3.	Assam	105.54	175908	105.22	189759
4.	Bihar	133.25	222047	68.39	135152
5.	Chhattisgarh	92.17	153608	77.62	32816
6.	Gujarat	97.89	163161	41.63	57067
7.	Haryana	32.46	54086	11.37	18950
8.	Himachal Pradesh	62.65	104418	54.11	47068
9.	Jharkhand	97.94	163241	49.33	117010
10.	Karnataka	146.02	243364	64.16	95945
11.	Kerala	20.44	34052	10.23	31057
12.	Maharashtra	193.49	322450	139.37	0
13.	Manipur	10.53	17560	13.46	20936
14.	Meghalaya	25.70	42840	17.21	7171
15.	Mizoram	4.31	7172	2.67	421
16.	Madhya Pradesh	263.11	438512	159.46	438512
17.	Nagaland	5.24	8728	5.24	0
18.	Orissa	191.52	319262	132.65	319300
19.	Punjab	50.03	88608	7.49	942
20.	Rajasthan	77.05	128408	51.30	93504
21.	Sikkim	3.21	5356	2.50	2730
22.	Tamil Nadu	83.79	139660	78.62	131040
23.	Tripura	4.24	7058	4.24	0
24.	Uttar Pradesh	278.32	463861	6.40	12696
25.	Uttaranchal	71.91	26806	29.28	13626
26.	West Bengal	111.24	185416	151.96	0
27.	Chandigarh	0.00	0	0.00	0
28.	Dadra & Nagar Haveli	0.40	660	0.00	0
29.	Daman & Diu	0.20	340	0.00	0
30.	Delhi	4.40	7352	0.00	0
31.	Lakshadweep	0.07	177	0.00	0
32.	Pondicherry	0.91	1518	0.57	1172
	Total	2269.32	3694419	1342.62	1854401

(Refers to paragraph 7.5.2.5)

State-wise out of school-disabled children in the age group of 6-14

(per thousand)

Sl. No.	Name of the State	Disabled
1.	Andhra Pradesh	183
2.	Arunachal Pradesh	0
3.	Assam	505
4.	Bihar	318
5.	Chandigarh	—
6.	Chhattisgarh	537
7.	Dadra & Nagar Haveli	0
8.	Daman & Diu	—
9.	Delhi	97
10.	Gujarat	97
11.	Haryana	754
12.	Himachal Pradesh	197
13.	Jharkhand	380
14.	Karnataka	265
15.	Kerala	77
16.	Lakshadweep	561
17.	Madhya Pradesh	418
18.	Maharashtra	387
19.	Manipur	1000
20.	Meghalaya	—
21.	Mizoram	935
22.	Nagaland	726
23.	Orissa	133
24.	Pondicherry	—
25.	Punjab	77
26.	Rajasthan	346
27.	Sikkim	640
28.	Tamil Nadu	184
29.	Tripura	512
30.	Uttaranchal	851
31.	Uttar Pradesh	618
32.	West Bengal	349
	All India	315

List of Abbreviations

AIE	Alternative and Innovative Education
AS	Alternative Schooling
AWP&B	Annual Work Plan and Budget
BRC	Block Resource Centre
BRCC	Block Resource Centre Coordinator
BTEC	Basic Teacher Education Centre
CEC	Continuing Education Centre
CRC	Cluster Resource Centre
CRCC	Cluster Resource Centre Coordination
DEEP	District Elementary Education Plan
DIET	District Institute of Education and Training
DISE	District Information System for Education
DPEP	District Primary Education Programme
ECCE	Early Childhood Care and Education
ECE	Early Childhood Education
EGS	Education Guarantee Scheme
EMIS	Education Management Information System
FMP	Manual of Financial Management and Procurement
ICDS	Integrated Child Development Scheme
IMRB	Indian Market Research Bureau
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MLL	Minimum Levels of Learning
NCTE	National Council of Teacher Education
NGO	Non-Governmental Organisation
NLM	National Literacy Mission
NPE	National Policy on Education
PAB	Project Approval Board
PMGY	Prime Ministers Gramodaya Yojana
PMIS	Project Management Information system
PTA	Parent Teacher Association
SCERT	State Council of Educational Research and Training
SEC	School Education Committee
SIEMAT	State Institute of Educational Management and Training
SIS	State Implementation Society
SMC	School Management Committee
SPO	State Project Office
SRC	State Resource Centre
SRI	Social and Rural Research Institute
SSA	Sarva Shiksha Abhiyan
TLE	Teaching Learning Equipment
TLC	Total Literacy Campaign
TLM	Teaching Learning Material
UEE	Universal Elementary Education
VEC	Village Education Committee