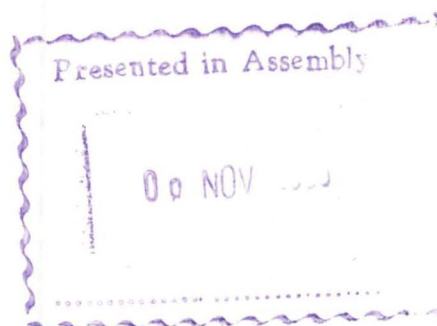
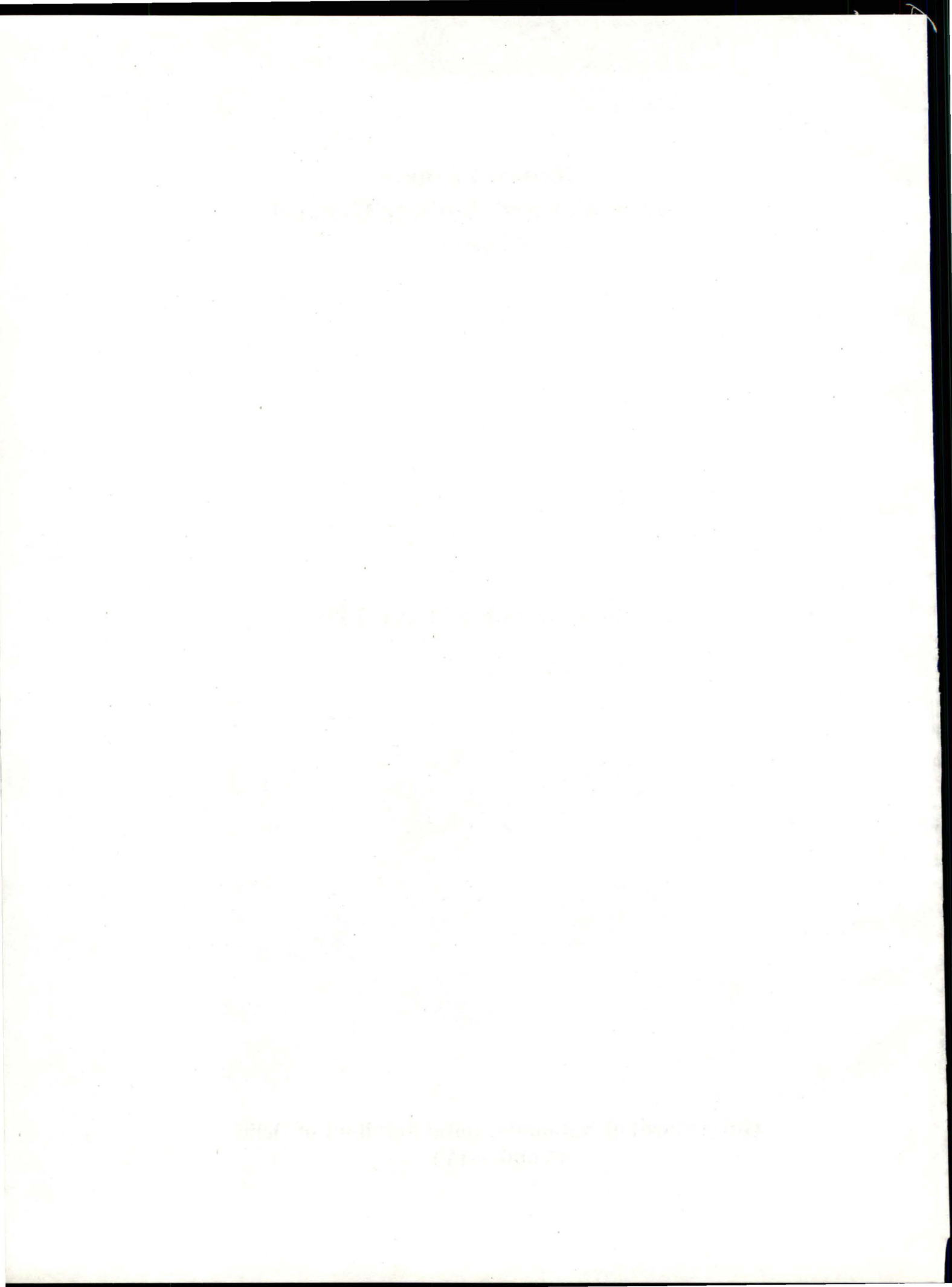


**Report of the  
Comptroller and Auditor General  
of India**

**for the year ended March 2005**



**Government of National Capital Territory of Delhi  
(Volume-IV)**



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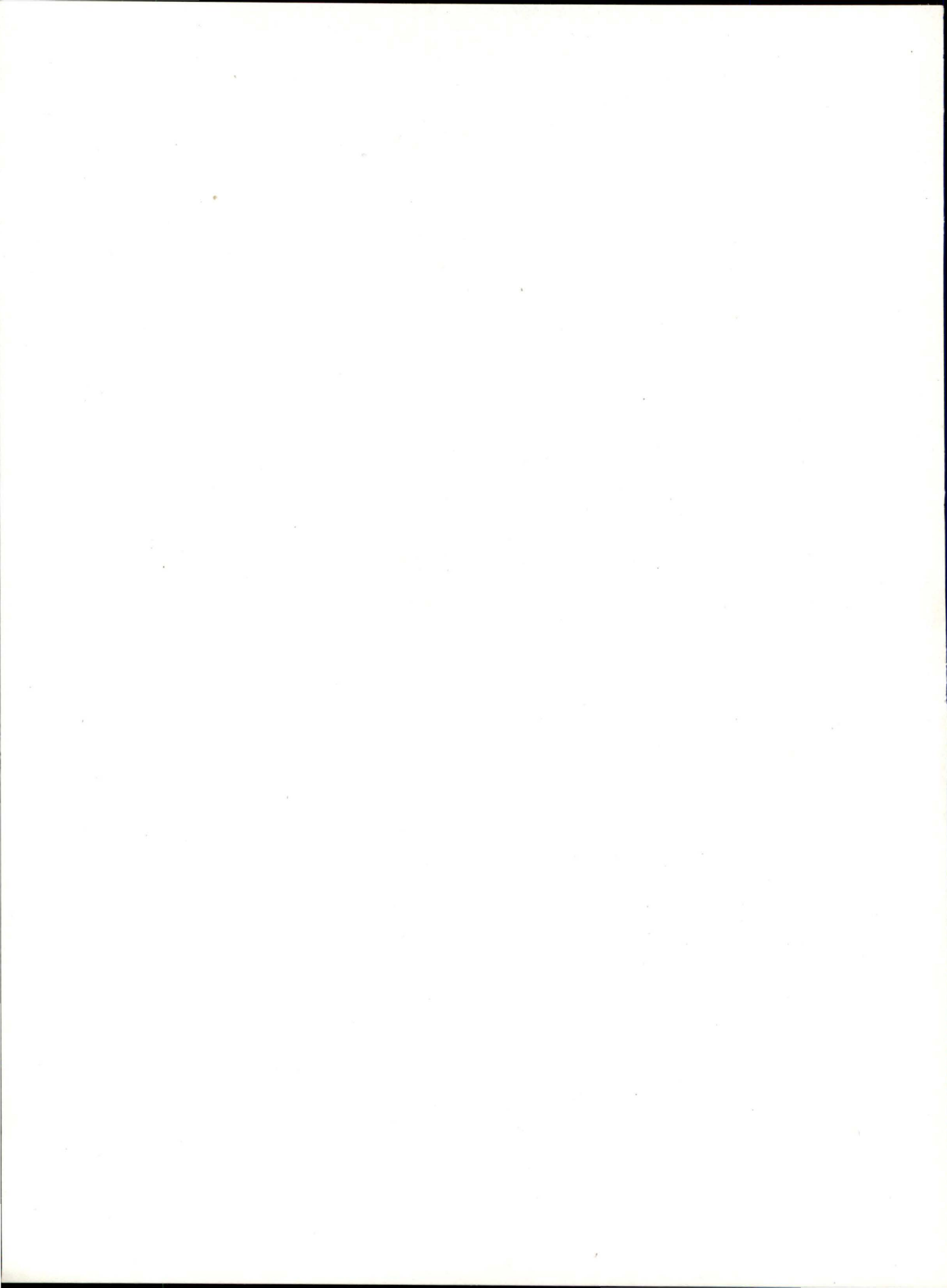


## PREFACE

This Report for the financial year ended March 2005 has been prepared for submission to the Lieutenant Governor under Article 151(2) of the Constitution of India. It covers matters arising from audit of the accounts of the Government of the National Capital Territory of Delhi.

The audit observations on the Finance Accounts and Appropriation Accounts of the Government of National Capital Territory of Delhi for the financial year 2004-05 and the matters arising from test audit of the financial transactions of the Government of Delhi and its public sector undertakings have been included in Volume-I of the Report. Volume-II of the Report contains the results of five performance audits of civil departments conducted during the year while audit observations on revenue receipts are in Volume-III. These three volumes were tabled in the Delhi Legislative Assembly on 17 March 2006.

The present volume contains the results of a performance audit on implementation of the Sarva Shiksha Abhiyan in Delhi. The appraisal was conducted through test check of the records of the state level registered society named the Universalisation of Elementary Education Mission set up to implement the programme under the administrative control of the Department of Education, Government of National Capital Territory of Delhi.





## OVERVIEW

The Sarva Shiksha Abhiyan (SSA) was launched in 2001-02 as a flagship programme of the Union Ministry of Human Resource Development (MHRD) aimed at providing elementary education to all children in the 6-14 age groups in the country by 2010. A performance audit was conducted of the implementation of the programme in the National Capital Territory (NCT) of Delhi during the period 2002-03 to 2004-05. The performance audit revealed slow progress of implementation of the program and poor utilization of funds as well as a certain lack of seriousness as reflected in the composition of the structures set up to implement the scheme which was not commensurate with its national importance and overall objectives.

The SSA envisages close involvement and participation of the local community and stakeholders in both the planning process and in determining the areas of spending. There was however no such participation in the formulation of the annual plans which were formulated largely at the headquarters of the Universalisation of Elementary Education (UEE) Mission itself. The District Information System for Education (DISE) prepared by the mission for the years 2003 and 2004 was incomplete and inconsistent and it failed to serve as an input to the planning process. There was a decreasing trend of enrollment of male students in all districts except North West district which was indicative of either an alarming number of children not joining schools or lack of authenticity of the data.

The SSA specifically envisages targeting meaningful quality education for SC/ST children through suitable/special interventions responding to their special needs and problems. The UEE Mission however proposed no special intervention for the education of SC/ST children during 2003-04 and 2004-05 despite a decline in their enrollment at the primary level during 2004-05. A survey commissioned by audit indicated that the ratio of out of school children per thousand children in the age group 6-14 years was 90 in respect of SC children in Delhi as compared to 19 in Chandigarh, two in Pondicherry, 69 in Haryana, 43 in Punjab and 89 in Rajasthan.

The performance audit also indicated that while the overall strength of teachers in the national capital was adequate, there was no uniformity in posting of teachers leading to a skewed distribution of teachers which was bound to affect the quality of education in the schools having an adverse pupil teacher ratio. Training which is essential to equip the teachers with the necessary skills fell far short of the stipulated requirements. Against the requirement of 20 days training for all in-service teachers of primary and upper primary schools, training of only two days was imparted to 1,498 out of 45,359 teachers and 20 days training to 14,559 out of 42,000 teachers during 2003-04 and 2004-05 respectively.

Adequate attention had not been paid to provision of infrastructure in terms of school buildings and essential facilities within the schools. About 13,591 class rooms were in partially pucca structures while 734 class rooms were in kuchcha structures and 818



class rooms were in tents. Over 1.6 lakh children were studying in schools without electricity while over a lakh children did not have even drinking water facility in their schools. In addition, over 1.75 lakh children were in schools which lacked toilet facilities. Yet, no action had been taken to progressively provide for such basic infrastructure over the years.

One of the major objectives of the SSA was to bring all children within the educational network by 2003 either through formal schools or through education guarantee centres, alternative schools, learning centres, etc. A study conducted by the Union Ministry of Human Resource Development in 2004-05 assessed the number of out of school children in Delhi to be around 4.15 lakh. The survey commissioned by audit indicated that about 42 children per thousand in the age group 6-14 years were out of school in Delhi as compared to 19, 12, 34 and 24 per thousand in Chandigarh, Pondicherry, Haryana and Punjab respectively. Moreover, there was inadequate control and monitoring of the learning centres run by NGOs which raised the possibility of NGOs inflating their claims and being overpaid.

The SSA envisaged special attention to be paid to children with special needs and the urban deprived children. Government of Delhi had identified around 30,186 children with special needs and 5,400 urban deprived children. However no strategies were devised to impart education to these children during 2003-04 and 2004-05.



## Implementation of Sarva Shiksha Abhiyan in the NCT of Delhi

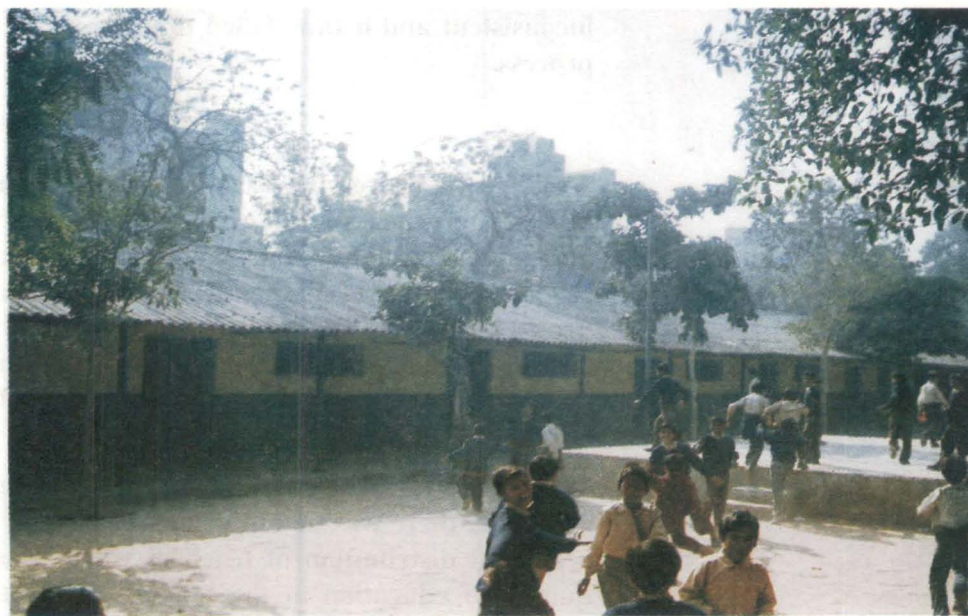


Figure-1: MCD Primary School, Trilokpuri, Delhi

### Highlights

The Sarva Shiksha Abhiyan was launched in 2001-02 to attain universal elementary education across the country by 2010. A performance audit of the implementation of the programme in the NCT of Delhi revealed the following:

The SSA envisages close involvement and participation of the local community and stakeholders in both the planning process and in determining the areas of spending. The plans are to be developed through consultative meetings and interaction with the community and target groups at various levels so as to reflect local specificity. There was however no such participation in the preparation of the annual plans which were formulated largely at the headquarters of the UEE Mission itself.

*(Paragraph 7.2)*

The District Information System for Education (DISE) is considered to be the backbone of an educational management information system operating at the district, state and national level and is the primary source used for planning and implementation of the programme. However, the DISE information prepared by the mission for the years 2003 and 2004 was incomplete and inconsistent and it thus failed to serve as an input to the planning process.

*(Paragraph 7.5)*

There was a decreasing trend of enrollment of male students in all districts of the capital except North-West district which was indicative of either an alarming number of children not joining the schools or lack of authenticity of the data. There was also a decrease in the enrollment of children from the SC community and of SC/ST girl children at the primary level during 2004-05.

*(Paragraphs 8.1 & 8.2)*

While the overall strength of teachers in the national capital was adequate, there was no uniformity of posting of teachers leading to a skewed distribution of teachers which was bound to affect the quality of education in the schools having adverse pupil teacher ratio.

*(Paragraph 8.3)*

About 734 class rooms were in kuchcha structures while 818 class rooms were in tents. Over 1.6 lakh children were studying in schools without electricity while over a lakh did not have even drinking water facility in their schools. In addition, over 1.75 lakh children were in schools which lacked toilet facilities. Despite these glaring infrastructural shortcomings, the department took no steps to provide these basic facilities in its annual plans and budgets.

*(Paragraphs 8.5, 8.6 & 8.7)*

Under the SSA objectives, all children should be in school, education guarantee centre, alternative school, and 'back to school' camp by 2003. The Mission estimated that there were around 1.88 lakh out-of-school children. However, only 1.33 lakh out-of-school children were brought into the non-formal system of education through learning centres as of 31 March 2005.

*(Paragraph 8.10)*



**Government of Delhi had identified around 30,186 children with special needs and 5,400 urban deprived children. However, no strategies were devised to extend educational facilities to them during 2003-04 and 2004-05.**

*(Paragraphs 10.2 & 10.4)*

***Summary of the main recommendations***

- *The organizational setup should be brought in line with that envisaged in the SSA guidelines so as to enable it to carry forward the objectives of the programme in an effective manner.*
- *The key to successful implementation of a programme is proper planning based on authentic and current information. The Government should ensure expeditious preparation of the District Elementary Education Plan and a comprehensive District Information System for Education followed by the perspective and annual plans ensuring the involvement of the local communities, local bodies and organizations engaged in the field of education and other stakeholders.*
- *Government should undertake special initiatives to ensure enrollment of children from the SC/ST community which is one of the important objectives of the SSA.*
- *The distribution of teachers needs to be rationalized so as to bring the pupil teacher ratio to near the stipulated norm across all the schools in the national capital so as to ensure uniformity in the quality of education being imparted and the time being devoted to each child by a teacher.*
- *The Government needs to prepare a comprehensive infrastructure development plan to convert all the kuchcha structures and tented schools into pucca structures in a phased but time bound manner. It must review on priority basis the requirement of electricity, water and toilet facilities in the existing schools and ensure provision of these basic facilities without delay.*

*Government must prepare a time bound plan to bring all out-of-school children within the educational framework at the earliest as the target date set by SSA has already been exceeded. There needs to be greater monitoring of the Learning Centres so as to ensure both mainstreaming of children as envisaged in the SSA as well as to guard against inflated claims.*

- *Government should ensure that suitable strategies are worked out for the education of special focus groups i.e. girl child, SC/ST children, children with special needs and urban deprived children under the innovative component.*

## **1. Introduction**

The Sarva Shiksha Abhiyan (SSA) was launched in 2001-02 as a flagship programme of the Union Ministry of Human Resource Development (MHRD) aimed at providing elementary education to all children in the 6-14 age groups in the country by 2010. It emphasizes the 'bottom up' approach to planning wherein the felt needs of the served communities and educational needs of the learners are recognized and factored into the broad framework of the programme.

## **2. Organizational set-up**

SSA is being implemented in Delhi by a state level registered society named the Universalisation of Elementary Education (UEE) Mission. The Mission is responsible for planning, implementation, monitoring and evaluation of the programme. As per the Memorandum of Association of the Society, there is a Governing Body with the Minister of Education, Government of Delhi, as Chairperson and an Executive Committee with Director of Education of the Government of Delhi as Chairperson.

## **3. Audit objectives**

The main objectives of the performance audit were:

- to examine the efficacy of the planning process and to evaluate the budgetary procedure and practices;
- to assess whether major interventions were carried out as per the scheme stipulations;
- to assess whether meaningful research activities had been undertaken under the programme and research findings were disseminated to facilitate quality improvement in teacher learning;
- to assess whether the out reach of education for girls, scheduled castes and tribal children expanded and the infrastructure provided was optimum; and

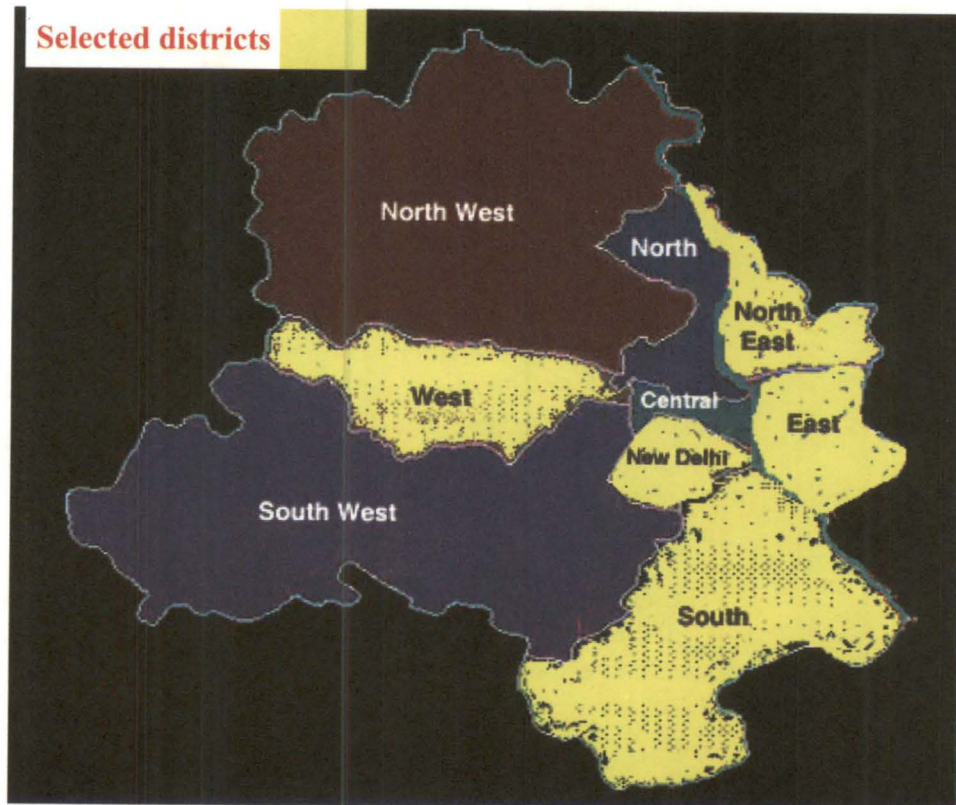


- to examine and evaluate efficiency of implementing various activities through NGOs.

#### 4. Scope and methodology of audit

The performance audit involved scrutiny of records of the UEE Mission and of 84 schools and 15 learning centres in five districts (New Delhi, East, North East, South and West) pertaining to the period 2002-03 to 2004-05. The districts as well as the schools and learning centres were selected through statistical sampling.

Figure – 2: Selected districts



A survey was also got conducted by the Social and Rural Research Institute to assess the effectiveness and impact of the implementation of the programme in Delhi.

The draft performance audit report was referred to the Government in October 2005 and discussed at a meeting held in November 2005 with Secretary, Education. The views expressed at the meeting and comments subsequently

received from the Government in November 2005 have been incorporated in the review.

## **5. Management structure**

The guidelines of MHRD stipulate that the chairperson of the Executive Committee of the state implementation society should be the Chief Secretary or the Education Secretary with a State Project Director at the State level and a District Project Officer at the district level. The chairperson of the Governing Body should be the Chief Minister or the Education Minister. There should also be block/zone/cluster level structures to provide academic supervision and on site support to the field level functionaries and to monitor the actual implementation of the programme.

Contrary to the SSA guidelines, the Director of Education was the chairman of the Executive Committee of the UEE Mission and not the Secretary, Education. This reduced the authority which it could command to implement the programme. The work of the State Project Director was also being looked after by the chairman of the Executive Committee. Moreover, the entire functioning of the Mission was centralized at its headquarters. There was no management structure at the block/zone/cluster level in NCT of Delhi. The structure at the district level was an ad-hoc temporary arrangement with the Deputy Director of Education as the district coordinator assisted by a nodal officer from the directorate of education and a part time assistant coordinator from District Institute for Education and Training (DIET). The Mission did not have a whole time State Project Director at the state level. It was evident that the organizational structure was not commensurate with the importance of the programme.

The Government stated (November 2005) that the Executive Committee of UEE Mission had since been re-constituted with the Secretary (Education) as its Chairperson and added that various efforts were being made to ensure that the cluster level structures were made operational during the current financial year.

### ***Recommendation***

*The organizational setup should be brought in line with that envisaged in the SSA guidelines so as to enable it to carry forward the objectives of the programme in an effective manner.*



## 6. Budgeting for the programme

### 6.1 Financial overview

The year wise position of the grants received, spent and the unspent balance during the years 2002-03, 2003-04 and 2004-05 was as below:

**Table 1: Budget and Expenditure**

Year	Budget outlay	Unspent balance (O.B.)	Amount released		Total	Expenditure	Unspent balance (C.B.)	(Rs. in lakh)	
			Centre	State				Percentage of expenditure to outlay	Percentage of expenditure to releases
2002-03	--	--	161.27	15.00	176.27	52.57	123.70	--	29.82
2003-04	5225.65	123.70	1959.62	183.87	2267.19	514.80	1752.39	9.85	22.70
2004-05	4224.68	1752.39	--	176.87	1929.26	860.67	1068.59	20.37	44.61

Despite the fact that the Mission started the implementation of SSA programme only in the year 2003-04 and was behind schedule, the utilization of the funds remained poor ranging from 22.70 per cent to 44.61 per cent of the funds released.

The Government stated (November 2005) that the funds were under-utilised due to late start of the SSA activities in Delhi as it lacked the necessary infrastructure and sufficient manpower.

### 6.2 Financing pattern

The NCT of Delhi released only Rs.3.76 crore to the mission against its share of Rs.7.07 crore.

The SSA being a centrally sponsored scheme envisages that the assistance given by the Union Government and the State Government would be in the ratio of 85:15 during the IX Plan, 75:25 during the X Plan and 50:50 thereafter. Commitments regarding sharing of costs were to be taken from the state governments in writing who would also be required to maintain their level of investment in elementary education as in 1999-2000. The contribution as state share for SSA would be over and above this investment. The Government of India would release funds directly to the state implementation society. The State Government would transfer its share to the society within thirty days of the receipt of the central contribution. The appraisal and approval of plans should be completed in time for the first installment to meet the proposed expenditure of the first six months to be released by 15 April. Further installments would be released only after the State Government transferred its matching funds to the society and expenditure of at least 50 per cent of the funds (Centre and State) transferred had been incurred.

Audit scrutiny revealed that the Government of Delhi failed to meet its obligations under the SSA during all the three years from 2002-03 to 2004-05. The Government of India released Rs.21.21 crore to the Mission till 31 March

2005 and Delhi's share worked out to Rs.7.07 crore during this period. However, Government of Delhi had released only Rs. 3.76 crore till 31 March 2005.

### **6.3 Flow of funds**

Utilization of funds not decentralized as envisaged in SSA guidelines.

Under SSA, it is mandatory to involve the Village Education Committee, the School Management Committee and other community level organizations in planning, monitoring and supervision of schools and other facilities. All funds for civil works as well as repair and maintenance grant should be routed through the community. It was however observed in audit that though Vidyalaya Kalyan Samities (VKS) consisting mainly of members of resident welfare association, representatives of parent teacher associations, representative of NGOs, local personalities, etc. had been formed in the schools, no financial powers had been delegated to them. The funds were being deposited in the account of the principals of the schools and not in the VKS account and were spent through the principals without any involvement of VKS.

The Government stated (November 2005) that Village Education Committees (VEC) could not be formed since Delhi is mostly an urbanized state with only two rural blocks. However, VKS should be construed as a substitute for VECs. It added that though funds were deposited into the accounts of the heads of schools, they were utilised as per the directions of the VKS. The reply is not tenable as financial powers should have been devolved to the VKS and the funds deposited into a separate VKS account as envisaged in the SSA guidelines.

### **6.4 Treatment of releases of funds as final expenditure instead of as advances**

The SSA guidelines on financial management and procurement specifically provide that the funds released to the districts/sub-districts/local bodies should be initially classified as advances and indicated as such in the books of accounts. These advances shall be adjusted based on the expenditure statement/utilization certificate received by the society. The advances will constitute expenditure only when supported by appropriate utilisation certificates/expenditure statements. For this purpose, an advances register is to be maintained in the prescribed format.

However contrary to the above, funds released by the UEE Mission to the local bodies and district deputy directors of education were directly charged to expenditure and were not treated as advances nor was any advance register being maintained.



### **6.5 Internal audit**

The SSA manual on financial management and procurement provides for internal audit of the programme. However, the Mission had not evolved any system of internal audit nor was there any arrangement with any other organization for carrying out this function.

The Government stated (November 2005) that an internal audit system could not be evolved due to shortage of accounts personnel.

#### **Recommendation**

*The mission should introduce a proper internal audit system and strengthen internal checks to ensure proper utilization of funds.*

## **7. Planning for implementation of the programme**

### **7.1 Planning process and plan formulation**

SSA envisages a bottom up participatory approach to planning in a decentralized manner which not only creates a sense of ownership among the stakeholders but also generates awareness. SSA envisages the preparation of a District Elementary Education Plan (DEEP) as a comprehensive plan of action for the educational improvement of the whole district. Problems related to access, enrollment, retention and quality of education need to be identified and reflected in the DEEP.

The Mission admitted in September 2005 that DEEP was not prepared during 2003-04 and 2004-05.

### **7.2 Perspective plan and annual plans**

Proper planning, programme identification and beneficiary selection prior to implementation were essential for the success of the SSA. Under the programme, each SSA district had to prepare a perspective plan under DEEP up to 2009-10 based on data on education scenario collected through house hold survey, micro planning exercises, etc. Keeping the perspective plan in view, Annual Work Plan and Budgets (AWP&B) were to be prepared every year. An audit appraisal of the planning process indicated the following:

- The UEE Mission had not prepared any perspective plan till August 2005. The annual plans for 2003-04 and 2004-05 were formulated at the Mission headquarters only after receipt of the grants.

- The SSA manual envisages that the Annual Work Plan and Budget should be prepared and submitted by the State Mission to the Government of India by March every year. However, the annual plans for 2003-04 and 2004-05 were submitted by the UEE Mission to the Government of India on 16 February 2004 and 18 August 2004 respectively involving a delay of ten and five months respectively.
- SSA envisages the involvement of VEC and other local bodies/stake holders in planning and implementation including micro planning exercises. For the purpose of micro-planning, an area with clearly identifiable distinct geographical boundaries like roads, drains, parks etc. was demarcated as a kshetra. Delhi was divided into 1,812 kshetras and each kshetra was to be treated as a unit for planning and implementation of the programme. However, the mission had not done any ground work on involvement and participation of the community and other local bodies in planning and implementation nor had it made any use of any kshetra in this regard. Thus, the district and state annual plans for the years 2003-04 and 2004-05 were prepared without any inputs from the stakeholders undermining one of the very basic premises on which the programme is based.
- Under the SSA norms, three community leaders per school were to be given training on aims and objectives of SSA programme for two days in a year. No such training was arranged by the UEE Mission though it had made a provision of Rs.14.03 lakh and Rs 4.40 lakh during 2003-04 and 2004-05 respectively for this purpose.

The Government stated (November 2005) that though the perspective plan had been prepared, it could not be sent to MHRD as it required some modifications. It added that the plans for 2004-05 were prepared in time but they got delayed as the modifications suggested by the MHRD could not be carried out in time due to shortage of manpower.

### ***7.3 Data requirement and source of data for planning and plan formulations***

The primary sources of data required for planning and plan formulations are house hold survey, the District Information System for Education (DISE) data and research studies. The programme requires annual updating of the house hold survey data and the DISE data.

### ***7.4 House hold survey***

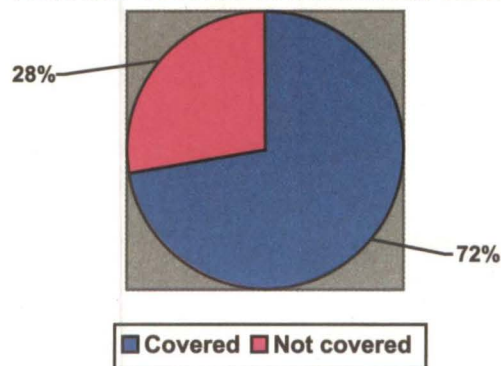
UEE Mission conducted a household survey in July 2003 at a cost of Rs.39.09 lakh. It remained incomplete and grossly deficient as only 1,308 of the total 1,810 kshetras were covered in the survey. The total number of households was



**No efforts made to undertake fresh household survey to update the data on out of school children.**

found to be 15.23 lakh while it was 25.54 lakh as per the census conducted in 2001. Consequently, the Mission extrapolated the census figure for the month of July 2003 as 28 lakh households for planning purposes. Similarly, the total population was found to be 75 lakh as compared to 1.38 crore found in 2001 census. This census figure was thus again extrapolated for the month of July 2003 and the population was taken as 1.55 crore. As per the household survey, the number of out-of-school children was estimated as 90,174. This figure was extrapolated to 1.88 lakh for July 2003.

**Kshetras covered in household survey**



The guidelines envisaged a comprehensive and definitive household survey for ascertaining the exact number of children in the 6-14 age groups and of those out-of-school. The survey was to cover each and every household of Delhi. Due to faulty household survey, the mission had to rely on the extrapolated data of 2001 census which did not constitute the definitive updated database envisaged under the guidelines and the whole expenditure incurred thereon remained unfruitful.

Admitting the audit observation, the Government stated (November 2005) that efforts had been initiated to undertake a fresh household survey to update the data on out-of-school children.

**7.5 District Information System for Education (DISE)**

An information system viz. District Information System for Education (DISE), to capture school wise data, was conceived as the backbone of an integrated educational management information system operating at the district, state and national level. DISE covers all recognized schools imparting education up to elementary level and also provides information on parameters like profile of teachers, medium of instructions, incentives, examination results and data on the number of disabled children studying in various grades.

The SSA framework clearly stipulates that it is mandatory to track the progress of each and every child. As such, it was essential to gather information about

all children up to the age of 14 years – enrolled or never enrolled, out-of-school or within the system, studying in private schools or schools of autonomous bodies/government. It was, however, observed that there was no system to prepare the DISE data at district level till 2004-05.

The Government stated (November 2005) that there were some loopholes in the collection of DISE data primarily due to inadequate understanding of the schools under the coverage zone. However, once the trained manpower was in place, the discrepancies would be sorted out.

### **7.6 Management Information System (MIS) cell at districts**

**MIS cell not operational at district level.**

District level MIS Cells for implementation of DISE are required to be established at each district to support the State MIS cell. After the data has been adequately scrutinized and shared at the district level, it is sent to the state level MIS cell where the data from all districts will be merged to obtain state level analytical reports. However, no MIS Cell had been set up at the district level till March 2005.

Under the SSA norms, one MIS coordinator/systems analyst, two assistant programmers and four data entry operators are required for establishing an MIS Cell at the state level. Audit scrutiny revealed that the Mission did not follow the prescribed norms in the deployment of MIS staff. Instead, it recruited one system analyst, one network administrator, six programmers, two multimedia programmers, 20 assistant programmers, one GIS coordinator, three data entry operators and two peons and deployed them at the state level MIS cell.

In response to audit, the Mission informed (September 2005) that the MIS cell had developed eight modules (software) on students, student admissions, performance observation, infrastructure, attendance, teachers' performance, rationalization of teachers and for transfers and postings.

Audit observed that all the modules pertained only to schools of the Directorate of Education whereas SSA is not limited to schools of the Directorate but covers schools of MCD, NDMC and Delhi Cantonment Board located in Delhi. Further, the MIS unit which was required to prepare a complete and correct DISE data base for the SSA was engaged in other activities to the detriment of the programme. DISE information as prepared by the Mission headquarters for the years 2003 and 2004 was incomplete and inconsistent which was indicative of defective method of collection of data, lack of knowledge of data capture format, mistakes at data entry level, etc. It was also observed in audit that only data entries of the DISE information had been made by the Mission and no work to process the data further or generate any reports had been done till March 2005.



The Government stated (November 2005) that a strong MIS network had been put into place at the headquarters level in the first phase. The exercise for second phase district level MIS networking had now been taken up.

The reply was not tenable as the Mission had recruited the manpower and procured the infrastructure for district level MIS Cells but utilized the whole manpower at the state level MIS unit while the infrastructure provided at districts lay idle.

#### **7.7 Insufficient manpower both at district and state level structure**

The mission is manned by staff either borrowed from the NCT Government or hired on contract basis. The appraisal team of the Ministry of Human Resources and Development in its appraisal note for the Project Approval Board for the Annual Work Plan and Budget for 2005-06 approved a total manpower requirement in the UEE Mission of 123 personnel in various categories of posts. However, only 70 posts were filled leaving 53 vacancies including those of co-ordinators of planning and management, civil works and community mobilization and financial controller who were critical for micro level planning and effective implementation of the SSA.

The Government stated (November 2005) that the process of recruiting the required staff at State and district levels had been started.

#### **Recommendation**

*The key to successful implementation of a programme is proper planning based on authentic and current information. The Government should ensure expeditious preparation of DEEP and a comprehensive DISE followed by the perspective and annual plans ensuring the involvement of the local communities, local bodies and organizations engaged in the field of education and other stakeholders.*

## **8. Major interventions under SSA**

### **8.1 District-wise enrollment in primary schools**

The district-wise position of enrollment of boys and girls separately for

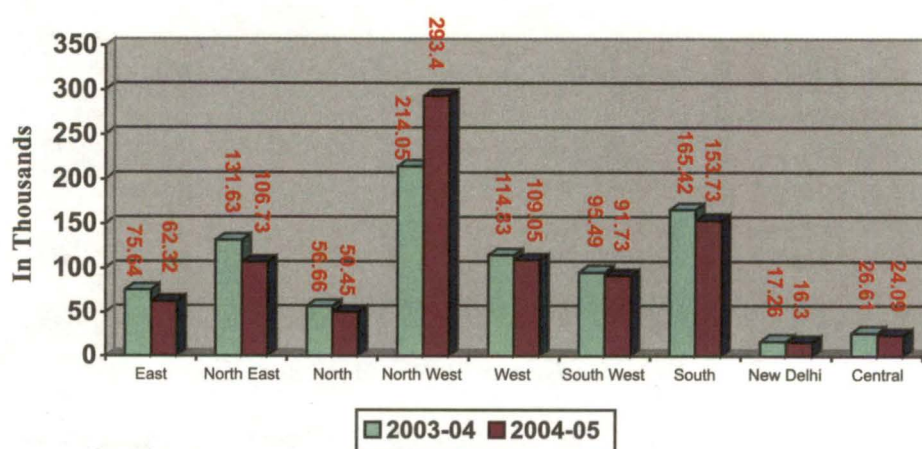
2003-04 and 2004-05 in respect of primary schools was as under:

**Table 2: District-wise enrollment in primary schools**

Sl. No.	District Name	Boys			Girls			Total		
		2003-04	2004-05	Percentage decrease/increase	2003-04	2004-05	Percentage decrease/increase	2003-04	2004-05	Percentage decrease/increase
1	East	75643	62319	- 17.61	64866	72772	+ 12.18	140509	135091	-3.85
2	North East	131631	106734	- 18.91	112574	125217	+11.23	244205	231951	-5.46
3	North	56662	50448	- 10.96	49329	43658	- 11.50	105991	94106	-11.21
4	North West	214049	293401	+ 37.07	177309	272736	+53.82	391358	566137	+44.66
5	West	114833	109054	- 5.03	96753	90945	- 6.00	211586	199999	-5.48
6	South West	95486	91731	-3.93	79996	76053	- 4.93	175482	167784	-4.38
7	South	165417	153734	-7.06	143148	130925	-8.53	308565	284659	-7.75
8	New Delhi	17263	16299	-5.58	14707	13826	-5.99	31970	30125	-5.77
9	Central	26606	24088	- 9.46	23704	21434	- 9.57	50310	45522	-9.52
	<b>Total</b>	897590	907808	+1.13	762386	847566	+ 11.17	1659976	1755374	+15.83

There was a decreasing trend of enrollment of male children at primary level in all the districts except North-West as depicted below:

**District-wise enrollment of boys in primary schools**



In light of the overall growth in population, the decreasing trend in the enrollment of boys at primary level was indicative of either an alarming number of children not joining the schools or lack of authenticity of the data.



The Government stated (November 2005) that there were inaccuracies in DISE data and efforts were being made to remove them. The reply confirms the lack of authenticity of the data and the failure of the Mission to take any meaningful steps to rectify them.

### 8.2 Coverage of 6–14 age group under elementary education

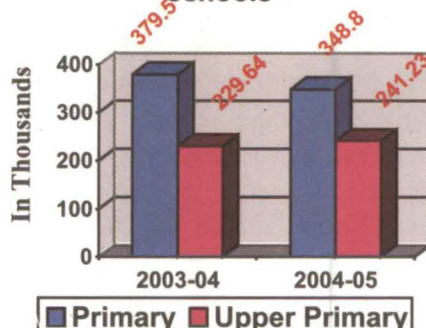
Year wise data of enrollment in the primary and upper primary schools for the years 2001–02 and 2002–03 was not available with the Mission. Data of enrollment for the subsequent years 2003-04 and 2004–05 was as below:

**Table 3: Enrollment of children in primary and upper primary schools**

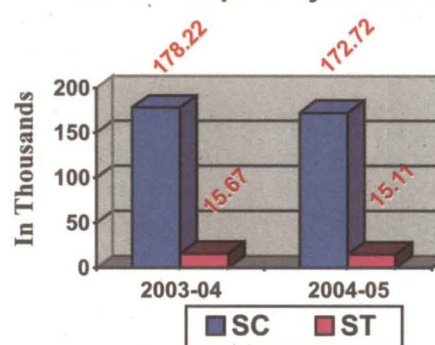
	Year	2003-04		2004-05	
		Primary	Upper Primary	Primary	Upper Primary
All communities	Male	8,97,590	5,40,523	9,07,808	5,91,532
	Female	7,62,386	4,67,911	8,47,566	5,22,656
	Total	16,59,976	10,08,834	17,55,374	11,14,188
SC	Male	2,01,185	1,21,655	1,76,084	1,27,585
	Female	1,78,216	1,07,982	1,72,715	1,13,649
	Total	3,79,501	2,29,637	3,48,799	2,41,233
ST	Male	18,145	10,188	19,585	10,597
	Female	15,669	8,680	15,107	9,270
	Total	33,814	18,868	34,692	19,868

While the total enrollment in the primary schools increased by 5.74 per cent from 2003-04 to 2004-05, the enrollment in respect of SC children decreased by 8.09 per cent in 2004-05. There was also a decrease in the enrollment of SC/ST girls from 2003-04 to 2004-05 at the primary level.

**Enrollment of SC children in primary and upper primary schools**



**Enrollment of SC/ST girl children in primary schools**

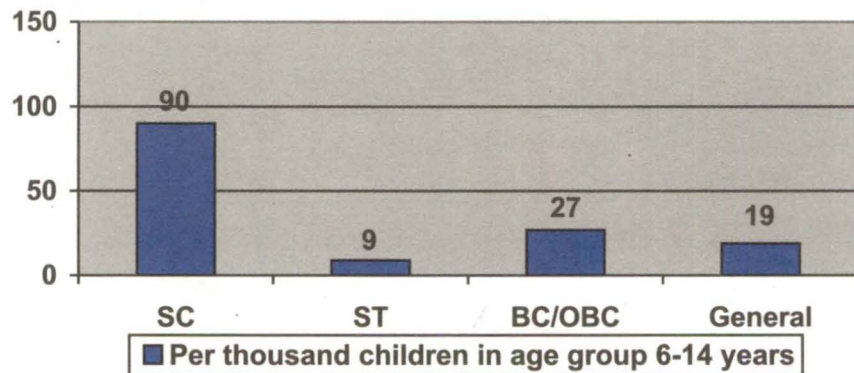


The SSA specifically envisages targeting meaningful quality education for the SC/ST children through suitable/special interventions responding to their special needs and problems. The UEE mission however proposed no special intervention for the education of the SC/ST children during 2003-04 and 2004-05 despite the decline in their enrollment at the primary level.

The survey commissioned by audit indicated that the ratio of out-of-school children per thousand children in the age group 6-14 years was 90 in respect of SC children in Delhi as compared to 19 in Chandigarh, two in Pondicherry, 69 in Haryana, 43 in Punjab and 89 in Rajasthan.

Further, it was nine per thousand in respect of ST children, 27 in respect of BC/OBC children and 19 in respect of general category children in Delhi.

Ratio of out-of-school children by social category



The Government stated (November 2005) that the actual position could not be arrived at due to inaccuracies in DISE data. The fact remained that the Mission did not include any proposal for special intervention for education of SC/ST children during 2003-04 and 2004-05.

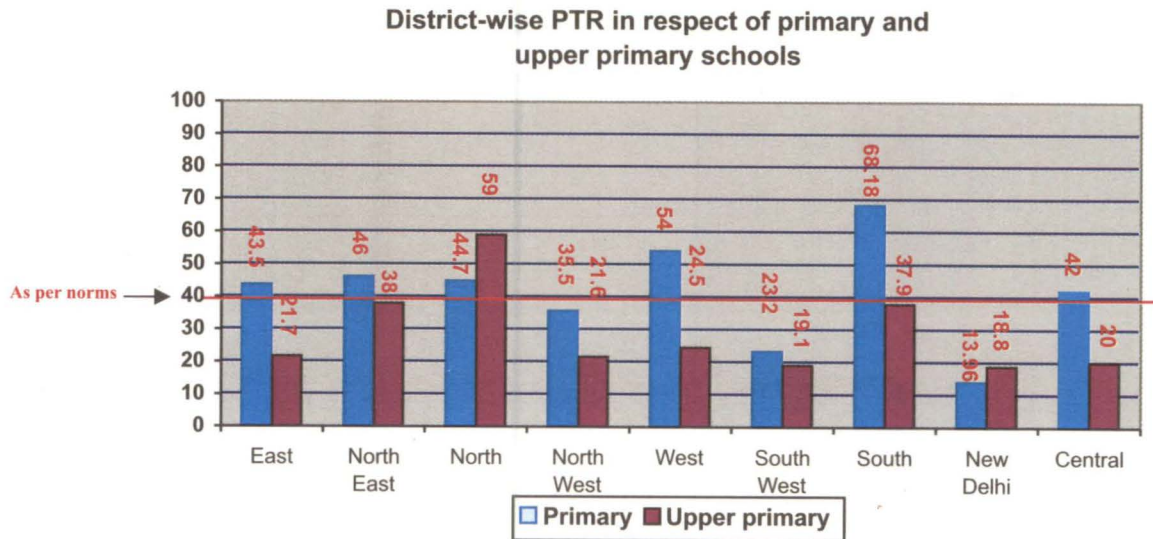
### 8.3 Pupil Teacher Ratio (PTR)

No uniformity in posting of teachers resulted in skewed distribution of teachers.

The SSA programme envisages one teacher for every 40 children in primary and upper primary schools. Additional teachers should be appointed in newly opened schools as well as existing schools if there were gaps in existing strength of teachers based on the above norms. The Pupil-Teacher Ratio (PTR) is to be calculated on the enrollment of students and sanctioned strength of teachers in each district. While the PTR for 2002 and 2003 was not available



with the Mission, the PTR for 2004-05 as per DISE data was as below:



While the overall PTR was 41.23 for the primary section, it was only 29 in respect of the upper primary section of schools. Further, the PTR was a low 13.96 and 23.20 in New Delhi and South-West districts primary schools respectively whereas the PTR was as high as 54 and 68.18 respectively in primary schools in West and South districts. Similarly, PTR was as high as 59 in North district while it was only 18.80 and 19.10 in New Delhi and South-west districts respectively in respect of upper primary schools.

Out of 2,445 primary and upper primary schools, 854 schools (35 per cent) had PTR lower than the norm ranging from 10 to 30 while 355 schools (14 per cent) had PTR higher than the norm ranging from 50 to 300. The overall picture which emerged was that while the strength of teachers at the primary level was adequate, there was no uniformity in posting of teachers resulting in a skewed distribution of teachers which was bound to affect the quality of education in the schools having adverse PTR.

The Government stated (November 2005) that while the actual position could not be arrived at due to inaccuracies in the DISE data, cases where the PTR was not as per the norms would be looked into and rationalized.

#### 8.4 Civil works

**Despite gross deficiencies in infrastructure, no civil works undertaken.**

SSA prescribes that civil work planning should be based on a school-wise infrastructure survey which should cover the number of the children, number of teachers, existing infrastructure like class rooms, toilets, drinking water, boundary walls etc. and the gaps in infrastructure.

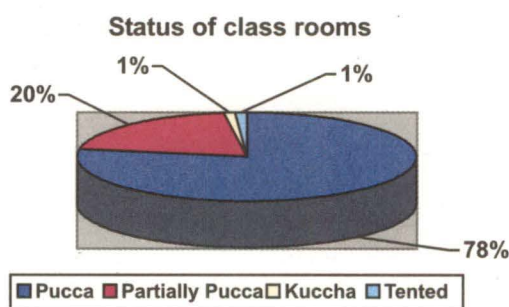
### 8.5 Status of Class rooms

The status of class rooms in various districts in 2004-05 was as under:

**Table 4: District-wise status of class rooms**

District name	Pucca	Partially Pucca	Kuchcha	Tent	Total
East	5504	2171	241	193	8109
North East	6766	1792	130	256	8944
North	2307	549	9	8	2873
North West	10478	2781	158	202	13619
West	6896	2121	36	15	9068
South West	6301	1373	91	57	7822
South	8019	2311	44	87	10461
New Delhi	2132	45	0	0	2177
Central	4493	448	25	0	4966
<b>Total</b>	<b>52896</b>	<b>13591</b>	<b>734</b>	<b>818</b>	<b>68039</b>

Out of 68,039 class rooms in the schools in NCT of Delhi, only 52,896 class rooms were pucca, 13,591 class rooms were partially pucca, 734 class rooms were in kuchcha structures and 818 class rooms were running in tents as depicted below:



The survey also pointed out that about 2.3 per cent of primary schools did not have any building at all while about 1.5 per cent of primary schools were in kuchcha structures. The structures were observed to be semi pucca in 28.2 per cent of primary, 20 per cent of upper primary and 3.7 per cent of high schools with upper primary sections.



Despite such infrastructural deficiencies, the Mission failed to make any proposal in its annual work plan and budget to change these kuchcha and tented structures into pucca classrooms till 2004-05.

**Figure – 3: MCD Primary School, Pandav Nagar, Delhi**



Accepting the audit observation, the Government stated (November 2005) that proposals for construction of class rooms were not included in SSA as they were being constructed from the State's Plan funds. However, a proposal for construction of 553 additional class rooms had been included in the annual Work Plan & Budget of 2005-06 which had been approved by the MHRD.

It was evident that the department had neglected the need for progressively constructing adequate number of class rooms over the years. Even after construction of 553 additional class rooms, there would still be 999 class rooms running in kuchcha or tented structures.

#### **8.6 Electricity and drinking water facilities**

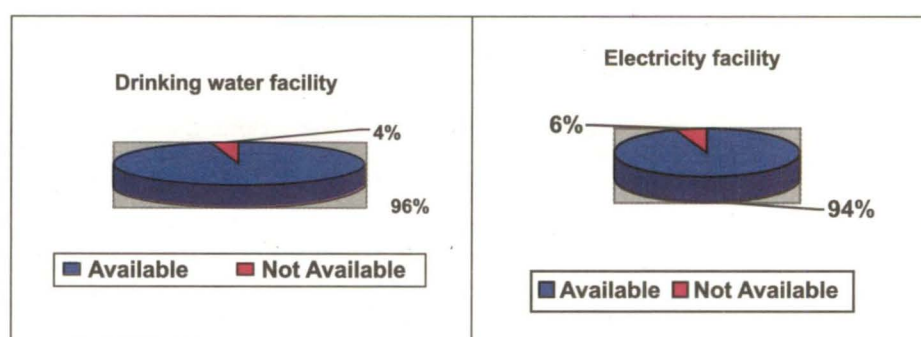
The position regarding availability of electricity and drinking water facilities for 28.69 lakh children of primary and upper primary schools in NCT of Delhi

during 2004-05 was as under:

**Table 5: District-wise availability of electricity and drinking water in schools**

District	Total number of schools	Electricity facility		Drinking water facility	
		Available	Not Available	Available	Not Available
East	503	472	31	492	11
North East	633	581	52	615	18
North	217	206	11	206	11
North West	734	697	37	698	36
West	490	467	23	470	20
South West	510	498	12	493	17
South	875	808	67	835	40
New Delhi	107	105	2	106	1
Central	386	370	16	379	7
<b>Total</b>	<b>4455</b>	<b>4204</b>	<b>251</b>	<b>4294</b>	<b>161</b>

Thus, electricity connections were not available in respect of 251 primary and upper primary schools (5.63 per cent) resulting in 1.6 lakh children having to study without the basic necessity of electricity. Drinking water facility was not available in 161 schools (3.61 per cent) thereby denying over a lakh children studying in these schools the basic facility of drinking water.



The Government stated (November 2005) that provision for providing water facilities in 68 schools had been made in the annual Work Plan & Budget for the year 2005-06 which had been approved by MHRD. However, there would still remain 251 schools without electricity facility.

### 8.7 Lack of toilet facilities

Keeping in view that a school must have a clean and hygienic campus, it is necessary to visualize the sanitation facilities required and make proposals for funds under SSA.



**Figure – 4: A toilet block in a primary school, Khichripur**

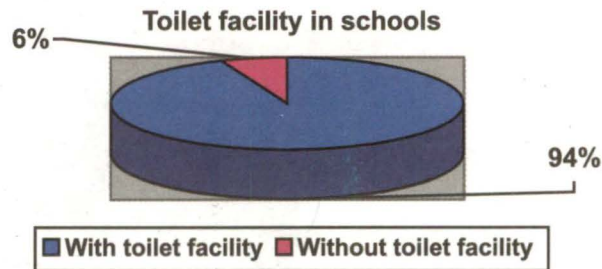


The position regarding toilet facilities available in the 4,455 primary and upper primary schools during 2004-05 was as under:

**Table 6: District-wise toilet facilities in schools**

District	Total school	Toilet facility		Separate toilets for girls	
		Available	Not Available	Available	Not Available
East	503	475	28	461	42
North East	633	602	31	581	52
North	217	199	18	187	30
North West	734	690	44	636	98
West	490	463	27	449	41
South West	510	483	27	442	68
South	875	809	66	754	121
New Delhi	107	98	9	89	18
Central	386	364	22	319	67
<b>Total</b>	<b>4455</b>	<b>4183</b>	<b>272</b>	<b>3918</b>	<b>537</b>

272 schools (6.10 per cent) were without toilet facilities, which implied that about 1.75 lakh children were being denied this basic requirement in their schools. Similarly, 537 schools (12.05 per cent) were without separate toilets for girls indicating that around 1.65 lakh girl children were denied the facility.



Despite the gaps in requirement of infrastructure, no civil works were undertaken nor proposed by the Mission during 2003–04 and 2004–05 though funds were clearly not a constraint and remained unutilized.

The Government stated (November 2005) that the proposal for construction of 553 additional classrooms would include the construction of pre-fabricated one-room toilets.

#### **8.8 *Non-establishment of State Institute of Educational Management and Training***

The SSA envisages a one time assistance of Rupees three crore for setting up of a State Institute of Educational Management and Training (SIEMAT) which was conceived as a centre for educational planning for those states which did not already have such an institute. Though there is no such centre in Delhi, the Mission did not make any provision in its AWP&B for the years 2003-04 and 2004–05 for this purpose.

The Government stated (November 2005) that the services of SCERT were being utilised by the UEE Mission for educational research and teachers training as such the proposal for establishing SIEMAT was not included in its earlier plans. However, this proposal had been included in the Annual Work Plan & Budget 2005-06 approved by the MHRD.

#### **8.9 *Non-establishment of Block Resource Centres/Cluster Resource Centres***

Teachers need continuous academic support preferably at their place of work and therefore the Block Resource Centres (BRC) and Cluster Resource Centres (CRC) at the block and cluster levels respectively were conceived as crucial for capacity building of the teachers and for providing them on-site support. As per SSA norms, there would ordinarily be one BRC in each community development block. If the district in which the urban area lies has no community development block, then BRC cannot be opened in that area. However, there is no restriction in opening of CRCs in urban areas.



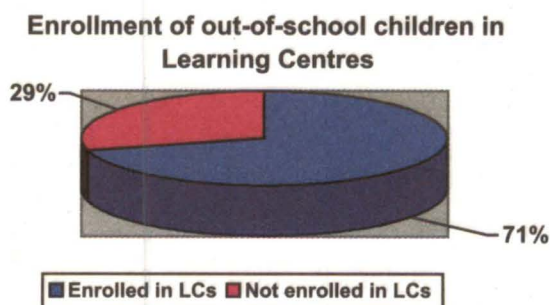
During the year 2003–04, no provision for funds was made by the Mission in its AWP&B for such BRCs/CRCs. During the year 2004–05, Rs.3.02 crore was provided for establishment of 224 CRCs in the NCT of Delhi. However, no CRC was established though an amount of Rupees four lakh was spent on the purchase of furniture for 40 CRCs. The furniture was lying unutilized in the schools where CRCs were proposed to be established.

The Government admitted (November 2005) that no provision had been made for construction of BRC/CRC in 2003–04. Although provision for construction of 101 CRCs was made in 2004-05, construction could not be started due to the high cost of construction of porta cabins which exceeded the approved cost of construction of each CRC as per MHRD norms. There was now a proposal to establish seven BRCs and 190 CRCs in all areas of Delhi during 2005-06.

### 8.10 Out-of-school children

One of the major objectives of SSA was to bring all children within the educational network by 2003 either through formal schools or through education guarantee centres, alternative schools, 'Back to School' camps, etc. The Mission had estimated that there were 1.88 lakh out-of-school children in Delhi in July 2003. Learning centres was however the sole strategy adopted by the Mission for mainstreaming out-of-school children into formal schools. No other interventions such as "back to school camps" "bridge course" etc. were adopted by the Mission to bring the out-of-school children within the education system.

Non-government organisations (NGOs) had enrolled only 1.33 lakh out-of-school children till 31 March 2005. The Educational Consultants of India Ltd. (a Government of India enterprise under MHRD) in its project report on "Manpower Need Assessment of UEE Mission" of 26 March 2004 had estimated the number of the out-of-school children in Delhi to be between six and seven lakh. Similarly, the appraisal team of the Union Ministry of Human Resource Development assessed (2004-05) the number of out-of-school children to be around 4.15 lakh.



The survey pointed out that about 42 children per thousand in the age group 6-14 years were out-of-school in Delhi as compared to 19 in Chandigarh, 12 in Pondicherry, 34 in Haryana and 24 in Punjab. Across the gender divide, 53 per thousand girls and 33 per thousand boys were out-of-school. The survey reported that 34.9 per cent of parents cited lack of affordability for not sending their children to school while 33.3 per cent stated that their children were "too young to go to school". The survey also brought out that 4.7 per cent of the urban blocks did not have a primary school within the radius of one kilometer.

The Government stated (November 2005) that efforts were being made to bring the remaining out-of-school children into the formal/informal education system through NGOs.

### 8.11 Learning Centres

The Mission involved NGOs on annual contract basis to run learning centres (LCs) which were established as an alternative approach for the education of 1.88 lakh out-of-school children under the education guarantee scheme. These NGOs were asked to furnish the list of out-of-school children in the kshetras in which they were interested in opening learning centres and once they had been allotted the kshetras, it was their responsibility to enroll all such out-of-school children. The mission was paying Rs. 845 per child per annum for the primary and Rs. 1200 per child per annum (2003-05) for upper primary level children to the NGOs. The learning centres were to be visited by the nodal officer/assistant coordinator once in a quarter for verification of the number of students present in the learning centres. On the basis of their report, the payment of the bills for the whole quarter was made to the NGOs. The NGOs were also given 10 per cent weightage in the attendance in their claims on the report of attendance furnished by the monitoring officers. An audit appraisal revealed as under:

NGOs running LCs were not producing desired results in terms of enrollment of out of school children due to lack of adequate supervision and monitoring.

- The learning centres are an interim measure and should not continue beyond a specific period for a child by which time arrangements must be made to absorb the child into the regular schooling system. The NGOs were required inter alia to ensure that 50 per cent of the children enrolled in their learning centres were mainstreamed annually into their respective classes in formal schools. Accordingly, at least 43,412 (i.e. 50 per cent of 86,825 children shown as enrolled during 2003-04 who had completed one year) should have been mainstreamed into formal schools. However, it was found that only 21,614 children had been mainstreamed till 31 March 2005.
- SSA programme required every out-of-school child to be enrolled either in formal school or in an education guarantee scheme or alternative and innovative education centre by 2003. However, only 71 per cent of the



out-of-school children surveyed in July 2003 had been enrolled till 31 March 2005.

- Monitoring of learning centres by the UEE Mission was ineffective. The nodal officer/assistant coordinator visited the learning centres only for verification of presence of children. The frequency of visit to a centre had not been prescribed. Nodal officers had not submitted any separate report on their visits to UEE Mission. In March/April 2005, two different officers conducted verification separately of the same learning centre on different dates and there was a startling difference in the figures of attendance of children given by the officers in their reports as shown under:

**Table 7: Attendance report of verifying officers**

Name of the verifying Officer	Name of the NGO					
	Bharat Ratan Dr. Bhim Rao Ambedkar Dalit Utthan evam Shiksha Samiti		Nai Umang		Rasta	
	No. of LCs	No. of Children present	No. of LCs	No. of Children present	No. of LCs	No. of Children present
Sh. S.S.Lal Nodal Officer	26	343 (13.2 per LC)	20	284 (14.2per LC)	15	293 (19.5per LC)
Sh. B.N.Singh Asstt. Coordinator	26	943 (36.3 per LC))	20	722 (36.1per LC)	13	464 (35.7per LC)

(Note: Figures in brackets indicate average number of children per LC)

While one of the verifying officers reported only 13 to 19 children present per learning centre, the other reported 36 children per centre. A joint inspection by audit of five learning centres of Bharat Ratan Dr. Bhim Rao Ambedkar Dalit Utthan Evam Shiksha Samiti revealed only four children per centre. This raises concerns as to the credibility and authenticity of the verification process.

Field inspection of 75 learning centres by audit also revealed low attendance as under:

**Table 8: Attendance report detected in audit**

Sl. No.	Name of district	No. of centre visited by Audit	No. of LCs running at the centres visited	No. of enrolled children	Children found present on the inspection	Shortfall in attendance	percentage of Shortfall in attendance
1	East	3	10	400	109	291	72.75
2	North East	3	19	760	466	294	38.68
3	West	3	15	600	189	411	68.5
4	South	3	8	320	213	107	33.43
5	New Delhi	3	23	920	643	277	30.10
<b>Total</b>		<b>15</b>	<b>75</b>	<b>3000</b>	<b>1620</b>	<b>1380</b>	<b>46.00</b>

While 3,000 children were enrolled, only 1,620 out-of-school children were present. Thus on an average, only 22 children were present in each of the learning centres. Extrapolating for the whole population, audit estimated that 73,590 out-of-school children were enrolled during 2003-04 and 2004-05 against 1.33 lakh enrollments claimed by the Mission. In view of this, the figure of enrollment in learning centres as accepted by the Mission appeared to be inflated. This raises the possibility of NGOs inflating their claims and being overpaid. The actual overpayment could not be assessed.

**Figure – 5: A Learning Centre in progress**



The Government stated (November 2005) that proper monitoring of the learning centres could not be done due to lack of conveyance for the



monitoring officials which had now been provided. It added that the monitoring mechanism was being strengthened and a web-based monitoring system being developed wherein an identification number would be given to each learner in a centre so that he/she could be properly tracked to avoid double enrollment and facilitate their mainstreaming. Further, the NGOs were being directed to maintain a pictorial record of each child in their learning centres which would help in monitoring their progress.

### **8.12 Teaching learning material**

SSA recognizes that teaching learning material (TLM) is an important medium that helps in delivering the curriculum to the child in the class room. TLM includes a wide variety of items such as text books, work books, teacher's guides, teaching learning aids, educational kits, etc. UEE Mission pays an annual grant of Rs.500 to every teacher through the school for the purpose of purchasing and developing teaching learning materials under SSA. It therefore becomes necessary to assess the type, availability, suitability and usability of the existing material. It was seen that no such work was taken up by the Mission during the years 2003-04 and 2004-05.

It was also seen that 15.62 per cent and 8.65 per cent teachers did not receive the teacher grant during 2003-04 and 2004-05 respectively leading to under-utilization of the grant.

The Government stated (November 2005) that once the CRCs were operationalised, they would serve as major hubs to develop TLM which could be replicated for all the beneficiaries.

### **8.13 School grants**

School grants @ Rs.2000 per year per primary/upper primary government as well as government aided school is given for replacement of non functional equipment of the school. This can be utilized for replacement of books also. It was observed in audit that there was under-utilization of school grant by 7.27 per cent in 2003-04 and by 24.53 per cent in 2004-05. Moreover, these funds were required to be placed at the disposal of VKS. Instead, the funds were utilised by the school authorities without the involvement of the VKS.

The Government stated (November 2005) that it was imperative on the part of principals to involve VKS in utilisation of these grants and fresh instructions would be issued in this regard to avoid any confusion.

#### **8.14 Maintenance grants**

A repair and maintenance grant of Rs.4,000 per school per year is allowed to all government schools with up to three class rooms and up to Rs.7,500 to government schools with more than three class rooms subject to the condition that overall eligibility for the district would be Rs.5,000 per school. Major repairs beyond this amount are not allowed under SSA funds. All the schools in NCT of Delhi had more than three class rooms and therefore the maintenance grant was given at the uniform rate of Rs.5,000 per school.

There was under-utilization of grant to the extent of eight per cent in 2003-04 and by 27 per cent in 2004-05. The grants were released to 1,757 out of 1,910 schools targeted during 2003-04 and to 1,842 out of 2,431 schools targeted during 2004-05. The maintenance and repair work undertaken in the school was required to be certified by the VKS/SMC. In the absence of any such setup, this was not done. It was also noticed that there was no system of monitoring of utilization of grants in the mission. Further, the grants were released to schools without receipt of specific proposals from them contrary to the SSA norms.

The Government stated (November 2005) that it was imperative on the part of the school principals to involve VKS in utilization of this grant and instructions would be reiterated.

#### **8.15 Survey of beneficiaries on sample basis**

A survey of beneficiaries was to be conducted by the Mission to assess the progress made in the implementation of the programme and to ascertain whether the desired outcomes are being obtained in the schools. No such survey was conducted in Delhi.

The Government stated (November 2005) that it could not be done due to shortage of manpower but it was part of the status study which the Mission is planning to undertake in early 2006.

#### **Recommendations**

- *Government needs to develop special initiatives to ensure enrollment of children from the SC/ST community, which is one of the important objectives of the SSA.*
- *The distribution of teachers needs to be rationalized so as to bring the PTR to near the stipulated norm across all the schools in the national capital so as to ensure uniformity in the quality of education being imparted and the time being devoted to each child by a teacher.*



- *The Government needs to prepare a comprehensive infrastructure development plan to convert all the kuchcha structures and tented schools into pucca structures in a phased but time bound manner. It must at the same time review on priority basis the requirement of electricity, water and toilet facilities in the existing schools and ensure provision of these basic facilities without delay.*
- *Government must prepare a time bound plan to bring all out-of- school children within the educational framework. There needs to be a greater monitoring of the Learning Centres to ensure both mainstreaming of children as envisaged in the SSA and to guard against inflated claims.*

## **9. Quality of standard –Research and Development**

### **9.1 Academic resource support system**

SSA envisages providing effective academic support and guidance to the teachers and other field level functionaries to improve the quality of elementary education and enhance the achievement level of children. It was, however, seen that no academic resource groups had been established in the Mission till 2004-05.

The Government stated (November 2005) that SCERT and DIET faculties were being used as major academic support system. However, once CRC/BRCs were institutionalized, they would function as major academic support system in the close proximity of school groups.

The reply was not tenable as no academic support for SSA programme was obtained from SCERT/DIET during 2003-04 and 2004-05 except for teachers' training and no funds were provided to SCERT for this purpose under the SSA programme.

### **9.2 Research and evaluation**

The SSA guidelines require the state implementation agency to undertake research and evaluation studies to assess the processes adopted and evaluate the impact of the interventions. It was however seen that no research and evaluation study was got conducted by the Mission till August 2005. Out of Rs.51.47 lakh earmarked for the purpose in annual work plan and budget for 2004-05, only Rs.11000 had been spent on research and evaluation but no report was available with the mission.

The Government stated (November 2005) that a detailed plan had been prepared for this year and the research component would be properly addressed once sufficient manpower was in place.

### 9.3 *Teacher training*

**Adequate arrangement for imparting training to the teachers not made.**

In the classroom setting, teachers' competence depends greatly on their knowledge and skill in different subject areas, mastery of the same and the pedagogical practices they adopt. Teacher training therefore plays an important role in ensuring quality of education. Under SSA, teacher training is to be provided to all teachers of government schools/government aided schools. The programme provides for 20 days training for in-service teachers, 60 days refresher course for untrained teachers already employed as teachers and 30 days orientation programme for newly employed teachers. Rupees 70 per day per teacher shall be given for the period of training and it has to be ensured that this unit cost as well as the days for each training are strictly adhered to. The SSA programme envisages the drawing up a comprehensive training programme for training of various categories of teachers. No such training module was however prepared.

Against the budget allocation of Rs.5.04 crore during 2003-04, only Rs. 0.04 crore was utilized leading to underutilization of teachers training grant by 99 per cent. Similarly, against the budget allocation of Rs.3.07 crore during 2004-05, only Rs.2.04 crore was utilized leading to under-utilization of teachers training grant by 34 per cent.

Only 1,498 out of 45,359 teachers (3.3 per cent) of MCD schools were given two days training against a minimum stipulated period of twenty days during 2003-04. During the year 2004-05, only 14,559 out of 42,000 teachers (35 per cent) were given 20 days training. Audit scrutiny also revealed that the Mission incurred an expenditure of Rs.3.68 lakh which worked out to Rs.122.78 per teacher per day as against the permissible Rs.70 per teacher per day for the training of 1,498 teachers during 2003-04. This resulted in an extra expenditure of Rs.1.58 lakh.

The SSA requires that the performance of teachers trained should be evaluated. However, no evaluation of performance of the teachers after training was made till 2004-05.

The Government stated (November 2005) that utilisation of the teachers' training grant was likely to get a boost once CRCs were institutionalized. It was however felt that the overall cost ceiling of Rs.70 per teacher per day was inadequate to meet the training expenses in metropolitan cities like Delhi and it should be enhanced.



### **Recommendation**

*More focus should be given to quality issues. The Government may take effective steps to impart training to all teachers as per SSA norms. SCERT/DIETs may be strengthened and involved in field based research and on-site support to CRCs and teachers.*

**The mission failed to make specific interventions for the enrollment of children of special focus groups.**

## **10. Coverage of special focus groups**

The commitment of the SSA to universalize primary education necessarily implies equal and universal participation of all children regardless of religion, caste, creed, sex, etc. Towards this end, special attention to certain disadvantaged groups of children would be imperative if the goal of universal elementary education is to be achieved.

### **10.1 Innovative activity for Girl's Education and interventions for children belonging to SC & ST**

The state missions are encouraged to adopt innovative activities for education of the girl child and interventions for SC/ST. For this purpose they are eligible for a grant of Rs.15 lakh for each innovative activity subject to a ceiling of Rs.50 lakh per year per district. However, the mission did not make any provision for such interventions in its AWP&B for the year 2003-04. Despite provision of Rs.2.08 crore in 2004-05, no expenditure was incurred on these interventions.

The Government stated (November 2005) that no headway could be made in these areas due to lack of manpower. But a road map had been prepared for proper utilisation of funds in the current financial year.

### **10.2 Education of children with special needs**

SSA focuses on increasing access, enrollment and retention of all children including those with special needs as well as improving the quality of education. The SSA framework provides Rs.1200 per disabled child every year. It was however seen that though Government of Delhi had identified 30,186 children with various disabilities, the UEE Mission did not provide funds for education of these children in its annual Work Plan & Budget for 2003-04. During 2004-05, an amount of Rs.3.62 crore was provided under this head but no expenditure was incurred.

The Government stated (November 2005) that no headway could be made in this component due to lack of trained manpower. However, the process of capacity building of teachers at learning centres had been initiated by way of training for imparting education to children with special needs.

### **10.3 Early childhood care and education (ECCE)**

Under the SSA, due recognition has been given to the importance of early childhood care and education in the three to six years age groups as a precursor to improving enrollment and participation of children in the schooling system. Many children, especially in the age group of three to six years, who are also first generation learners, are denied the opportunity to access basic pre-school facilities, which are so crucial for the development of sensory, social, emotional and cognitive skills among children. ECCE provides basic pre-school facilities to these children. Accordingly, the programme envisages a provision of Rs.15 lakh per year for every district to plan interventions under ECCE.

Despite the ECCE scheme being such a vital component of the SSA programme and despite there being a provision for funds for it, it was not included in the annual work plan for 2003-04 by the mission. During 2004-05, no expenditure was incurred though a provision of Rs.1.28 crore had been made under the head.

The Government stated (November 2005) that ECCE was not included during 2003-04 as SSA had just been started in Delhi and there was severe shortage of staff. Though a budget provision was made for nine model nursery centres, one for each district in Delhi during 2004-05, it could not be materialized. However, a fresh road map had been drawn through open ECCE centres in Delhi utilizing the additional class rooms likely to be constructed in the current financial year.

### **10.4 Urban deprived children**

An important category of children who need special interventions belong to the urban poor. These children are not only indigent but are often deprived of familial support and proper educational environment. The SSA therefore requires the states to develop an urban perspective plan on education and evolve a clear cut strategy for education of poor and deprived children. It was observed that though around 5,400 such urban deprived children had been identified, no funds for interventions for these children were proposed in its annual Work Plan & Budget during 2003-04 and 2004-05.

The Government stated (November 2005) that this issue was being addressed in the current financial year.

### **Recommendation**

*Government should ensure that suitable strategies are worked out for the education of special focus groups i.e. girl child, SC/ST children, children with special needs and urban deprived children under the innovative component.*



**11. Role of NGOs**

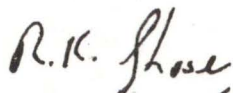
Under the SSA programme, substantial partnership of NGOs is conceived through community organizations like VECs, parent teacher associations, mother teacher associations, school management committees, etc. in planning, monitoring, research and evaluation. However, there was no evidence of participation of NGOs in such activities.

The Government stated (November 2005) that this observation had been taken care of during the formulation of annual work plan & budget 2005-06 involving participation of NGOs, district officials, community leaders and members of VKS.

**12. Management Cost**


The SSA guidelines envisage that the management cost during a year should be less than six per cent of the total cost separately for each district and also in total for the entire state. Audit scrutiny however revealed that the Mission incurred Rs.46.15 lakh on management out of the total expenditure of Rs.5.15 crore during 2003-04 which worked out to 8.96 per cent of the total cost. Thus, the Mission incurred an extra expenditure of Rs.15.26 lakh on management cost in contravention of the SSA guidelines.

New Delhi  
Dated: 19 May 2006

  
(R. K. GHOSE)  
Accountant General (Audit), Delhi

Countersigned

New Delhi  
Dated: 24 May 2006

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

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