

**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)**



## Contents

	<i>Paragraph</i>	<i>Page</i>
Preface		iii
Overview		v
Highlights		vii
Summary of important recommendations		ix
Introduction	1	1
Scope of the programme	1.2	1
Organisational set -up	1.3	2
Audit objectives	2	4
Audit methodology	3	4
Audit criteria	4	5
Scope of audit	5	5
Acknowledgement	6	6
Audit findings	7	6
Planning	7.1	7
Financial arrangement	7.2	8
Funding pattern	7.2.1	8
Delay in release of grants	7.2.2	10
Utilisation certificates	7.2.3	12
Financial irregularities	7.2.4	12
Diversion of funds and other financial irregularities	7.2.4.1	12
Results of the Government's efforts to enroll identified/target group children back to school (Out of school children)	7.3	15
Implementation of major interventions under SSA	7.4	19
Preparatory activities for micro planning, household surveys, community mobilisation, school based activities, office equipment, training and orientation at all levels	7.4.1	19
Deployment of teachers in school	7.4.2	20
Opening of schools/alternate schooling facility	7.4.3	22
Opening of upper primary schools	7.4.4	23
Norms for classrooms	7.4.5	24
Supply of free textbooks to focus group children	7.4.6	24
Infrastructure facilities	7.4.7	26
Maintenance and repairs of school buildings	7.4.8	30
Upgradation of Education Guarantee School to regular school or setting up of a New Primary School as per state norms	7.4.9	31
Provision of Teaching Learning Equipment (TLE)/Material for upper primary schools	7.4.10	32
School grant	7.4.11	33
Teacher grant	7.4.12	33
Training for upgrading teachers' skill	7.4.13	34
Non establishment of State Institute of Educational Management and Training (SIEMAT)	7.4.14	35
Training of community leaders	7.4.15	36
Research, evaluation, supervision and monitoring	7.4.16	36

Management cost	7.4.17	39
Block Resources Centres/Cluster Resource Centres	7.4.18	39
National programme of nutritional support to primary education and its integration with SSA	7.4.19	40
Quality of education	7.4.20	41
Outreach of education for special focus groups	7.5	41
Innovative activity for girls' education, early childhood care and education, interventions for children belonging to SC/ST community, computer education specially for upper primary level	7.5.1	41
Provision for disabled children	7.5.2	44
Implementation of programmes through NGOs	7.6	46
Role of NGOs	7.6.1	46
Non-submission/late submission of utilisation certificates by NGOs	7.6.2	47
NGOs at state level	7.6.3	48
Other deficiencies	7.7	50
Irregular award of contract to M/s Ed CIL for providing technical support to the Ministry	7.7.1	50
Conclusion	8	50
Annex I to XV		53-87
List of abbreviations		88



## 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.

Journal

Jan 1st - Arrived at New York from London. Found the city in a state of great excitement. The news of the recent events in Europe had just reached here.

Jan 2nd - Spent the day in visiting the various public buildings and museums. The collection of minerals in the Academy of Natural Sciences is particularly interesting.

Jan 3rd - Went to the office of the Geological Survey. Had a long conversation with the Chief Geologist regarding the recent discoveries in the West.

Jan 4th - Visited the office of the Secretary of the Interior. Discussed the proposed changes in the land office regulations.

Jan 5th - Spent the day in reading the reports of the various geological expeditions. The results are most promising.

Jan 6th - Attended a meeting of the Geological Society. Heard a paper on the geology of the Colorado region.

Jan 7th - Visited the office of the Chief of the Geological Survey. Discussed the proposed changes in the land office regulations.

Jan 8th - Spent the day in reading the reports of the various geological expeditions. The results are most promising.

Jan 9th - Attended a meeting of the Geological Society. Heard a paper on the geology of the Colorado region.

## 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 enroll 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. 99.88 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.



THE HONOURABLE SPEAKER OF THE LEGISLATIVE ASSEMBLY

QUESTIONS

1. Will the Government please state whether the Government has any plan to introduce a Bill to amend the Constitution to provide for the establishment of a National Commission for Human Rights and Freedom of Information Act?

2. Will the Government please state whether the Government has any plan to introduce a Bill to amend the Constitution to provide for the establishment of a National Commission for Human Rights and Freedom of Information Act?

3. Will the Government please state whether the Government has any plan to introduce a Bill to amend the Constitution to provide for the establishment of a National Commission for Human Rights and Freedom of Information Act?

4. Will the Government please state whether the Government has any plan to introduce a Bill to amend the Constitution to provide for the establishment of a National Commission for Human Rights and Freedom of Information Act?

5. Will the Government please state whether the Government has any plan to introduce a Bill to amend the Constitution to provide for the establishment of a National Commission for Human Rights and Freedom of Information Act?

6. Will the Government please state whether the Government has any plan to introduce a Bill to amend the Constitution to provide for the establishment of a National Commission for Human Rights and Freedom of Information Act?



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

**Highlights**

- The objective of SSA was to enroll 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.

(Paragraphs 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.

(Paragraph 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/UT were operating with one teacher only. 6647 schools in seven states were without any teacher. The position was alarming in the states of 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/UT.  
(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 were 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 proposals 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-teacher 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.<sup>1</sup>
- 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,

<sup>1</sup> Since revised to 2005, in March 2005

- Opening new primary and alternative schooling facilities like Education Guarantee Scheme (EGS)/Alternative and Innovative Education centres (AIE),
- 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, interventions 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 Organisational set -up**

1.3.1 The Prime Minister is the Chairman of the General Council of Sarva Shiksha Abhiyan National Mission<sup>2</sup>. 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 Education<sup>3</sup> 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.

---

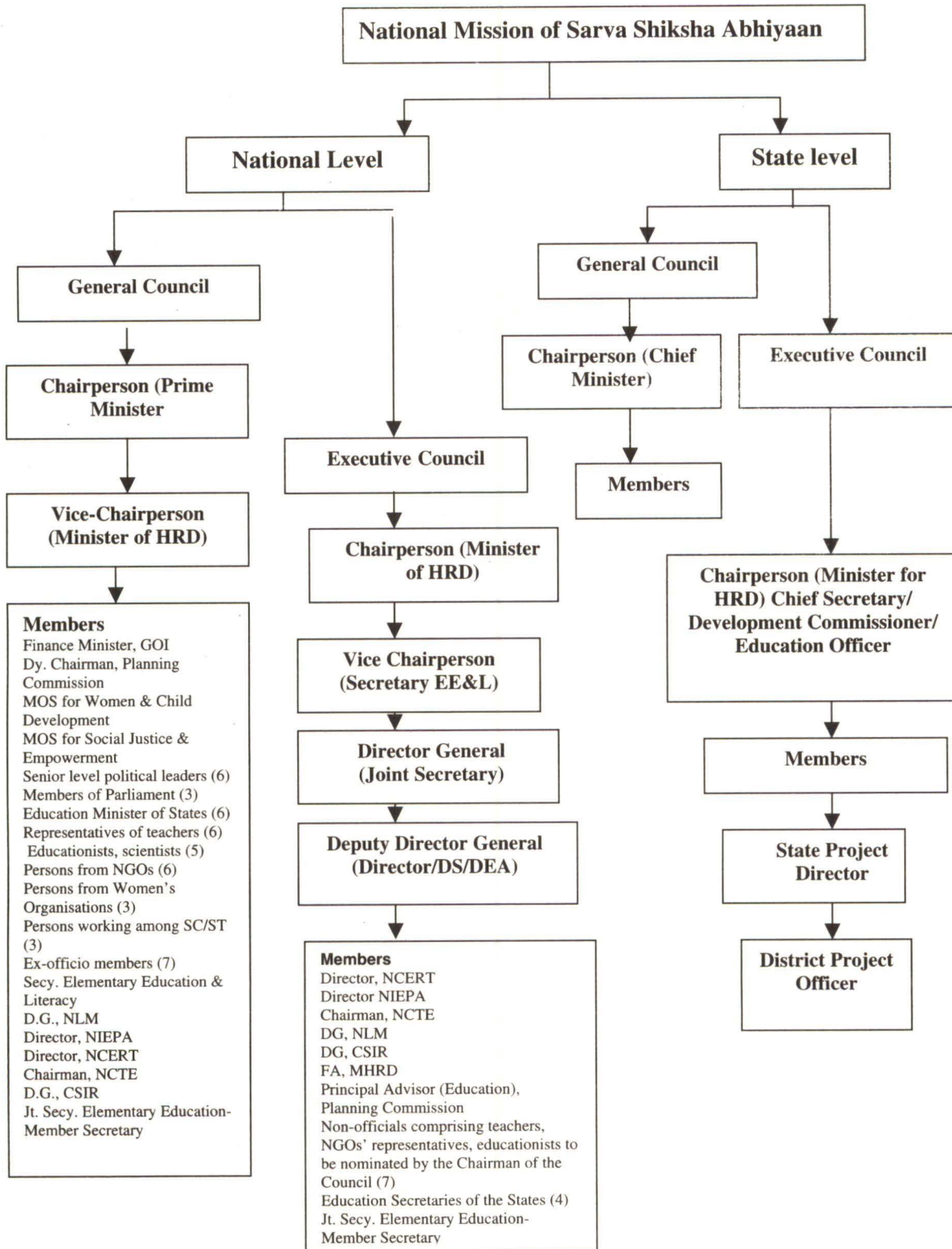
<sup>2</sup> National Mission comprises the General Council which is headed by the Prime Minister and the Executive Committee is headed by the Minister of Human Resource Development as shown in the Organogram.

<sup>3</sup> The 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 organisational set-up of SSA is given below:-

**Organogram of Sarva Shiksha Abhiyan**



## 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 assessment 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 districts in that state) were selected on the basis of (PPSWR)<sup>4</sup> method (**Annex III**). One urban block (selected at random) and two rural blocks (selected on the basis of SRSWOR)<sup>5</sup> 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**.

---

<sup>4</sup> Probability Proportion to Size With Replacement. This sampling method assigns higher inclusion probability for population units with higher side. In this case the chances of selection are more.

<sup>5</sup> Simple 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.

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 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. Acknowledgment**

Indian Audit and Accounts Department acknowledges the 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 enroll 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,<sup>6</sup> 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.

---

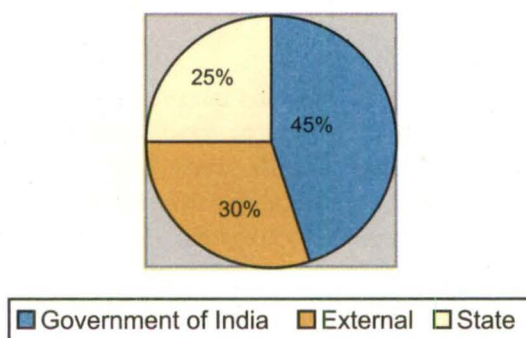
<sup>6</sup> Paragraph 48 of Manual on Financial Management and Procurement (FM&P)

## 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 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



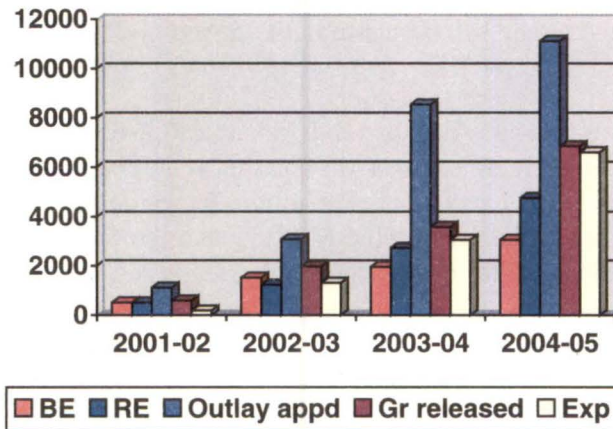
(AWP&B) each year. The details of approved AWP&B, budget allocations and expenditure as indicated in Table 1 and Chart 2.

**Table 1: Budget estimates, Revised estimates, Approved outlays, Grants released and Actual expenditure**

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	940.42	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
<b>Total</b>			<b>17998.81</b>	<b>5852.07</b>	<b>9880.70</b>	<b>3102.86</b>	<b>11133.57</b>

\* 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 Statewise 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 there against 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
<b>Total</b>	<b>66</b>	<b>31</b>

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 fag 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 instalments 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 fulfillment 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 Mission<sup>7</sup> 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.**

<sup>7</sup> The 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)

S.No.	Name of State/UT	Period	Amount	Reasons for diversion of funds	Ministry's comments
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



S.No.	Name of State/UT	Period	Amount	Reasons for diversion of funds	Ministry's comments
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 Karmis, 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 Padhna Badhna 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.

S.No.	Name of State/UT	Period	Amount	Reasons for diversion of funds	Ministry's comments
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 adhoc/officiating and in the unapproved schools.
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.



S.No.	Name of State/UT	Period	Amount	Reasons for diversion of funds	Ministry's comments
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.
<b>Total</b>			<b>99.88</b>		

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 enroll 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. 11133.57 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**

S.No.	Name of the state	Coverage of target group	Ministry's comments
1	<b>Assam</b>	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	<b>Andhra Pradesh</b>	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	<b>Arunachal Pradesh</b>	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	<b>Chhattisgarh</b>	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
5	<b>Gujarat</b>	36.62 lakh dropped out from regular classes during 2001-05	-do-
6	<b>Haryana</b>	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	<b>Jharkhand</b>	Out of 1.07 crore, 19.18 lakh were out of school children	Ministry's reply was awaited.
8	<b>Kerala</b>	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	<b>Meghalaya, Punjab and Pondichery</b>	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	<b>Rajasthan</b>	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	<b>Uttaranchal</b>	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**

S.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 years	6-13 years
2	Period during the survey was conducted	19 <sup>th</sup> December 2005 to 3 <sup>rd</sup> 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 school, provision of free textbooks to focus group children.	Out of school children
4	Age-wise 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 19.40 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	Social Group-wise 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 and others 3.73 per cent
7	Location-wise 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 area 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	Gender-wise 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**

Sl.No	Reasons	(figures in per cent)		
		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: Reason for not attending school/dropping out**  
(figures in per cent)

Reasons	Male	Female	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

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 findings 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 crore. The Ministry attributed (July 2006) the difference in figures of out of school children

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



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 need for the Ministry to satisfy itself about the integrity and reliability of 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 for microplanning, household surveys, community mobilisation, 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**

S.No	Name of the State	Remarks
1.	Assam	Out of Rs.1.24 crore 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 of office equipment and technical survey instead of household survey. The Ministry agreed (May 2006) and 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 finalised 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.

S.No	Name of the State	Remarks
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-checked districts, 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 Implementing 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 surveys 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 mobilisation 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**

S.No.	Name of the state	Discrepancy noticed	Ministry's comments
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 teacher in schools, with an enrolment of less than 20 or 15 children in sparsely populated regions and hilly areas



S.No.	Name of the state	Discrepancy noticed	Ministry's comments
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, Chattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Orissa (17 districts), Punjab, Tripura and West Bengal	Shortage of 2.23 lakh teachers	No Comments
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) habitations 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
<b>Total</b>		<b>311030</b>	<b>31648</b>	<b>9.23</b>

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 a schooling/alternative school facility within one kilometer radius. A list of urban blocks and villages where SSA had not been implemented as noticed in the survey is given at **Annex 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**

S.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.	Uttranchal	7283	3855	3428
17.	West Bengal	25127	11440	13687
18.	Daman & Diu	4	0	4
19.	Lakshadweep	11	6	5
<b>Total</b>		<b>204850</b>	<b>158228 (77.24 per cent)</b>	<b>46622 (22.76 per cent)</b>

\* 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-à-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 fulfill requirements of civil 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).

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.

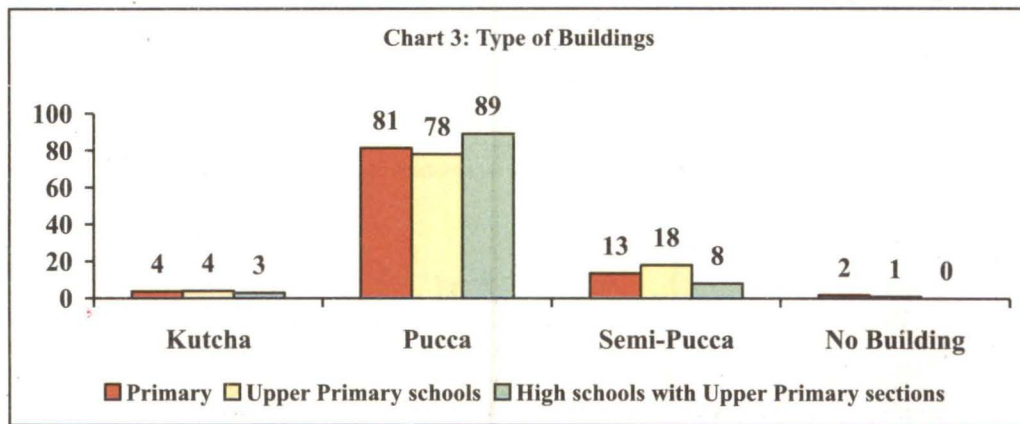


7.4.7.2 Audit noticed that almost all the states were plagued by severe lack of infrastructure and the schools were running without proper buildings, toilets, and drinking water facilities as detailed in **Annex XII**.

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 (DISE 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 'kutchra' structures. Further, 1.6 per cent primary schools, 0.8 per cent upper primary schools and 0.2 high schools with upper primary had no building for the schools. Chart 3 indicates the position of school infrastructure.

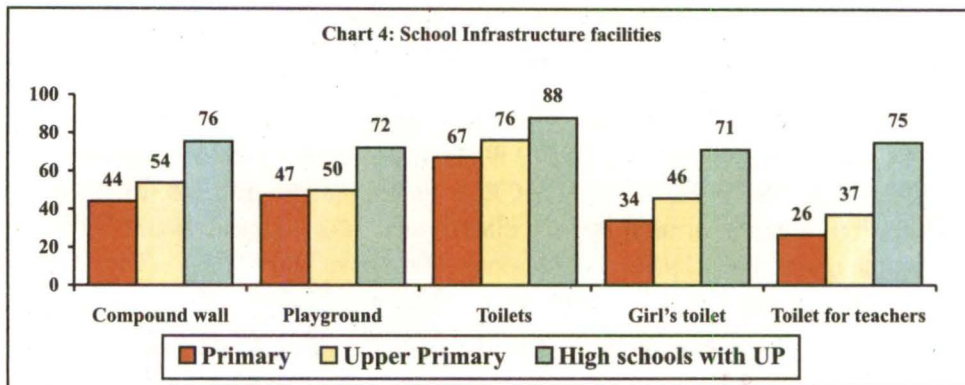
(figures in per cent)



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.

(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.

(figures in per cent)

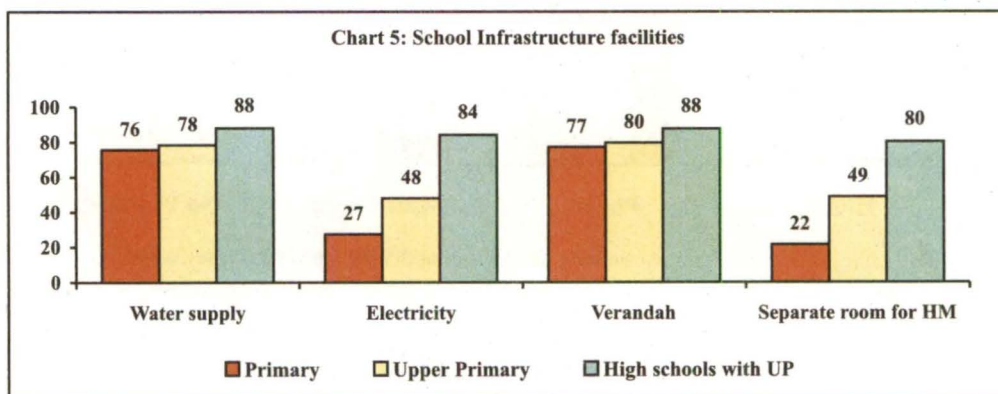
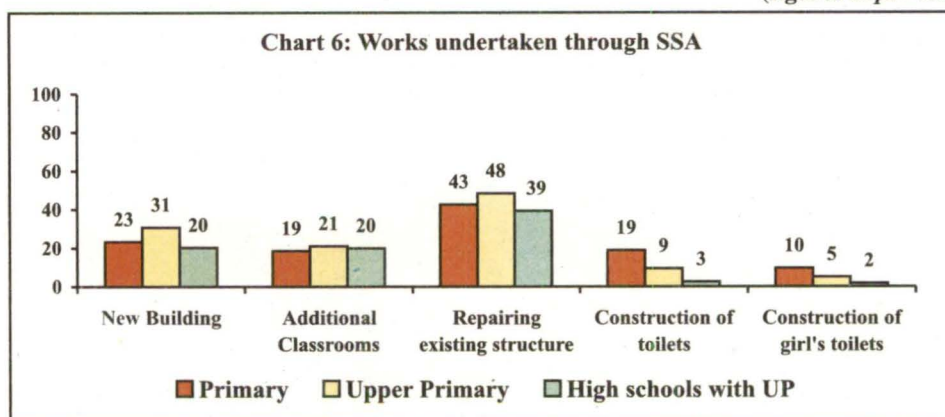


Chart Nos. 6 to 9 depict the status of works undertaken through SSA.

(figures in per cent)

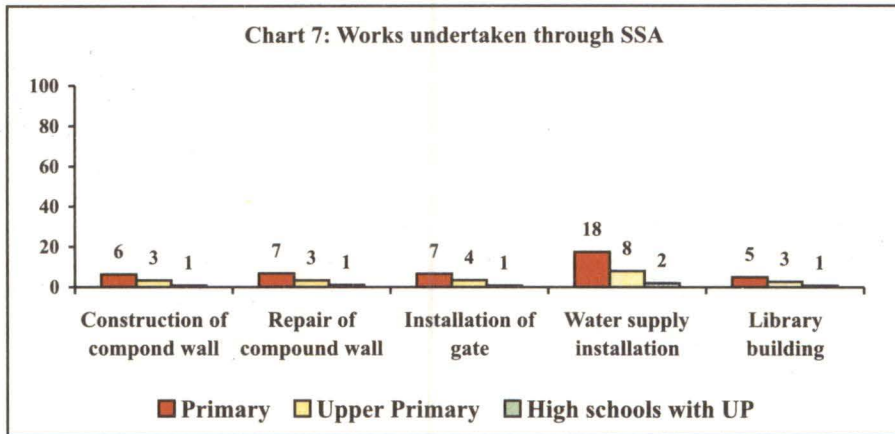




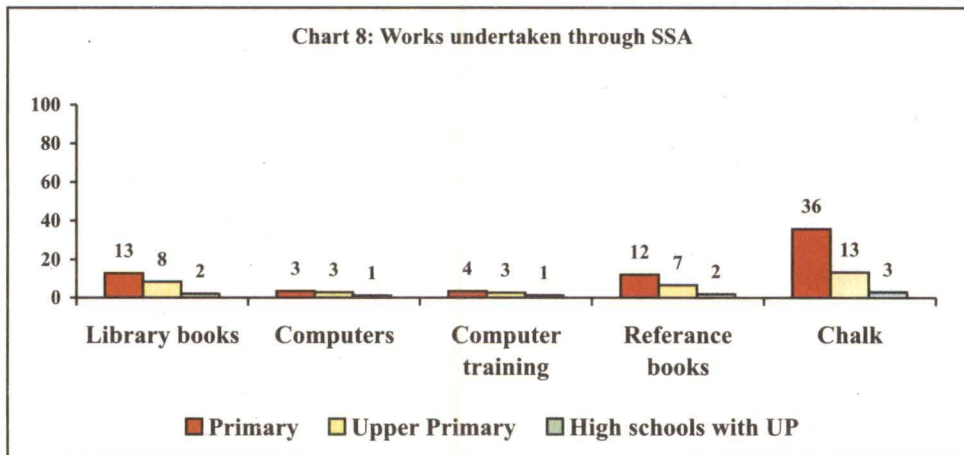
7.4.7.8 The trend that emerged from the list of works undertaken through SSA further revealed that the funds had been primarily used for repairing existing structures. This was undertaken by 43 per cent of the primary schools, 48 per cent of the upper primary schools and 39 per cent of the High Schools 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 sparsely used for infrastructure activities like construction/repair of compound wall, installation of gate and library buildings.

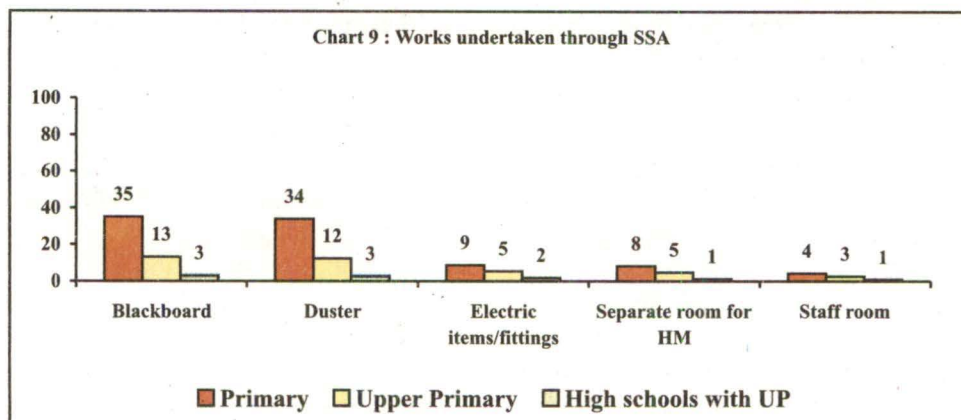
(figures in per cent)



(figures in per cent)



(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 boards, 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 classroom 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 up to 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:

<b>Andhra Pradesh</b>	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 of 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**

S.No	Name of State/UT	Total No of teachers	No. of Teachers not provided training	Percentage of teachers not provided training
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
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
	<b>Total</b>	<b>1969936</b>	<b>1045873</b>	<b>53.09</b>



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 **Annex 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 (**Annex 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 Educational 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 the 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 **Annex 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 (VEC), which might cover more than one 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 monthly 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 accrue 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) 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 2002-05, 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.

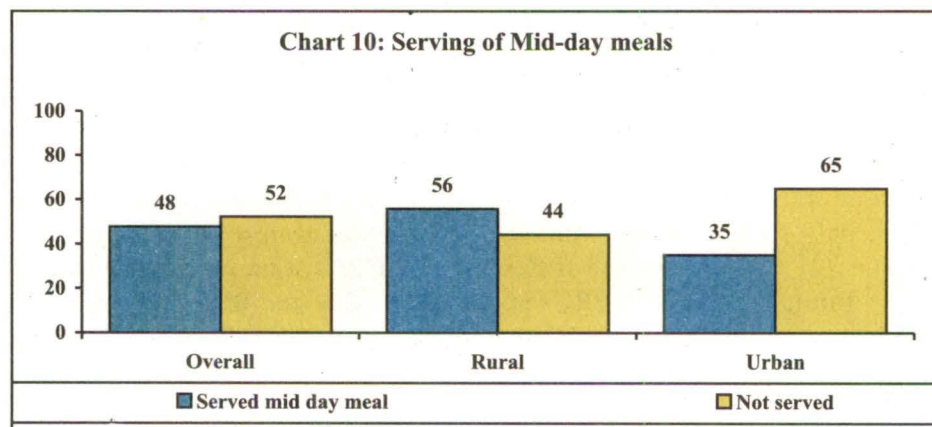
#### 7.4.19 National programme of nutritional support to primary education and its integration with SSA

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:

(figures in per cent)





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), **Mizoram** (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 for 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 during 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 expressed 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 computer 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 the 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 school 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: Enrollment of CWSN children**

S.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

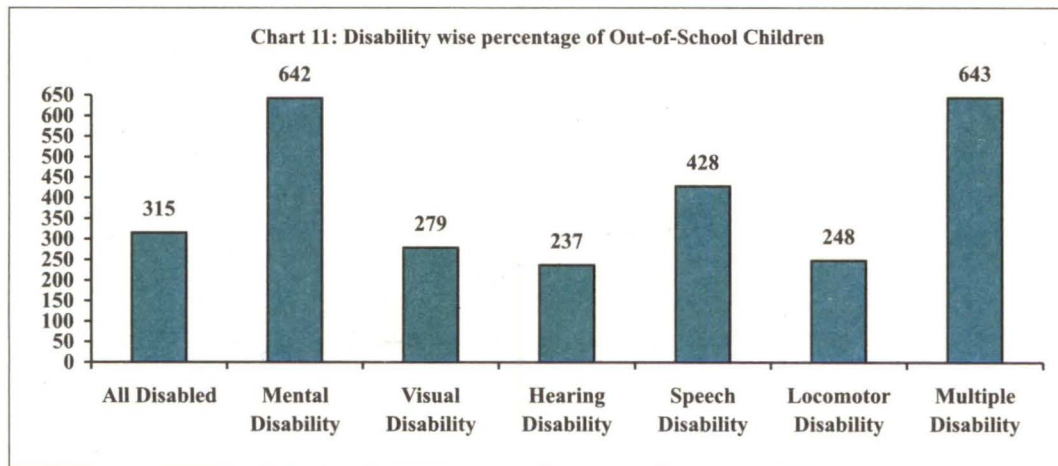


S.No	Name of State/UT	Identified	Enrolled
10.	Rajasthan	93542	77390
11.	Tripura	11777	5068
12.	West Bengal	109000	62000
13.	Dadra and Nagar Haveli	350	176
14.	Chandigarh	1632	102
	<b>Total</b>	<b>887326</b>	<b>555445</b>

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:

(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

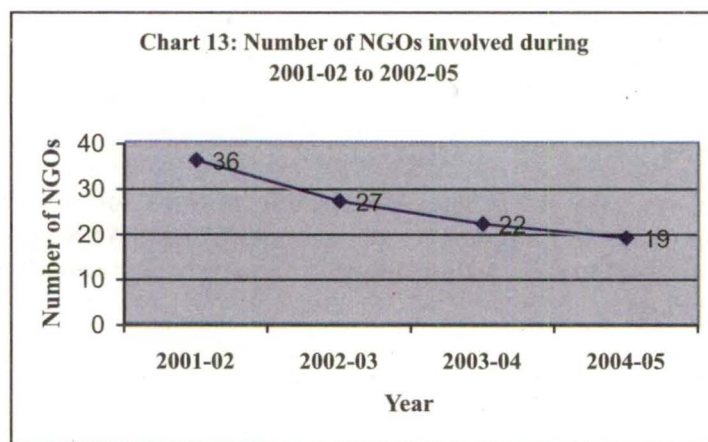
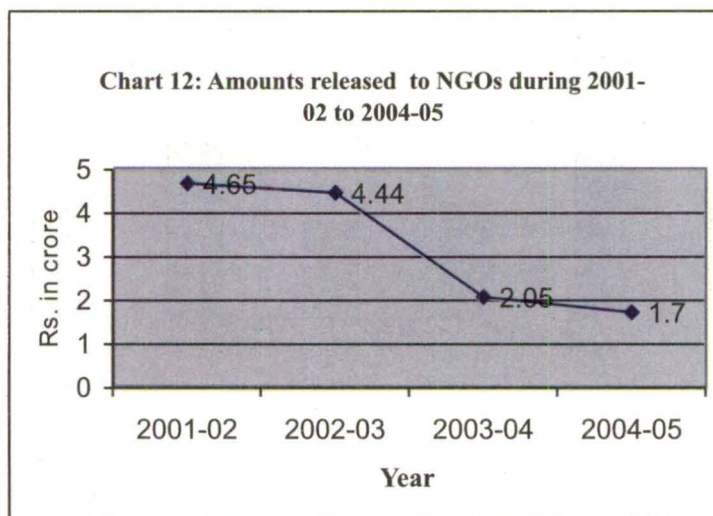
### 7.6.1 Role of NGOs

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
<b>Total</b>	<b>104</b>	<b>12.84</b>





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
<b>Total</b>	<b>21</b>	<b>2.11</b>

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)		
S.No	Name of the NGO	Amount
<b>2001-02</b>		
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
4.	Lokadrusti, Orissa	1.45
5.	Majhihira National Basic Education Institute, West Bengal	13.10
<b>2002-03</b>		
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
<b>2003-04</b>		
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 Godavari 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.

- Chhatisgarh** 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 had 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 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



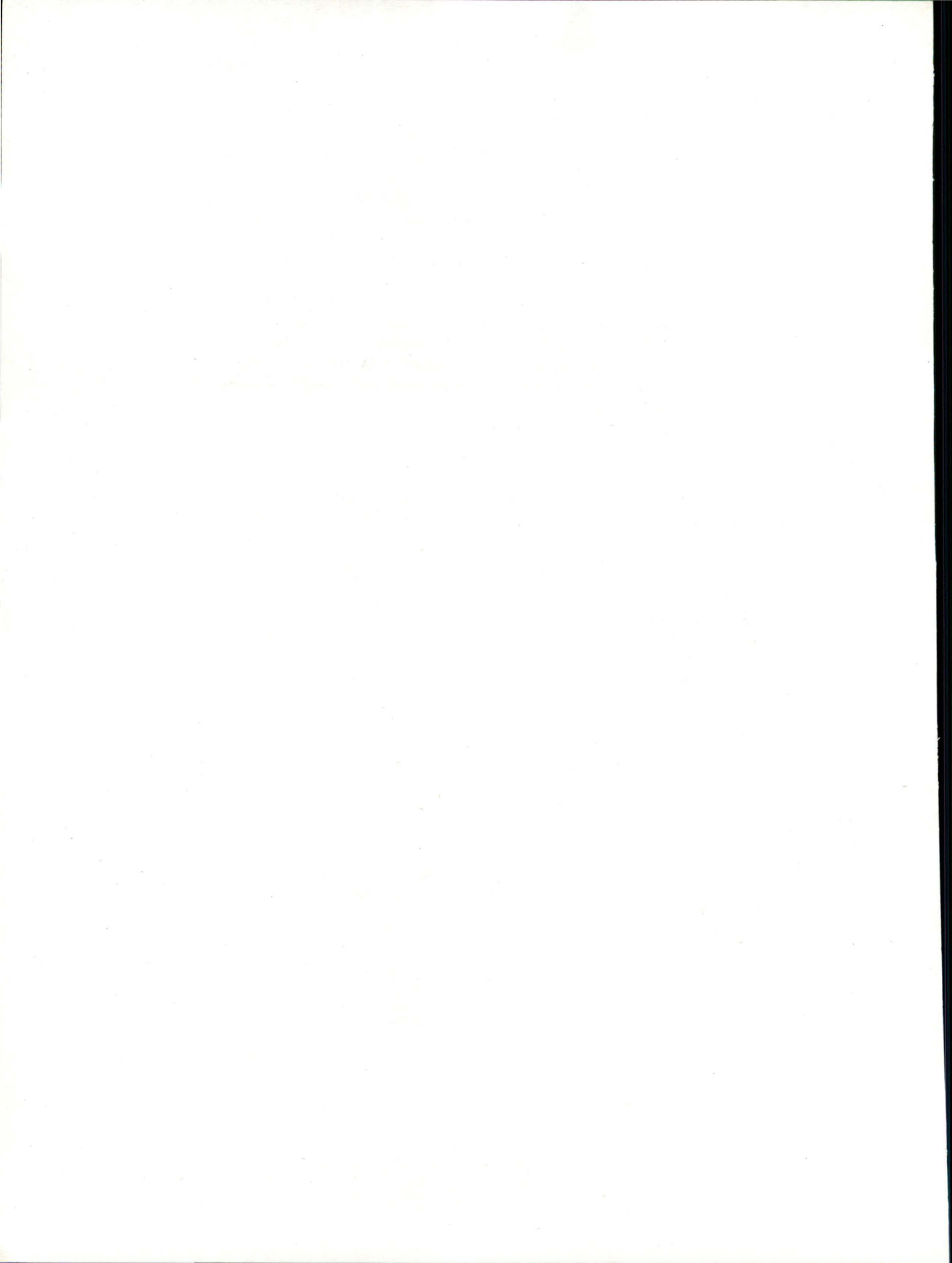
(Dr. A.K. BANERJEE)  
Director General of Audit,  
Central Revenues

Countersigned



New Delhi  
Dated: 2 Aug 2006

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





**Annex - I**

**(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 theme**

- (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?

## Annex - II

(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 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 groups". The number of hamlet groups formed, based on the population of the village, was as follows:

Village Population	No. of hamlets 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 be more than 600, it was divided into 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 was 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

^

Y= Estimate of population total Y for the characteristics y

**Formula for Estimation of Aggregates at Stratum Level for Rural**

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

**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**

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

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**

$$\text{RSE}(\hat{Y}) = \sqrt{\text{Var}(\hat{Y})} / \hat{Y} \times 100$$

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



**Annex-III**  
**(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.	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, Sahrsa, Samstipur, 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, Earnakulam, Kottayam
12.	Madhya Pradesh	Bhopal	Betul, Chhatarpur, Dhar, Hoshangabad, Jabalpur, Katani, Ratlam, Shahajapur, Sidhi and Umaria
13.	Maharashtra	Mumbai	Aurangabad, Ahmdnagar, 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
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 Delhi	East, North East, South, West
31.	Lakshadweep	Lakshadweep	
32.	Pondicherry	Pondicherry	Karaikal

**Annex - 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 & Nagar Haveli	10	10	20	142	240	382
8.	Daman & 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
<b>All India</b>		<b>4410</b>	<b>2865</b>	<b>7275</b>	<b>87034</b>	<b>56042</b>	<b>143076</b>



**Annex - V**  
**(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 buildings 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 buildings 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 primary. 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 75.5 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 primary schools received SSA grants. 96.6 *per cent* of 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* 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 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 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 primary schools, 22.6 *per cent* of 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 upper primary schools and 37.5 *per cent* of the high schools reported implementing the mid-day meal scheme.

### **Free Text books for girls**

Free textbooks 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, 13.4 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 kilometer 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 kilometer 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.

**Annex –VI**  
**(Refers to Paragraph 7.1.3)**

**Details of PAB meetings**

Sl. No	Name of State/UT	2002-2003	2003-2004	2004-05
		Date	Date	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	28.10.02	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



**Annex –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)

S.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	0	0	0.00		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	12267.65	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	18584.03	90.07
14	Madhya Pradesh	232455.18	93754.89	30576.31	124331.20	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	127309.2	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	2070.8	559.33	0	559.33	27.01	10.45	1.87
32	Daman & Diu	298.43	12.00	0	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	60.32	21.78	0	
35	Pondicherry	2170.4	531.42	245.28	776.70	35.79	406.46	52.33
	<b>Total</b>		<b>986818.16</b>		<b>1297103.90</b>		<b>1112276.20</b>	<b>85.75</b>
	<b>National component</b>		1252.88		1252.88		1080.73	
	<b>Grand Total</b>	<b>2385082.14</b>	<b>988071.04</b>	<b>310285.74</b>	<b>1298356.78</b>	<b>54.43</b>	<b>1113356.93</b>	

**Annex –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 2001-02 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.	Meghalaya	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
	<b>Grand Total</b>	<b>949287</b>	<b>304800</b>	<b>1127572</b>



**Annex –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	Arunachal Pradesh	2001-05	0.05	Loss of interest on account of keeping the funds in current account in Upper Subansiri 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	
5	Haryana	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.
		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 the party till the dispute was resolved.
		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.

Report No. 15 of 2006

Sl. No.	Name of State/UTs	Year	Amount (Rs. in crore)	Remarks	Comments from the Ministry (May 2006)
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 2001-03	4.59 1.86	(i) Failure to utilise the funds resulting in loss of interest. (ii) Survey books and other printed material in five selected districts were purchased without inviting any tenders.	
12	Tripura	2001-05 2003-05	6.52 1.00	(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. (ii) Rs. 1 crore was lying in fixed deposit account but this was shown as having been spent during 2003-05.	(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. (ii) The fixed deposit of Rs. 1 crore relates to Computer Aided 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.



Sl. No.	Name of State/UTs	Year	Amount (Rs. in crore)	Remarks	Comments from the Ministry (May 2006)
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.	
		2004-05	0.48	(ii) Excess release of grant for learners.	
14	Chandigarh		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.	
<b>Total</b>			<b>472.51</b>		

## Annex - X

(Refers to Paragraph 7.4.3.2)

## State wise details of urban blocks not covered by SSA

S.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



**Annex -XI**  
**(Refers to Paragraph 7.4.3.2)**  
**Villages not covered by SSA**

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

States	Rural	
	District	Villages
BIHAR	Araria	Dhangawan, Paraia, Tamganj,
	Banka	Asi
	Jamui	Tola Dhamma
	Kathihar	Chandpur, Daharia
	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, Uglan
	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
Sonipat	Bhawar Khewara , Sisana	
Yamunanagar	Damla	



States	Rural	
	District	Villages
<b>HIMACHAL PRADESH</b>	Sirmaur	Dana
	Shimla	Bagi
	Kullu	Shillihar , Bashisht
<b>JHARKHAND</b>	Dhanbad	Gaditundi, Sialgudri
	Giridih	Barki Saraiya, Jaspur, Nawadih
	Gumla	Barsaloiya, Nagar, Taisra
	Ranchi	Manhu, Ratu
	Sahibganj	Ganga Parshad, Jagatbatichandsar
<b>KARNATAKA</b>	Bellary	Darur, Hulikunta
	Bidar	Halhipperga
	Bijapur	Honawad, Sevalalnagar
	Mandya	Mellahalli
	Udupi	Hirebettu
<b>KERALA</b>	Kasargod	Puthige
	Idukki	Munnar
	Palakkad	Alanallur
	Kozhikode	Thamarassery Ward 5504
	Patinamthitta	Anicad
	Thrissur	Cherupuzha, Ramanthali, Mundathikode
	Ernakulam	Poothrika
	Allapuzha	Arattupuzha, Mavelikkara
	Thiruvananthapuram	Mangalapuram
<b>MADHYA PRADESH</b>	Balaghat	Bhaurgarh
	Barwani	Palasud
	Betul	Khokra
	Bhind	Chomho, Kupawali
	Indore	Sindoda (Talawali Kachra)
	Jhabua	Dhadaniya
	Katni	Baran Mahgawan
	Mandsaur	Kayampur
	Morena	Bireharua, Kaimara Kalan
	Narsimhapur	Singpur
	Rajgarh	Ralayati, Ramgarh
	Sagar	Barodiya Kalan
	Sehore	Maina
	Seoni	Dungariya Chhapara, Pandiya Chhapara, Takhla Khurd,
	Shahdol	Kohka
	Sheopur	Iklaud
	Shivpuri	Naugaon, Nijampur
Vidisha	Nawara	

States	Rural	
	District	Villages
MAHARASHTRA	Kolhapur	Chandur
	Nanded	Berali Kh.
	Nandurbar	Akkalkuwa
MANIPUR	Imphal East	Tulihal
	Imphal West	Meitei Langol, Tharol & Taru, Yurembam
	Senapati	Leimakhong
MEGHALAYA	East Garo Hills	Dikagittim, Rogu Alda, Dira, Kyndong Laitmawbah, Laitlum, Lawsohtun, Mawlynrei Traishnong, Smit, Umpling
	Jaintia Hills	Ionglwit, Khansaroo, Mihmyntdu, Myntriang, Tuberkmaishnong, Umladkhur
	West Garo Hills	Chollongpara, Jewilgre, Mawsaw, Myndo
MIZORAM	Champhai	Tlangpui
	Lunglei	Mar?S?
NAGALAND	Dimapur	Diphupar
	Kohima	Kigwema, Kohima. Tseminyu
	Mokokchung	Changki, Changtongya, Chungtia, Longkhum, Merangkong, Sungratsu
	Mon	Naginimora
	Tuensang	Kiphire New, Kiphire Old
ORISSA	Baleshwar	Khunta
	Khordha	Mansinghpur
	Malkangiri	Gurakhunta
	Baleshwar	Pakhar
PUNJAB	Bathinda	Talwandi Sabo
	Gurdaspur	Tibri
	Hoshiarpur	Lambra
	Ludhiana	Isru, Nurpur
	Mansa	Raipur
	Moga	Machhike, Minian
	Patiala	Lalru



States	Rural	
	District	Villages
RAJASTHAN	Ajmer	Kadera, Peesangan, Machari,
	Banswara	Ghatol
	Barmer	Indrana
	Bharatpur	Panhori
	Bhilwara	Banera, Dheekola
	Bikaner	Jodhasar
	Bundi	Hindoli
	Churu	Buchawas, Sankhoo,
	Dausa	Garh Himmat Singh
	Hanumangarh	1 Tlw B, 4 Rrw
	Jaipur	Bhankhari, Samod
	Jalor	Sankar
	Jhunjhunun	Gudha Gorji, Sultana
	Jodhpur	Bhavi, Bhopalgarh, Chawan
	Karauli	Nadoti
	Kota	Bapawar Kalan, Sultanpur
	Nagaur	Bidiyad, Borawar, Gagrana
	Pali	Atpara, Khor, Nana
	Sawai Madhopur	Soorwal
	Sikar	Abhawas, Kanwat, Sheeshyoo, Tatera
Sirohi	Goyli	
Tonk	Tordi	
Udaipur	Bedla	
TAMIL NADU	Dindigul	Kothayam, Mullipadi, Vadagadu
	Kanniyakumari	Eraniel
	Ramanathapuram	Idivilagi
	Sivaganga	Aranmanaipatti
	The Nilgiris	Kadanad, Kotagiri
	Thoothukkudi	Sankaraperi
	Tirunelveli	Melamarudappapuram, Perungudi
UTTARANCHAL	Bageshwar	Purkuni
	Hardwar	Paneyala, Chandapur

States	Rural	
	District	Villages
<b>UTTAR PRADESH</b>	Barabanki	Jagaipur
	Bareilly	Gainee
	Bijnor	Mubarakpur Mira
	Etah	Khojpur
	Firozabad	Parham
	Gautam Buddha Nagar	Chhapraula
	Ghaziabad	Khora
	Gorakhpur	Bagha Gara
	Kheri	Ambarsot, Basanta Pur Kalan, Dubha, Padariya Tilak Pur, Paduwa, Rudrapur, Gulariya, Sansar Pur
	Kushinagar	Rakaba Dulama Patti
	Lucknow	Rasoolpur Tikniyamau
	Meerut	Incholi
	Moradabad	Mugalpur Urf Aghwanpur Mu, Pakbara
	Muzaffarnagar	Hasanpur Lahari, Sanjhak
	Rae Bareli	Rasta Mau
	Rampur	Nagaliya Aquil
	Sant Kabir Nagar	Bhitni Dudhari Urf Nathna
Shahjahanpur	Hitauta	
Sonbhadra	Jogaeal	
<b>WEST BENGAL</b>	Bankura	Junkaria
	Murshidabad	Nasipur



**Annex – XII**  
**(Refers to Paragraph 7.4.7.2)**

**Inadequate infrastructure**

S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
1	Andhra Pradesh	–	6316 schools were running without own building and 3431 schools were in dilapidated buildings.	41 per cent schools were without drinking water facilities.	54 per cent 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 toilet for girls.		The DPOs 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 convergnece
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 temporarily by District Mission Coordinator, Karbi Anglong and the same has been recouped.
4	Bihar	–	Out of 1275 building less schools, buildings were planned to be constructed for 752 schools. None of the	6345 schools had no drinking water facilities.	6476 schools had no toilets	–	

S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
			464 schools, which were actually provided with funds, could complete the buildings as of August 2005.				
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 were in progress.	Excess expenditure of Rs. 23.50 lakh was incurred on construction of BRCs.	-	-	-	<p>203 works were cancelled with the approval of MHRD, reducing the target to 10847 works. Against this, 10641 works had been completed and 206 works were in progress.</p> <p>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.</p> <p>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</p>



S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
							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.
8.	Himachal Pradesh	Out of 2103 works, 1246 remained incomplete as of September 2005.	—	—	—	—	
9	Jharkand	—	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

S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
							provide 5 basic elements (pancha soulabhyagalu) 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.
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.	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.
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 Yojna, Sam Vikas Yojna etc. are being properly coordinated.



S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
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 schools did not have toilets. (2013 toilets completed as on 15.1.2006)	33602 schools had no boundary wall and 24330 schools had no play ground. (94 boundary walls were completed as on 15.1.2006)	<p><b>Drinking water</b> – 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.</p> <p><b>Toilets</b> – 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.</p> <p><b>Boundary Walls</b> – 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.</p>
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.	

S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
15	Mizoram	-		1208 schools had no drinking water facility.	974 schools had no toilets. 1936 schools 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 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	Orrisa	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.



S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
20	Tamil Nadu	Of 26,483 works sanctioned, 666 were in hand. In Salem district, Rs. 24.17 lakh was refunded as works were not started due to lack of coordination between members of VEC and school authorities.	-	-	-	-	In Salem district the amount was immediately distributed to other works to prevent delay 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 of 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 of March 2005.	1568 schools had no buildings.	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 completed as of March 2005.	Out of 61695 schools, 10084 schools were single roomed.	9838 schools had no drinking water facility.	24291 schools had no toilets. 43146 schools had no separate toilets for girls.	-	While majority of the infrastructure gap will be filled within the next two years under SSA, the drinking water facilities and toilets will be provided through convergence.

S.No	Name of the State	Works	Buildings	Drinking Water	Toilets	Others	Ministry's comments (May 2006)
25	Chandigarh	Excess expenditure of Rs. 2.43 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 of 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 these years. During 2004-05 against a fresh target of 669 works, only 318 works were executed (expenditure Rs. 56 lakh)	-	-	-	-	



## Annex -XIII

(Refers to paragraph 7.4.13.2 &amp; 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		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		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%

**Annex - XIV**  
(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 (Rs. in lakh)	Physical (no. of persons)	Financial (Rs. in lakh)	Physical (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.	Dadar & 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	117	0.00	0
32.	Pondicherry	0.91	1518	0.57	1172
	<b>Total</b>	<b>2269.32</b>	<b>3694419</b>	<b>1342.62</b>	<b>1854401</b>



**Annex - XV**  
**(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
	<b>ALL INDIA</b>	<b>315</b>

### 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 Coordinator
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 on 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