

CHAPTER-II: MINISTRY OF HUMAN RESOURCE DEVELOPMENT

Department of Elementary Education and Literacy

2. District Primary Education Programme

The audit review brought out programme inadequacies on different fronts. While the Programme contained all the required elements of a social sector spearhead, it could not entirely address the prevailing ground level realities. As an instrument of action it failed to ensure greater participation of the local community and create awareness or a sense of community ownership. While DPEP funds were not utilised, a significant trend was the enhanced enrolment of children in private schools. In effect, the schematic interventions did not make the desired impact on the principal objectives.

Highlights

The principal objectives of the District Primary Education Programme included enhancement in enrolment; reduction in the drop-out rate; providing access for all children to primary schooling or equivalent non-formal education as also to increase competence levels in mathematics and languages. The programme also aimed to reduce learning differences among gender and social groups to less than five *per cent*.

In order to achieve these objectives, the programme strategies included decentralisation and participatory planning, building up the required physical infrastructure and enhancing school effectiveness through appropriate capacity building measures. Convergence with non-formal structures like alternative schools and early childhood care and education centres was also built into the programme strategy.

The programme achievements, however, fell short of the intended objectives as brought out below:

Access to primary schools was adversely affected due to non-provisioning of basic infrastructural facilities in the schools: 84 *per cent* of the schools did not have separate toilets for girls, while 33 *per cent* schools did not have drinking water facility. In Uttar Pradesh and West Bengal, the Pupil Teacher Ratio was quite high at 72 and 96 respectively. The average student classroom ratio was more than the normative levels in seven States. It was the highest in West Bengal (84) followed by Assam (66) and Uttar Pradesh (64).

There was little evidence of the impact of the programme in terms of enhancing the enrolment of children. A comparatively higher growth in

enrolment was witnessed during the initial period of DPEP implementation, but it could not be sustained in the subsequent years, across all the DPEP states. In 23 districts of eight States, the enrolment percentage actually declined. Class I enrolment showed a declining trend in nine DPEP States during the period 1997-99. Enrolment of girls as a percentage share declined as they moved up from one class to another. The inequities in enrolment levels between boys and girls and SC/ST and others also persisted despite DPEP interventions.

DPEP aimed at convergence of primary education through Early Childhood Care and Education Centres and non-formal education centres (alternative schools). While no target was fixed for opening of ECCE centres, target fixed for opening of alternative schools was not achieved. In Madhya Pradesh, ECCE centres were opened in areas covered by ICDS in contravention of the norms. Only 9 *per cent* households were aware of the availability of Non-Formal Education centres. As a result the enrolment in these centres was as low as 0.6 *per cent*.

The dropout rate continued to be well over 10 *per cent* in all DPEP States except Kerala, the position being more alarming in Assam and Bihar where dropout rate ranged high between 38 and 39 *per cent*. In six states of Assam, Haryana, Kerala, Madhya Pradesh, Maharashtra and Orissa, the dropout rate of SCs and STs either increased or remained stagnant. Class wise, the dropout rate was the highest in Class I. Test-check revealed that in 17 districts of seven States the difference in drop out rates among gender and socially disadvantaged groups remained more than five *per cent*.

The objective of raising competence attainment level by 25 *per cent* in language and mathematics could not be achieved in majority of districts. Differences in competence attainment levels between boys and girls and between SCs/STs and others could not be narrowed to desired level of five *per cent*.

Large shortfalls in the appointment of programme functionaries especially teachers/instructors were noticed. Despite the programme emphasis on appointment of high proportion of female teachers, 34 *per cent* of the schools did not have even a single female teacher. Unstructured deployment of teachers was noticed in six States. Training schedules were also not adhered to by the States and large number of teachers and other programme functionaries could not be trained.

The Programme laid stress on decentralisation and participatory planning, involving the local community with the help of community based structures such as Village Education Committee, Village Construction Committee, Parent Teacher Association and Mother Teacher Association. However significant gaps in the existence and functional status of these structures were observed. The Block Resource Centres and the Cluster Resource Centres responsible for providing onsite academic support and training to teachers, could provide training/academic support to only 58 *per cent* of the teachers.

Targets fixed for civil works were not achieved. Involvement of the community in the civil works was marginal.

During the period 1994-95 to 1999-2000, Rs 2271.95 crore was released against the approved Annual Work Plan Budget of Rs 3951.26 crore. Even this low budget allocation was not fully utilised by the States and therefore the funds pledged by various international funding agencies as soft loans and grants, could not be drawn as per their disbursement schedules. Many instances of diversion of funds were noticed, besides instances of avoidable, idle and wasteful expenditure in the utilization of resources.

Distribution of free text books and supplementary material to target groups was not proper: 81 *per cent* of the schools confirmed receiving the text books and 44 *per cent* of the schools confirmed receiving other material for free distribution to students. Against this only 64 and 24 *per cent* of the parents confirmed (in a survey) having received textbooks and supplementary material respectively.

Monitoring of the scheme at the Central and State level was not effective as the various committees set up to review the implementation of the scheme, did not meet regularly. The 12th Joint Review Mission comprising, *inter-alia*, representatives of international funding agencies, also found serious shortcomings in the implementation of the programme.

2.1 Introduction

2.1.1 Background

Universalisation of Elementary Education (UEE) has been a focus area in successive Five Year Plans. Despite some improvement in access at primary level a large number of children in the primary school age group are still out of school and participation of girls, Scheduled Castes (SC) and Scheduled Tribes (ST) children remains very low and poses a challenge. The goal of UEE continues to be elusive.

The National Policy on Education (NPE) 1986 and the Programme of Action (POA), 1992, aimed at Universalisation of Elementary Education (UEE) viz. universal access, enrolment and retention of learners up to 14 years of age and substantial improvement in the quality of education to enable all children to achieve essential levels of learning. It outlined strategies for educationally disadvantaged children and those with special needs. It further stressed the need for a concerted effort to expand and improve basic education - both formal and alternate schooling. This called for an integrated and decentralised approach and an emphasis on building capacities particularly at the district and sub-district levels for planning and managing primary education.

Imbibing the spirit of these policy provisions, the Social Safety Net Credit (SSN) offered by the International Development Association (IDA) of the World Bank was used to conceptualise a strategy through the District Primary

Education Programme (DPEP). The Department of Education formally launched the DPEP in 1994.

2.1.2 Objectives of DPEP

The principal objectives of DPEP are:

- (i) to reduce differences in the rates of enrolment, drop-out and learning achievement among gender and social groups to less than five *per cent*.
- (ii) to reduce overall primary drop-out rates for all students to less than 10 *per cent*.
- (iii) to raise average achievement levels by at least 25 *per cent* over measured baseline levels and to ensure achievement of basic literacy and numeracy competencies and a minimum of 40 *per cent* achievement levels in other competencies by all primary school children.
- (iv) to provide access for all children to primary schooling or its equivalent non-formal education.

2.1.3 Programme Strategy

The key programme strategies to achieve the above objectives are:

- Decentralization and Participatory Planning, which emphasize evolution of structures from village level upwards to ensure the participation of local community.
- Provisioning of physical infrastructure, which facilitates access, retention and creates the sense of community ownership.
- Enhancing school effectiveness by positioning, training and building the capacity of teachers and by developing appropriate curriculum.
- Providing equity focus through convergence with non-formal structures and removal of gender and community barriers.

2.1.4 District Selection Criteria

The district, which is the unit of programme implementation, is selected on the basis of the following criteria:

- (a) educationally backward districts with female literacy below the national average; and ;
- (b) districts where Total Literacy Campaign (TLC) have been successful leading to enhanced demand for elementary education.

2.1.5 Coverage

The Programme was launched in 1994-95 in seven States (Assam, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra and Tamil Nadu) covering 42 districts in Phase I and was extended to cover more districts in existing States and eight more States (Gujarat, Himachal Pradesh, Orissa, Andhra Pradesh, West Bengal, Uttar Pradesh, Bihar and Rajasthan) in phases (Phase II/III) from 1996-97 and 1997-98. In all 214 districts have been covered so

far. The project period for the DPEP I and DPEP II was seven years and for DPEP III six years.

2.2 Organisational set up

The Ministry of Human Resource Development, Department of Education is responsible for over all control and administration of the Programme at the national level. The National Level structure, consists of:

- (i) A General Council with Minister (HRD) as Chairperson and a Project Board with the Education Secretary as Chairperson.
- (ii) A DPEP bureau in the Department of Education headed by a Joint Secretary and six Directors/Deputy Secretaries and necessary support staff.
- (iii) A technical support group under the Educational Consultants India Limited – a Government of India Public Sector Undertaking

At the State level, the Programme is implemented through registered State level autonomous societies. The two organs of the Society are:

- (i) A General Council with the Chief Minister as the ex-officio President; and
- (ii) An Executive Committee under the Chairmanship of the Chief Secretary/ Education Secretary.

The executive responsibility vests with the State Programme Director being the Member Secretary of the Executive Committee and General Council. The Government of India is also represented in the General Council and the Executive Committee.

By routing the implementation through a state-level registered society, DPEP envisages a degree of operational flexibility through the participation of stakeholders at every level of decentralised planning of decision-making.

At the district and sub-district levels, programme planning and management are undertaken in consultation with District Project Implementation Committee (DPIC), Block Project Implementation Committee headed by the District Collector with representatives from line departments.

2.3 Scope of Review

Audit reviewed the Programme in 70 districts of 14 States (out of 149 covered upto 1997-98) i.e. Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu, Uttar Pradesh and West Bengal covering the period from 1994-95 to 1999-2000 during the period from October 1999 to July 2000. Records relating to the Programme maintained in the State Project Offices, District Project Offices of the selected districts and Department of Education in the Ministry of Human Resource Development were test checked by Audit to assess the extent to which the programme objectives were achieved.

In addition, services of ORG-Centre for Social Research, a division of ORG-MARG Research Limited were commissioned by Audit with the prime

objective of assessing the impact of DPEP on the beneficiaries, the coverage of the targeted population and status of assets created under DPEP. The survey was conducted during October 2000 to December 2000 covering 54 districts, 1081 villages, 280 census enumeration blocks (CEB), 22 State Council of Educational Research and Training (SCERT)/State Institute of Educational Management and Training (SIEMT) 150 Block Resource Centres (BRCs), 153 Cluster Resource Centres (CRCs) and 1361 schools across 14 States. The agency contacted 40844 households, 5164 parents of out of school children and 13929 parents of school going children, 2451 teachers, 3161 members of Village Education Committee (VEC)/Village Construction Committee (VCC), 801 members of Parent Teacher Association (PTA)/Mother Teacher Association (MTA). The survey was carried out using both quantitative (primary survey using pre-tested beneficiary schedules) and qualitative (in depth interview with programme functionaries) techniques. The survey findings have been referred to in the review wherever appropriate. A summary of findings of the survey is given in **Annex 1**.

2.4 Audit Objectives

The review was conducted with the following objectives:

- ◆ to examine if the policy framework and the strategic parameters have been productively and imaginatively employed.
- ◆ to evaluate, through the key indicators, the spread, reach and durable impact of the Programme.
- ◆ to correlate the processes by which the resources of the Programme were deployed according to the needs, priorities and stages of delivery.
- ◆ to assess the efficacy of the capacity building and participative measures in the light of the goal of universalisation.

2.5 Application of resources

2.5.1 Source of funding

DPEP is a centrally sponsored scheme with the Government of India contributing 85 *per cent* of the project cost and the State Governments contributing the remaining 15 *per cent*. Both the Central Government contribution and State Government contribution are passed on directly to State Implementation Societies (SIS) as grants. The Central Government contribution is resourced entirely through external funding. Several bilateral and multilateral agencies like World Bank, European Community, Government of Netherlands, Department for International Development (DFID) and United Nations International Children's Fund (UNICEF) are providing financial assistance for the DPEP in the shape of soft loans and grants to be disbursed over the project period. The quantum of loans/grants committed by each agency is given below:

Sl. No.	Name of the Agency	Term of assistance	Total amount committed (Rs in crore)
1.	World Bank International Development Association (IDA)	Soft loan	4545.00
2.	European Community (for Madhya Pradesh)	Grant	585.00
3.	Government of Netherlands (for Gujarat)	Grant	90.00
4.	Department for International Development (UK) (for West Bengal and Andhra Pradesh)	Grant	629.00
5.	UNICEF (for Bihar)	Grant	36.00
	Total		5885.00

2.5.2 Workplan, allocation and expenditure

Funds were not allocated as per approved AWP&B

(a) The Central Government contribution of 85 per cent is to be provided to the SIS based on the approved Annual Work Plan and Budget (AWP&B) for each project year. It was however observed that budget allocations during the years 1994-2000 were much below the amounts required as per approved AWP&B. This indicated that the workplans were not fully funded. The details of approved AWP&B, budget allocation are given below:

(Rs in crore)

Sl. No.	Year	Approved Annual Work Plan Budget approved	Budget allocation required	Fund Released	Percentage of fund released to budget allocation required
1.	1994-95	108.98	92.63	94.00	101
2.	1995-96	250.87	213.23	201.14	94
3.	1996-97	330.11	280.59	184.00	65
4.	1997-98	760.15	646.12	559.89	87
5.	1998-99	1072.30	911.46	550.00	60
6.	1999-2000	1428.85	1214.52	682.92	56
	Total	3951.26	3358.55	2271.95	68

It is evident that there were limitations on the States' capacity to absorb the increased funding especially in the last two years as would be seen from the above table.

The Ministry stated in May 2001 that as the expenditure during the first and second years of implementation was low, allocation/release of funds during the subsequent years was regulated as per the trend of expenditure. There was no explanation, however, as to why then higher releases were approved in the AWP&B.

(b) State-wise position of approved AWP&B, funds released and expenditure made during 1994-2000 is given below:

(Rs in crore)

Sl. No.	Name of the State	Period	Phase	Annual work plan approved	Total funds released by GOI and State Govt.	Expenditure (percentage of funds released)	% of funds released to AWP&B	% of expenditure to AWP&B
1.	Andhra Pradesh	1996-97 to 1999-2000	Phase I + II	422.41	640.93	325.76 (51)	152	77
2.	Assam	1994-95 to 1999-2000	Phase I + II	186.37	141.54	129.95 (92)	76	70
3.	Bihar	1997-98 to 1999-2000		206.10	117.16	99.73 (85)	57	48
4.	Gujarat	1996-97 to 1999-2000		58.59	58.75	55.41 (94)	100	95
5.	Haryana	1994-95 to 1999-2000	Phase I + II	164.82	103.06	95.66 (93)	63	58
6.	Himachal Pradesh	1996-97 to 1999-2000		69.63	62.49	53.59 (86)	90	77
7.	Karnataka	1994-95 to 1999-2000	Phase I + II	315.3	271.57	258.87 (95)	86	82
8.	Kerala	1994-95 to 1999-2000	Phase I + II	135.97	110.4	104.11 (94)	81	77
9.	Maharashtra	1994-95 to 1999-2000	Phase I + II	235.45	192.91	164.37 (85)	82	70
10.	Madhya Pradesh	1994-95 to 1999-2000	Phase I + II	692.77	633.49	566.07 (89)	91	82
11.	Orissa	1996-97 to 1999-2000		89.24	62.08	51.71 (83)	70	58
12.	Tamil Nadu	1994-95 to 1999-2000	Phase I + II	158.38	145.02	122.34 (84)	92	77
13.	Uttar Pradesh	1996-97 to 1999-2000		243.78	224.12	191.50 (85)	92	79
14.	West Bengal	1996-97 to 1999-2000		94.76	66.62	52.80 (79)	70	56

It would be observed from the above table that the proportion of funds made available by both Centre and State Governments ranged between 57 per cent (Bihar) to 152 per cent (Andhra Pradesh) of the approved AWP&B. Actual expenditure in most States with the exception of Andhra Pradesh, was beyond 79 per cent with reference to the funds released. However, with reference to the pledged resources in terms of the approved workplan the financial performance of the States was low, this in turn leading to budgeting below the plan level. This is evident from the fact that with reference to plan size, utilisation was below 60 per cent in Bihar, Orissa, Haryana and West Bengal, and between 70 and 80 per cent in Andhra Pradesh, Assam, Kerala, Maharashtra, Tamil Nadu, Uttar Pradesh and Himachal Pradesh. Only in Gujarat, Karnataka and Madhya Pradesh did it exceed 80 per cent.

2.5.3 Short release of funds by States

The State Governments were required to contribute 15 per cent of the project cost. Six States detailed below did not release their full shares resulting in short release of funds to the extent of Rs 29.28 crore during 1994-2000.

State Governments did not release their full contribution

(Rs in crore)

Sl. No.	Name of State	Period	Amount released by GOI	Amount due from State Govt. as 15 per cent State share	Amount released by State Government	Amount short released by State Government	Short release percentage
1.	Andhra Pradesh	1996-97 to 1999-2000	101.00	17.82	12.25	5.57	31
2.	Assam	1994-95 to 1999-2000	134.37	23.71	7.15	16.56	70
3.	Haryana	1994-95 to 1999-2000	89.18	15.74	13.88	1.86	12
4.	Himachal Pradesh	1996-97 to 1999-2000	50.80	8.96	7.20	1.76	20
5.	Kerala	1994-95 to 1999-2000	88.86	15.68	12.23	3.45	22
6.	Tamil Nadu	1994-95 to 1999-2000	118.32	20.88	20.80	0.08	0.38
	Total					29.28	

It may be seen from the table above that Assam released barely 30 *per cent* of its share.

The Ministry stated in May 2001 that four States viz. Andhra Pradesh (Rs 1.48 crore), Assam (Rs 14.85 crore), Haryana (Rs 1.77 crore) and Himachal Pradesh (Rs 1.76 crore) released only part of their contribution during 2000-2001 and the remaining shortfall would be made up during the current financial year.

2.5.4 Underutilization of external aid

The Cabinet, while approving the DPEP had decided that additional plan allocations would have to be provided to the Department of Education for implementing the Programme commensurate with the approved flow of external funds for DPEP. Audit observed that the disbursements pledged by the funding agencies could not be utilised optimally. IDA Credit (soft loan) could not be availed in full. For DPEP Phase I, against the cumulative target of US dollar 196.85 million up to 1999-2000, IDA could disburse only US dollar 131.854 million (67 *per cent*) as expenditure did not keep pace with the approved plan size. Similarly for DPEP Phase II, against a target of US Dollar 164.6 million, the disbursements made by IDA were only US Dollar 150.365 million. For DPEP Phase III-Bihar against its target of US Dollar 65.25 million up to 31 March 2000, IDA released only US Dollar 16.448 million. In respect of projects exclusively financed through the grants of DFID in Andhra Pradesh and West Bengal, only Rs 93.2 crore could be used in Andhra Pradesh against the expenditure target of Rs 162.89 crore. In West Bengal, expenditure incurred was only Rs 52.80 crore (38 *per cent*) against a targeted expenditure of Rs 136.95 crore upto 31st March 2000. This expenditure has generated reimbursement of Rs 44.88 crore against the disbursement target of Rs 104 crore up to 31st March 2000.

The Ministry stated in May 2001 that due to slow pace of implementation and consequent low level of expenditure external aid could not be availed of fully.

Funds pledged by International Funding Agencies were not utilized as per their disbursement schedules

The Ministry also stated that on account of exchange rate fluctuation over the years, it is unlikely that the disbursement target fixed could be achieved in terms of foreign currency. However, even in terms of rupees, target for DPEP-I, DPEP-III and other grants could not be achieved.

2.5.5 Misutilisation and diversion of funds

In 10 States Rs.15.93 crore were spent on activities not covered by the programme

2.5.5.1 As per financial parameters prescribed in the DPEP guidelines, DPEP would not finance non-educational incentives such as free uniforms, incentives for attendance, nutrition, etc. Only provision of free textbooks to girls, SCs/STs would be done in project districts in States which do not have such a scheme. Cash scholarships/awards were not to be financed from DPEP Funds except awards programme for schools to promote competition amongst schools in areas such as enrolment and retention of girls, SCs/STs. It was however noticed that in 10 States funds of Rs 15.93 crore were spent for activities not covered under the norms of DPEP. The details are given in **Annex 2**.

The Ministry stated in May 2001 that items/programmes for which funds were utilised in Assam, Bihar, Gujarat, Karnataka and Kerala were approved by the Project Approval Board in each case even if they are not included specifically in the DPEP guidelines/financial parameters. Residual powers provided in DPEP guidelines permit the Project Approval Board to decide on the eligibility for DPEP financing for new activities. However, in an evolving scheme residual powers could be used only to finance new activities and not to finance activities prohibited by the scheme.

In 9 States funds of Rs.15.27 crore were either diverted to other schemes or were kept in civil deposits

2.5.5.2 Funds provided under DPEP were to be used for DPEP related activities approved by the Project Board. It was however observed that DPEP funds of Rs 15.27 crore were diverted by 9 States for non-DPEP activities or were kept in Personal Ledger Accounts (PLA)/civil deposit as per details given in **Annex 3**.

It would be observed that 57 *per cent* of the amount diverted was kept in Personal Ledger Accounts/civil deposit to avoid the lapse of budget by Gujarat (Rs 448.31 lakh), Madhya Pradesh (Rs 217.00 lakh) and Orissa (Rs 202.17 lakh). 15 *per cent* of diverted money was used for other schemes running parallel to DPEP like Mid-day Meal, Total Literacy Campaign, Non-Formal Education (Madhya Pradesh), Minimum Level Learning Project (Tamil Nadu), Basic Education Project (Uttar Pradesh).

In Tamil Nadu (Rs 63.08 lakh) and Uttar Pradesh (Rs 199.04 lakh), the funds were diverted to conduct special orientation for primary teachers, a training programme covered by NCERT and payment of arrears of revised pay (payable by the State Government) to the teachers during 1999-2000 respectively.

Rs 164.10 lakh were spent on other activities like irregular payment to five non-scheme officials during October 1997 to December 1999 (Rs 8.31 lakh, Andhra Pradesh), excess payment of annual contingent/maintenance grant (Rs 0.78 lakh, Assam) and retained by implementing agencies (Rs 48 lakh, Bihar), preparation, printing and distribution of teacher's handbook (Rs 15.00

lakh, Tamil Nadu), expenditure on Baseline Assessment Survey (Rs 14.05 lakh, Gujarat), printing charges of booklets, registers, commendation (Janma Bhoomi Prasamsha Pathalu) certificate not related to DPEP activities (Rs 77.96 lakh, Andhra Pradesh).

State-wise comments furnished by the Ministry in May 2001 are given below:

Andhra Pradesh, The Ministry stated that expenditure was incurred towards environment building and to mobilize the community to improve participation at the school level, which are permissible activities under DPEP guidelines. The reply was not correct as the expenditure was actually incurred on printing charges of commendation letters, booklets, registers, and certificates for forming education committees, for conducting SSC examination, towards petrol, oil and lubricant charges, repairs of jeeps and staff salaries of District Education Office.

Assam, The excess payment has been adjusted.

Gujarat, Out of Rs 448 lakh, Rs 430.23 lakh is being recovered from District Panchayats of Banaskantha and Panchmahal districts and the remaining amount has been utilized for salary of teachers of new schools in Dang district. The Ministry further stated that Rs 14.05 lakh incurred on pre project activities from DPEP funds has since been charged to funds received for pre-project activities.

Tamil Nadu, The Ministry stated that funds were spent for eligible activities and there was no diversion. The reply was not tenable as the funds were spent for scheme of minimum level of learning and special orientation training for teachers which are funded separately by the Ministry.

The Ministry admitted the diversion in respect of **Kerala, Madhya Pradesh, Orissa.**

2.5.6 Other Financial Irregularities

A statement of miscellaneous financial irregularities is given in **Annex 4.**

The Ministry stated in May 2001, that action has been initiated to get the reimbursement of salary arrears of Rs 87.41 lakh from the parent department of deputationists in Gujarat. The ceiling of Rs 1.50 crore for procurement of books under direct contract method by DPEP Maharashtra was being revised.

The Ministry further stated that in Assam out of advances Rs 697.84 lakh given by the Project Directorate an amount of Rs 517 lakh has since been adjusted. In Kerala and Madhya Pradesh action had been taken to settle the outstanding amount.

The Ministry also stated that UCs were received in Assam during 1999-2000 and that instructions had been issued to obtain UCs wherever outstanding in Andhra Pradesh, West Bengal and Tamil Nadu.

2.6 Performance by Key indicators

Universal access to schooling, enrolment and retention of the children up to the age of 11 were the core objectives of DPEP. Funds were provided for

opening of new schools, upgradation of existing schools by providing additional classrooms, appointment of teachers particularly female teachers, provision of water and toilet facilities and payment of infrastructure grants to schools for enhancing school effectiveness in terms of their reach (enrolment), grasp (retention), classroom transaction and learning achievement with a special focus on girls, SCs and STs. DPEP envisaged reducing the difference in enrolment, drop-out and learning achievement among gender and social groups to less than five *per cent* and to reduce over all primary drop-out rates for all students to less than 10 *per cent*. Performance in these key areas is brought out below:

2.6.1 Access to educational facilities

Universal access to primary schooling or its equivalent non-formal education for all children in the 6-11 age group was the main objective of the Programme. For this purpose funds were provided under the DPEP for construction of new school buildings, additional classrooms, repair to existing schools, provision of drinking water and adequate sanitary facilities especially for girls, creating additional teaching posts to bring the Pupil Teacher Ratio and Student Classroom Ratio to 40:1.

The Beneficiary Survey disclosed that nearly all the households (96 *per cent*) across the 14 States had indicated access to primary schools within the village/Census Enumeration Blocks or within 1 km. of habitation. However despite the easy access to primary schools, the enrolment of students was adversely affected due to lack of facilities in schools, more particularly in case of girl students. It is relevant to refer here to the data compiled by Educational Consultants India Limited. The status of infrastructure facilities under DPEP scheme in 12 States during 1999-2000 emerging from this data is analysed below to indicate the magnitude of the problem (Statement in **Annex 5**).

The enrolment of students had been adversely affected due to lack of basic necessities /facilities in schools across 12 DPEP States

- Across the 12 DPEP States, the percentage of schools not having girls' toilets and drinking water facilities, was 84 and 33 respectively. Similarly the percentage of schools with only one teacher and with PTR more than 50:1 was 18 and 49. Eleven *per cent* schools did not have even a blackboard.
- In nine States (Assam, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, West Bengal, Tamil Nadu, and Orissa) more than 70 *per cent* of the schools did not have girls' toilets, the position being the worst in Assam, Bihar, Himachal Pradesh, Orissa, Tamil Nadu and West Bengal, with percentage shortfalls ranging between 90 and 96.
- In eight States (Assam, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Orissa and Uttar Pradesh) more than 10 *per cent* of schools had only one teacher.
- In six States (Assam, Bihar, Gujarat, Haryana, Uttar Pradesh and West Bengal) the Pupil Teacher Ratio (PTR) exceeded 50:1 in more than 50 *per cent* of the schools. In Uttar Pradesh and West Bengal, the

situation was the worst as percentage of such schools was 72 and 96 respectively.

- In eight States (Assam, Bihar, Madhya Pradesh, Maharashtra, Gujarat, Himachal Pradesh, Orissa and West Bengal) more than 30 *per cent* schools did not have drinking water facility. The position was more serious in Orissa where percentage of such schools was 52.
- In two States (Bihar and Uttar Pradesh) blackboards were not available in 22 and 20 *per cent* schools respectively.
- Normally, it is expected that a section/class of about 35-40 students will have a classroom. Against this, it was noticed that in seven States of Assam, Bihar, Haryana, Maharashtra, Tamil Nadu, Uttar Pradesh and West Bengal, the Student Classroom Ratio (SCR) exceeded the required limit. The position was serious in West Bengal (84) followed by Assam (66) and Uttar Pradesh (64). A detailed analysis of SCR at district level revealed that in 11 districts of three States viz. Assam (3), Uttar Pradesh (4) and West Bengal (4), the SCR was above 70. In five districts of these States, the SCR was abnormally high at 93 (Dhubri), 88 (Lakhimpur Kheri), 97 (Cooch Behar), 98 (Murshidabad and South 24 Parganas).
- The Ministry stated in May 2001 that DPEP does not ensure availability of all physical infrastructural facilities nor does it have funds to do so. The reply was not convincing as to achieve UPE in DPEP districts provision of infrastructure facility was essential.

The position emerging from test check of records in selected districts of five states is given below:

There was shortage of teachers, black boards, school buildings and sitting capacity in classrooms. New schools were not opened as per the targets

(i) In **Bihar**, out of 54180 habitations in project area, 21754 (40 *per cent*) habitations had no schooling facility as of 31 March 2000. Of 32554 schools, 9291 schools had only one teacher for more than 50 students and 5014 schools, one teacher for more than 100 students. 12950 and 27653 schools were not provided drinking water and toilet facilities respectively, while toilets for girl students were provided in only 1307 schools. 7041 schools were not provided blackboards and 2151 schools had no building. During 1998-2000, 26 to 32 *per cent* of enrolled children did not get seats in classrooms. Against the stipulated target of opening 2845 new schools with two teachers in each school during 1997-2000, only 572 schools were opened at the end of 1999-2000.

(ii) In **Haryana**, in four project districts (Jind, Hissar, Sirsa and Mahendergarh) the intake capacity of schools was short of requirement. The capacity of primary schools for intake was less by 19 to 25 *per cent* as compared to the population of eligible children for primary education during 1995-96 to 1999-2000.

(iii) In **Orissa**, 17 *per cent* of eligible children during 1996-2000, were deprived of access to primary education due to absence of primary schools,

alternate schooling centres and static of intake capacity i.e. non addition of classrooms in existing schools.

(iv) In **Tamil Nadu**, during 1995-2000 in five project districts (Cuddalore, Villupuram, Tiruvannamalai, Dharmapuri and Pudukottai), 20.45 lakh children (representing 30 *per cent* of total eligible children) were left uncovered due to non-opening of more alternate schooling centres. No specific norms were adopted for fixing the number of alternate schooling centres for eligible children.

(v) In **West Bengal**, a large number of schools lacked basic infrastructure, the Pupil Teacher Ratio was high and about 10 *per cent* schools had only one teacher. This assumed serious proportions in two districts (Bankura and South 24 Parganas) where such schools had enrolment of 50, 100, 150 or even 200 each. Schools were crowded with a number of students, sitting in a single class-room without basic facilities. 14 schools were found to be in a dilapidated condition. Only 7 to 26 *per cent* students over the actual enrolment shown in the school register were found at the time of school visit. In four DPEP districts, 40 *per cent* of primary schools had acute shortage of accommodation and non-availability of minimum facilities.

In West Bengal the Pupil Teacher ratio was very high and it reached up to 200 in two district of Bankura and South 24 Parganas.

The Beneficiary Survey also disclosed that 56 *per cent* of the schools in DPEP States did not have toilet facilities and 72 *per cent* schools did not have toilets/separate toilets for girls. In five States of Andhra Pradesh, Assam, Bihar, Madhya Pradesh and Tamil Nadu, the percentage of schools not having toilet facilities for girls was quite high at 89, 89, 94, 85 and 81 respectively. Only 24 *per cent* of the total 1361 sample schools covered across 14 DPEP States had all the basic infrastructure viz. school building, playground facility and boundary wall in good condition. In seven States of Andhra Pradesh, Bihar, Haryana, Karnataka, Orissa, Uttar Pradesh and West Bengal, the average PTR was above the norm of 50:1. The situation was most alarming in Uttar Pradesh where the average PTR was 105.

In Andhra Pradesh, Uttar Pradesh and West Bengal the SCR was more than 82.

The average SCR in all the DPEP States barring Kerala and Maharashtra, was above 40. State wise, the average SCR was highest in Uttar Pradesh (107) followed by West Bengal (95) and Andhra Pradesh (83). In these three States, only 5-18 *per cent* of the schools had four or more classrooms.

The school grants were envisaged to be utilized for painting blackboards on lower portion of the classroom walls to bring them within the easy reach of children. However, the utilisation of school grants for undertaking this activity was low (44 *per cent*). Less than half of the sample schools (43 *per cent*) had blackboards painted on lower portions of walls. The status was better in Phase I districts (55 *per cent*) as compared to Phase II districts (39 *per cent*).

2.6.2 Enrolment

A major goal of DPEP is universalisation of primary education (UPE) i.e. universal enrolment of all children with focus on target groups such as SC/ST and girls. Trends in overall enrolment (including specific comments on Class I enrolment) and enrolment of target groups are analysed in the succeeding

sub-paragraphs. The analysis includes observations on the extent to which the DPEP objective of reducing the difference in enrolment among gender and socially disadvantaged groups has been achieved.

2.6.2.1 Trends in enrolment

The state-wise trends in enrolment were studied by ORG to assess the extent to which various initiatives had contributed to enhance the enrolment in schools. To enable a meaningful interpretation of these trends, the status of total children (population) in 6-11 age group during 1996-2000 was also reviewed. The trends disclosed by survey are given below:

State-wise Growth in Enrolment During 1995-96 to 1999-2000

States	Trends in Enrolment (in per cent)			
	1995-96 to 1996-97	1996-97 to 1997-98	1997-98 to 1998-99	1998-99 to 1999-2000
States where total children in 6-11 age have increased (1995-2000)				
Gujarat	0	6	1	4
Haryana	4	3	-4	-2
Himachal Pradesh	4	-3	-5	-6
Madhya Pradesh	3	3	1	0
Maharashtra	5	5	-3	-5
States where total children in 6-11 age have decreased (1995-2000)				
Andhra Pradesh	0	-2	-3	-1
Assam	23	0	0	-2
Bihar	9	8	-1	4
Karnataka	-2	-3	-3	-7
Kerala	0	-6	-4	-3
Orissa	4	-1	-2	0
Tamil Nadu	-2	0	-2	-3
Uttar Pradesh	14	13	2	5
West Bengal	0	6	0	-1

Note :-While DPEP started in Gujarat, Himachal Pradesh, Andhra Pradesh, Bihar, Orissa and Uttar Pradesh and West Bengal during 1996-97 to 1997-98, trends of enrolment have been indicated from 1995-96 for purposes of uniformity

Many States showed negative growth in the later years of project implementation

It would be evident from the above table that there was little evidence of the impact of the programme in terms of enhancing the participation of children. The momentum created by the programme in the initial years of implementation could not be sustained during the later years. A subsequent decline was noticed in even those states where a good increase in enrolment was registered in the initial years of programme implementation. In all, five states witnessed an increase in total population in 6-11 age group, during 1995-2000. Amongst these States, in Gujarat a sustained increase in enrolment during the years of programme implementation was observed. Among the other states in this category (viz. Haryana, Madhya Pradesh, Himachal Pradesh and Maharashtra), despite the increase in population in the 6-11 age group increase in enrolment was witnessed only in the initial years of

programme implementation viz. 1995-96 to 1997-98. Subsequently a negative growth in enrolment was witnessed.

Among the nine other DPEP states where a decline in total population in the 6-11 age group was witnessed during 1995-2000, Uttar Pradesh recorded highest increase in enrolment during 1995-96 to 1999-2000. In Uttar Pradesh despite various initiatives viz. the Cash Incentive Schemes, Mid-Day Meal Scheme, etc. being initiated during this period, the issue of retention persisted as one-fifth of the total children enrolled in primary classes (20 per cent) continued to dropout from school.

A similar trend was witnessed in Assam, Bihar and Orissa where despite an appreciable growth in enrolment during the first year of programme implementation (23 per cent), the system failed to retain learners and the dropout rates continued to remain high.

It was noticed in 23 districts test-checked by Audit that the percentage of enrolment had declined when compared to the enrolment percentage prevailing at the beginning of the programme/earliest year as detailed below:

In 23 districts of eight States the enrolment percentage had declined as per latest data

Sl. No.	Name of State	Name of district	Percentage of enrolment during	
			Initial/earliest year	Latest year
1.	Assam	Goalpara	76 (97-98)	58 (99-00)
		Bongaigaon	91 (97-98)	72 (99-00)
2.	Bihar	Dumka	90 (97-98)	79 (99-00)
		East Singhbhum	69 (97-98)	59 (99-00)
		Gaya	73 (97-98)	65 (99-00)
		Ranchi	81 (97-98)	71 (99-00)
		Rohtas	89 (97-98)	86 (99-00)
		Sitamarhi	84 (97-98)	68 (99-00)
3.	Karnataka	Vaishali	76 (97-98)	62 (99-00)
		Belgaum	97 (96-97)	94 (98-99)
4.	Orissa	Baragarh	95 ((97-98)	92 (99-00)
		Bolangir	85 (95-96)	85 (99-00)
		Kalahandi	78 (95-96)	68 (99-00)
		Sambalpur	80 (97-98)	66 (99-00)
5.	Tamil Nadu	Tiruvannamalai	75 (95-96)	69 (99-00)
		Cuddalore	69 (95-96)	65 (99-00)
		Pudukottai	70 (96-97)	68 (99-00)
6.	Maharashtra	Nanded	104 (94-95)	97 (99-00)
		Osmanabad	104 (94-95)	99 (99-00)
7.	Andhra Pradesh	Nellore	75 (95-96)	73 (98-99)
8.	Kerala	Trivandrum	96 (97-98)	89 (99-00)
		Idukki	49 (94-95)	35 (99-00)
		Wayanad	93 (94-95)	87 (99-00)

Apart from decrease in enrolment, test-check in audit in some States also revealed that in some districts, where the enrolment percentages were already low, there had been only marginal improvement in these percentages, due to DPEP interventions:

Sl. No.	Name of State	Name of district	Percentage of enrolment during	
			Initial/earliest year	Latest year
1.	Assam	Barpeta	70 (97-98)	72 (98-99)
2.	Gujarat	Panchmahal	72 (97-98)	76 (99-00)
3.	Haryana	4 districts_	80 (95-96)	81 (99-00)
4.	Tamil Nadu	Dharmapuri Villupuram	66 (95-96) 69 (95-96)	67 (99-00) 71 (99-00)
5.	Madhya Pradesh	Surguja	80 (94-95)	84 (99-00)

The poor enrolment has been attributed to reasons such as non-taking up of civil works, non-opening of alternate schools, non-appointment of new teachers in **Orissa** and low intake capacity of schools in **Haryana**.

2.6.2.2 Decline in Class I enrolment after the implementation of the DPEP

Since in several States, a large number of children of 6-11 years age were still out of school, it was expected that with the launching of DPEP, more of these children would start attending school and that the enrolment in Class I would increase rapidly. Contrary to this expectation, enrolment in Class I had declined in many DPEP States during the last three years, except in Gujarat, Madhya Pradesh and Uttar Pradesh:

Declining trends in class I enrolment observed in majority of DPEP States.

Sl. No.	Name of State	No. of districts	Class I enrolment			Percentage decrease	
			1997	1998	1999	1997-98	1998-99
1.	Assam	09	651217	582532	554191	10.5	4.9
2.	Bihar	17	1962990	1723690	1577205	12.2	8.5
3.	Haryana	07	237248	204726	188662	13.7	7.8
4.	Himachal Pradesh	04	52225	43631	38384	16.5	12.0
5.	Karnataka*	11	817817	805760	770543	1.5	4.4
6.	Kerala**	06	99868	102323	99019	-2.5	3.2
7.	Maharashtra	09	705919	631349	615346	10.6	2.5
8.	Orissa	08	322030	316380	311893	1.8	1.4
9.	Tamil Nadu	07	328160	325132	323096	0.9	0.6
Total		78	5179471	4737521	4480338	8.5	5.4

* does not include data of Bijapur district

** includes data for only Phase-I districts

Source: TSG/DPEP October 2000

Analysis of data contained in the above table would show that between 1997 and 1998, the decrease in Class I enrolment was more pronounced in the States of Assam, Bihar, Haryana, Himachal Pradesh and Maharashtra. Though the position improved in the years 1998-99, in the States of Bihar, Haryana and Himachal Pradesh, the percentage decrease was still high. In

Kerala, there was an increase in enrolment in 1998, yet in 1999, the enrolment declined to less than the 1997 level.

Investigative studies on the decline in Class I enrolment, were carried out by the Ministry, in some selected districts of Uttar Pradesh, Maharashtra and Tamil Nadu during October 2000. The findings of the study attributed the decline in Class I enrolment, to the increasing enrolment of children in new private schools, withdrawal of Mid-day meals programme, acute shortage of teachers in primary schools and overcrowding in classrooms resulting in widespread reluctance among parents to send their wards to Government schools, etc. A study by NIEPA* attributed this decline to two factors: (i) a real decline in intake (new admissions) and (ii) increased incidence of repetition.

The Ministry while admitting decline in Class I enrolment attributed it, in some States to peculiar circumstances in a particular year after which it picked up again in the following year and in other cases to decline in child population. The Ministry however, did not specify the steps proposed to be taken to check such decline.

2.6.3 Equity Focus

In the sphere of education, inequities in educational attainment of different groups and regions have been both the cause and effect of differentials between their levels of economic development. From time to time, the Government of India has launched development schemes based on the principles of positive discrimination and special focus on improving enrolment and retention of girls. DPEP guidelines lay down that more focused coverage would be on primary education, with stress on education of girls, and for socially disadvantaged groups.

The Beneficiary Survey disclosed that among the 14 DPEP States, the Scheduled Castes comprised 22 *per cent* of the total enrolment and Scheduled Tribes constituted 7 *per cent* of the total enrolment. The year-wise percentage growth in enrolment of girls, SCs and STs from 1995-96 to 1999-00 is tabulated below.

States	Percentage growth in Enrolment of Girls and SC/STs											
	1995-96 to 1996-97			1996-97 to 1997-98			1997-98 to 1998-99			1998-99 to 1999-2000		
	Girls	SC	ST	Girls	SC	ST	Girls	SC	ST	Girls	SC	ST
Andhra Pradesh	2	6	-	0	-8	-	1	12	-	3	-5	-
Assam Phase-I	23	19	-9	0	-5	19	0	-8	-7	-2	1	0
Phase-II		14	29		-9	12		-3	-7		-3	-3
Bihar	7	14	6	11	9	10	1	3	-4	5	3	9
Gujarat	0	-4	-2	6	5	5	4	-3	2	5	5	4
Haryana Phase-I	1	12	-	7	5	-	-2	-1	-	-1	-1	-
Phase-II		3	-		9	-		-4	-		-1	-
Himachal Pradesh	4	18	-	-4	-3	-	-5	-6	-	-8	1	-

* NIEPA Study on "Access and Retention", 2000

States	Percentage growth in Enrolment of Girls and SC/STs											
	1995-96 to 1996-97			1996-97 to 1997-98			1997-98 to 1998-99			1998-99 to 1999-2000		
	Girls	SC	ST	Girls	SC	ST	Girls	SC	ST	Girls	SC	ST
Karnataka Phase-I	7	-5	-	-7	0	-	-3	-7	-	-3	0	-
Phase-II		2	-		-2	-		-2	-		1	-
Kerala Phase-I	-1	13	-	-4	-14	-	-4	-3	-	-3	18	-
Phase-II		-6	-		4	-		-8	-		1	-
Madhya Pradesh Phase-I	4	12	13	6	-3	19	3	8	8	2	-5	3
Phase-II		-1	-1		9	6		8	5		-3	2
Maharashtra Phase-I	4	13	1	8	3	21	0	-9	2	-6	-1	-19
Phase-II		10	15		-11	5		-5	-6		-7	-3
Orissa	6	5	3	-1	1	8	-2	3	-3	1	-4	11
Tamil Nadu Phase-I	-4	5	-	-2	0	-	-1	-1	-	-1	-4	-
Phase-II		2	-		-1	-		-2	-		1	-
Uttar Pradesh	20	16	-	23	14	-	6	-5	-	8	-4	-
West Bengal	1	5	-	11	10	-	-1	-1	-	2	1	-

Negative growth in enrolment of girls and SC/ST students.

An analysis of the above data revealed that the growth in enrolment during the initial years of programme implementation was higher for these groups as compared to the growth between 1998-99 to 1999-00. Out of 14 DPEP States, the growth in enrolment has shown a decline in seven States in case of girls, eight States in case of SCs and two States in case of STs (out of 6 States consisting of more than 10 *per cent* ST population), in 1999-00 when compared to the enrolment in 1998-99.

Gender-wise, five States of Assam, Himachal Pradesh, Karnataka, Kerala, Tamil Nadu have shown a negative growth after the first year of DPEP intervention.

Caste-wise, in case of SCs, seven States of Andhra Pradesh, Assam (Ph. II), Haryana, Maharashtra, Orissa, Tamil Nadu (Ph. I) and Uttar Pradesh have shown a negative growth after the first year of DPEP intervention. In case of STs, two States of Assam (Ph. II) and Maharashtra, have registered decline in enrolment.

Test-check of district-level performance in the DPEP States brought out the following:

(i) In **Andhra Pradesh** (Nellore district), the enrolment of boys and girls, SCs/STs decreased during 1998-99 from the level of 1997-98 by about 10 *per cent* and 12 *per cent* respectively.

The decrease was attributed by Ministry to migration of families to other districts and increase in number of unrecognised schools.

(ii) In **Assam**, the average percentage of SC and ST students enrolled, in seven test-checked districts (4 till 1998-99 and 3 till 1999-2000), was 75 and 74 respectively. The position was the worst in Bongaigaon, where the average percentage of ST students enrolled during the years 1997-2000 was a meagre 44.

(iii) In **Orissa**, in three districts (Bolangir, Dhenkanal, Kalahandi), the percentage of enrolment of SC/ST (clubbed), during 1996-2000 ranged between 33 to 50, the situation being serious in Dhenkanal, where it ranged between 33 (1996-97) and 35 (1999-2000). Similarly, in three districts namely, Baragarh, Keonjhar and Sambalpur, this percentage varied between 43 and 63 during 1997-2000. In none of the seven districts (except Rayagada), was percentage above 70 till 1999-2000.

(iv) In **Karnataka**, in four test checked districts of Kolar, Raichur, Belgaum and Gulbarga, the percentage enrolment of girls ranged between 76 (Raichur) and 92 (Gulbarga) during 1995-2000.

(v) In **Gujarat**, in two districts of Panchmahal and Dang, the percentage enrolment of SC students declined from 87 and 72 in 1997-98 to 84 and 62 respectively in 1999-2000.

(vi) In **Bihar**, the gross percentage of enrolment of girls fell from 64 in 1998 to 43 in 2000. Similarly, the gross percentage of enrolment of SC and ST decreased from 82 and 79 in 1998 to 64 and 68 in 2000 respectively. In seven test checked districts, the enrolment percentages for SCs, others, boys and girls, decreased from 93, 77, 88 & 71 in 1997-98 to 81, 68, 76 & 64 in 1999-2000 respectively.

(vii) In **Kerala**, in Idikki district, the percentage enrolment of girls declined from 43 in 1996-97 to 31 in 1999-2000, whereas in Thiruvananthapuram district, this figure remained at a constant 50 *per cent* (approximately) during 1996-97 and 1999-2000.

The decline was attributed by Ministry to opening of unaided private schools adjacent to Government/aided private schools.

(viii) In **Maharashtra**, the percentage enrolment of boys and girls, in four districts of Aurangabad, Latur, Nanded and Osmanabad showed a declining trend

(ix) In **West Bengal**, despite the very low female literacy rate in rural areas of the five test-checked districts (Bankura, Birbhum, Cooch Behar, Murshidabad and South 24 Parganas) the problems of girls' education were not addressed till 1998-99. No budget provision was made by the DPOs for increasing the enrolment and retention of girls students in primary education. In 1999-2000, an amount of Rs 69.19 lakh was provided in Annual Work Plan and Budget for this purpose, against which only Rs 5.58 lakh (8.06 *per cent*) had been spent till March 2000. Specific strategies for SC & ST students were yet to be drawn up by the SPO (June 2000).

(x) The declining trend of enrolment of girls from Class I to Class V may be observed from the following table:

Academic year	Percentage of Girls enrolment to total enrolment by Class				
	Class I	Class II	Class III	Class IV	Class V
PHASE I					
1995-96	46.9	46.2	45.5	44.9	42.8
1996-97	47.3	46.6	45.6	45.1	43.8
1997-98	47.9	47.1	46.3	45.5	44.1
1998-99	48.2	48.0	46.8	46.2	44.6
1999-00	47.8	47.9	47.4	46.5	44.9
Average Phase I	47.6	47.2	46.4	45.7	44.2
PHASE II					
1996-97	44.7	44.0	43.7	42.8	38.2
1997-98	45.2	44.2	43.2	42.5	38.9
1998-99	45.9	45.3	44.4	43.4	39.7
1999-00	45.9	45.8	45.2	44.4	40.8
Average Phase II	45.5	45.0	44.3	43.4	39.7

Source: NIEPA Study on "Access and Retention" 2000

Proportion of girls' enrolment has been declining as they progress from one class to another class.

This would show that the share of girls' enrolment has been declining as they progress from one class to another class. The cumulative effect of such decline is reflected when a comparison of Class V enrolment is made with Class I enrolment. In Phase I districts, during 1995-96 to 1999-2000, against the average Class I enrolment of 47.6, average of Class V enrolment is 44.2, i.e. decline of 7 *per cent*. Similarly in Phase II districts, from 1996-97 to 1999-2000, against average Class I enrolment of 45.5, average of Class V enrolment is 39.7, i.e. decline of 13 *per cent*. The cumulative drop in enrolment is of a larger magnitude in Phase II districts.

2.6.3.1 Persisting gender and social differentials

The Programme has a special focus on education of girls and envisages reducing the difference between the enrolment of boys and girls and SC/ST and others to less than 5 *per cent*. Test check in randomly selected districts in 10 States revealed that the difference in enrolment between boys and girls and SC/ST and others remained more than 5 *per cent* during 1998-2000 even after lapse of a period ranging from three years to five years from the commencement of programme as detailed in **Annex 6**:

The Ministry stated in May 2001 that the gender differential has declined considerably across DPEP districts and is expected to further reduce by the end of the projects. It also stated that most of districts mentioned in the Review Report are part of DPEP-II and III, which have considerable time till project end. The Ministry did not offer any comment on the differential between socially disadvantaged groups.

2.6.3.2 Minimal difference in dropout rates between gender and social groups not achieved

Difference in dropout rate between boys and girls and between SC/ST & others remained more than the envisaged rate of 5 per cent.

The programme envisaged reducing the difference in dropout rate between boys and girls and between SC/ST and others to less than five *per cent*. Test check revealed that in the following 17 districts of seven States, the difference between gender and socially disadvantaged groups had remained more than five *per cent*.

Sl. No.	Name of State	Name of district	Year	Percentage of difference in dropout rate between		
				Boys & girls	SC & others	ST & others
1.	Andhra Pradesh	Karimnagar	1998-99	-	11	27
		Kurnool	--do--	9	10	11
		Nellore	--do--	-	9	28
		Vizianagram	--do--	-	-	20
		Warangal	--do--	-	8	23
2.	Assam	Barpeta	1998-99	-	-	12
		Goalpara	--do--	-	8	-
3.	Gujarat	Banaskantha	1999-2000	7	-	11
4.	Haryana	Jind	1999-2000	-	16	-
		Sirsa	1999-2000	-	13	-
5.	Karnataka	Gulbarga	1999-2000	-	11	13
6.	Maharashtra	Parbhani	1999-2000	6	-	-
7.	Orissa	Gajapathi	1998-99	-	-	28
		Rayagada	--do--	-	-	45
		Kalahandi	--do--	6	-	-
		Keonjhar	--do--	-	-	43
		Sambalpur	--do--	-	-	6

2.6.4 Incentives

According to DPEP guidelines, SC, ST and girls students enrolled in schools in the project districts were to be provided free text books and supplementary learning materials if the State Governments did not have a scheme for free distribution of such material.

State-wise position based on the results of test check as given below show that there were conspicuous lapses in the free distribution of textbooks.

(a) Bihar

(i) In the test-checked districts, textbooks were not supplied to focus group children (SC, ST and girl students) during the year 1998 as no textbooks were purchased by Bihar Shiksha Pariyojana Parishad (BSPP). During 1999 only 11.09 lakh (95 *per cent*) of focus group children (SC, ST and girls students) out of 11.61 lakh enrolled were provided free text books.

Free text books were not distributed to all children of focus groups viz SC,ST and girls

(ii) During 1999 and 2000 only 44.35 lakh (46 per cent) and 51.85 lakh (54 per cent) books respectively were distributed. Further, there was delay ranging between 4 to 11 months in distribution of books among children.

(iii) Out of 81.16 lakh SCs, STs and girl students enrolled during 1997-98 to 1999-2000, the books were distributed to 56.69 lakh (70 per cent) students, and 24.47 lakh (30 per cent) students were not provided books during the period.

(iv) During 1997-2000, 288.34 lakh text books under different titles were available with BSPP for free distribution among the target group. Out of this, 229.37 lakh books were distributed to district implementing agencies for onwards distribution to block resource centres, cluster resource centres and schools. 58.97 lakh books were lying in stock as of March 2000.

Bihar State did not provide subsidy for procurement of text books

(v) The State Government was to provide to the Bihar State Text Book Publishing Corporation Limited, a subsidy of 50 per cent of the value of books printed and supplied by it. It was noticed that the BSPP placed orders for supply of 1.75 crore books for DPEP-III 1999 valued at Rs 20.11 crore. Against this, the Corporation supplied 1.68 crore books valued at Rs 19.18 crore on advance payment. As the State Government did not provide subsidy to the Corporation, the BSPP could not procure books to the extent of Rs 9.59 crore.

(b) In the test checked districts of **Haryana**, out of 5.44 lakh SC students and 5.49 lakh non-SC girl students during 1995-99, 5.05 lakh SC students (93 per cent) and 2.18 lakh non-SC girls students (40 per cent) were not provided books free of cost.

(c) In Sirmour district of **Himachal Pradesh**, out of 18086 girls, 2800 girls were not supplied books during 1997-98. The DPO stated that one BRC did not lift the books from the sales depot.

The Ministry in May 2001 confirmed the position.

(d) In **Uttar Pradesh**, during 1998-99 and 1999-2000, in Hardoi district, the text books were distributed to 70 per cent SC/ST students and 65 per cent girl children due to shortage of funds, while in Balrampur district, 3902 SC/ST students and 5050 girl students were not provided free text books.

Delay in supply of text books

(e) In **Tamil Nadu**, the schools were opened in June 1997, but the workbooks for three subjects were not supplied to standard I children in time as orders were placed by SPD only in October 1997 to the Tamil Nadu Text Book Corporation and payment of Rs 1 crore was made in March 1998. The workbooks were supplied by the Corporation and distributed to the children only in February 1999. Similarly in 1999-2000, orders for printing of workbooks for standard 1 to 3 were placed in October 1998 and supplies were made only in January 2000.

The Ministry accepted the facts and stated that delay in the distribution of work book was due to administrative reasons.

(f) **Orissa** : (i) Test check of records in Orissa revealed that free text books and free reading and writing materials worth Rs 22.49 lakh meant for

distribution among SC/ST and girls students during 1997-2000 was not distributed as of March 2000. Instead of books being provided before the academic session delays of 6 to 8 months were noticed. Further, there was no scope for distribution of text books worth Rs 2.35 lakh procured during 1998-99 in the subsequent years, due to change of syllabus.

(ii) 7085 books worth Rs 0.52 lakh were not distributed during 1998-99 by the DPC, Sambalpur as the stock account of those books were not handed over by his predecessor.

(iii) Class wise full set of books were not distributed to the students in 5 districts Bolangir, Bargarh, Kalahandi, Keonjhar and Sambaepur during the years 1998-99 and 1999-2000.

(iv) Books valuing Rs 13.58 lakh remained undistributed in 4 districts due to late receipt of books from State Project office, receipt of books by DPCs in excess of requirement etc.

(v) In respect of free books and reading and writing materials worth Rs 1.07 crore reportedly distributed by the DPCs during 1997-98 to 1999-2000, distribution lists/acknowledgements from the students showing the distribution of materials had not been furnished by 192 Block Research Centre Coordinators (BRCCs) to DPCs concerned.

Poor reach of incentives to the eligible groups

The poor reach of the incentive was highlighted also by the survey. Distribution of free text-books and supplementary materials was claimed by 81 *per cent* and 44 *per cent* schools respectively. However, only 64 *per cent* parents confirmed receipt of text-books and 24 *per cent* parents confirmed receipt of supplementary materials. The state-wise position is given in the **Annex 7**.

2.6.5 Retention

An important condition for Universalisation of Elementary Education (UEE) is improved retention of students throughout the primary and upper primary education cycle. Considering the high dropout rates in primary education, DPEP envisaged the reduction in drop-out rate of all students in primary schools to less than 10 *per cent* and the reduction of the difference in drop-out rate between boys and girls and between SC/ST students vis-à-vis others to less than five *per cent*.

2.6.5.1 Reduction in drop-out rate not achieved

In order to examine the impact of DPEP on retention of students at primary level, the beneficiary survey compiled the dropout trends for two time segments, viz. 1995-96 and 1999-2000. This exercise was undertaken by tracing the students enrolled in primary classes (cohort method). The details are tabulated below:

Dropout Rates among DPEP States

(In per cent)

States	1995-96				1999-2000			
	Total	Girls	SC	ST	Total	Girls	SC	ST
Andhra Pradesh	19	19	21	--	16	17	19	--
Assam	32	33	32	28	38	36	39	37
Bihar	41	42	44	41	39	38	42	42
Gujarat	19	18	21	25	21	21	18	29
Haryana	25	23	27	-	25	22	30	-
Himachal Pradesh	16	14	18	-	12	10	14	-
Karnataka	28	27	31	-	24	22	30	-
Kerala	7	7	8	-	8	8	9	-
Madhya Pradesh	25	25	23	27	21	21	23	25
Maharashtra	18	18	15	21	14	18	15	17
Orissa	22	23	21	34	22	22	27	32
Tamil Nadu	18	15	19	-	15	13	16	-
Uttar Pradesh	19	21	17	-	20	20	15	-
West Bengal	27	26	35	-	23	22	28	-

No sizeable progress in reducing dropout rate. The dropout rate continued to be over 10 per cent.

Analysis of the data would reveal that overall there were no appreciable improvement in dropout rates vis a vis those existing at the time of programme inception. The dropout rates continued to be over 10 per cent in all States except Kerala (8 per cent). Dropout rates were very high in Assam and Bihar, in fact in Assam there has been a rise in the rate. In these two states 38-39 per cent of the students enrolled in primary classes dropped out during 1999-2000. In Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra and Uttar Pradesh, the dropout rate had declined marginally (by 4 per cent) during the two reference years. In six States of Assam, Gujarat, Haryana, Kerala, Orissa and Uttar Pradesh, the overall dropout rate had increased or remained stagnant. Similarly, in four States of Assam, Gujarat, Kerala and Maharashtra, the dropout rate for girls had increased or remained stagnant. In case of SCs and STs, the dropout rate increased or remained stagnant in the States of Assam, Haryana, Kerala, Madhya Pradesh, Maharashtra & Orissa, and in the three States of Assam, Bihar & Gujarat, respectively. However, there was significant increase in the drop out rate of SCs in the States of Assam, Haryana and Orissa in 1999-2000 compared to 1995-96.

The survey report further revealed that the dropout rates of Class I in all categories, were the highest among all classes from I to V and no substantial improvement in the rate of reduction of dropout rate of Class I was noticed even after a lapse of five years of commencement of the scheme, as is evident from the position tabulated below:

Year	Dropout (in per cent)				
	Total	Boys	Girls	SC	ST
1995-96	30	29	33	32	36
1999-00	29	27	31	31	29

The Ministry stated in May 2001 that dropout rate has not been reduced in most of DPEP districts to stipulated extent because the drop out rate was very high at the beginning of the DPEP. The Ministry also stated that States have intensified efforts to reduce the drop out rate by taking remedial measures based on findings of household survey being undertaken to identify out of school children including drop outs and the reasons of their dropping out. However, as noted earlier, there has been no appreciable dent on the reduction of drop out rate even after 5-6 years of the launch of the scheme.

District -level position in the States where the dropout rates were very high as revealed by audit test check is given State-wise below:

(i) In **Andhra Pradesh**, in five districts namely Karimnagar, Kurnool, Nellore, Vizianagram and Warangal, the drop out rate among boys, girls, SC and ST ranged between, 26 and 55, 34 and 58, 40 and 64, 40 and 79 respectively during 1998-99. In two districts of Nellore and Warangal, the drop out rate of ST students during 1998-99 was 79.

(ii) In **Karnataka**, in one district (Raichur), the drop out rate of boys, girls, SC and ST was 35, 51, 45 and 54 respectively during 1998-99.

(iii) In **Maharashtra** (Dhule district), the drop out rate of boys and SC stood at 39, whereas for girls and ST, it was 41 and 51 respectively, during 1998-99. Similarly in Nanded district, the drop out rate for boys, girls and SC was 35, 34 and 31 respectively during 1999-2000.

(iv) In **Orissa**, in eight districts namely Gajapati, Bolangir, Rayagada, Kalahandi, Dhenkanal, Keonjhar, Sambalpur and Baragarh, the drop out rate of boys, girls and ST, ranged between 47 and 57, 43 and 53, 25 and 65 respectively during 1998-99. In three districts of Gajapati, Rayagada and Keonjhar, the drop out rate of ST stood at 62, 64 and 65 respectively.

(v) In **Uttar Pradesh**, in all the DPEP districts, the average drop out rate was at 39 for both boys and girls.

2.6.5.2 Repetition

Class repetition is a malaise that not only affects the internal efficiency of the educational system but also leads to the waste of precious years of childhood. In order to overcome the problem of class repetition among first generation learners, many States are following a policy of “no detention” for the first few years of schooling. Therefore under the “no detention” policy, the repetition rates should be practically zero. However, the ground reality is different. In actual practice, a large number of children continue to be shown as repeaters in Class I-II. The following reasons could be identified:

- The child is not attending school regularly.
- A common practice in all States, is to enrol an under-age child in Class I to boost enrolment and then subsequently show him as repeater till he attains the age of entry to Class-I.
- Some of the enrolled children are long term absentees and hence they are shown as repeaters over the years.

- The teachers are not aware of the “no detention” policy and continue to hold examinations and detain the children on academic grounds.

Artificial or induced repetition as a result of above factors can provide misleading signals regarding the school effectiveness. It defeats the very purpose of achievement of UEE.

Among the Phase-I Districts/States, the State of Assam continued to have the highest repetition rates (25.3 in 1998-99 for overall repetition) and (35.3 in 1998-99 for Class-I) followed by Haryana and Tamil Nadu. The position of Phase-II Districts despite marginal improvement during 1998-99 was serious as is apparent from State-wise details of repetition rates given below:

Repetition rates : Phase II districts

State	Class I		Overall	
	1997-98	1998-99	1997-98	1998-99
Assam	36.5	39.7	26.1	27.5
Bihar	24.2	22.9	12.2	11.3
Gujarat	28.5	25.2	20.1	17.4
Haryana	5.7	6.0	8.7	9.9
Himachal Pradesh	17.9	21.5	12.5	14.4
Karnataka	3.6	6.1	5.6	6.1
Kerala	NA	0.1	NA	3.5
Madhya Pradesh	2.6	2.6	2.8	3.1
Maharashtra	6.6	6.8	5.5	4.6
Orissa	10.9	22.4	5.6	11.0
Tamil Nadu	12.9	13.3	10.2	9.9
Uttar Pradesh	9.2	5.0	6.1	3.5
West Bengal	18.1	18.3	9.4	8.8
Total	15.8	15.1	9.1	8.4

Source: NIEPA Study on 'Access and Retention' 2000

The Class-I repetition rates for Assam, Bihar, Gujarat, Himachal Pradesh, Orissa, Tamil Nadu and West Bengal continued to be high. The overall repetition rate showed an increase in the States of Assam, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh and Orissa. The repetition rates for Assam were the worst, as nearly 40 *per cent* of children repeated Class I and 27 *per cent* children repeated in all Classes in 1998-99.

The Ministry stated in May 2001 that the problem of repetition had been taken into account by all the DPEP States and many States have started formulating action plans and strategies to overcome the problem.

A field study in Bongaigaon district of Assam (which registered the highest repetition rate among DPEP districts in the State), revealed various factors affecting high repetition rate in Class I. 93 *per cent* of schools did not have Teacher Learning Modules (TLMs) and the teachers were not interested in using new TLMs. Most of the teachers showed little interest in teaching and many were found using harsh punitive methods which scared away the students. About 75 *per cent* of repeaters were below six years of age. Attendance of repeaters was irregular and about 50 *per cent* repeaters attended school for less than 60 days. The teachers were not aware of the existence of

“no detention” policy, and as such, the failed candidates in examinations continued as repeaters. 44 *per cent* repeaters could not understand/learn any classroom instructions given by the teachers. A large number of under-age children continued to be detained despite their good performance. On the other hand, a large number of children were shown as enrolled merely to justify the continuation of teachers working in these schools. Similarly, large number of under-age children were enrolled with the promise that Mid-day Meal incentive may be introduced again.

The Ministry while accepting the position stated that the Assam Government has recently introduced “Ka-maan”, a pre primary section to overcome the problem of underage children.

2.6.6 Achievement Levels

One of the core objectives of the DPEP was to raise average achievement levels of all primary school students by at least 25 *per cent* over baseline levels by ensuring achievement of basic literacy and numeracy competencies and a minimum of 40 *per cent* achievement levels in other competencies. Further, the difference in learning achievement among gender and social groups was to be reduced to less than five *per cent*.

To measure this qualitative aspect, the project agreement envisaged Baseline Assessment Surveys (BAS) at the beginning of the project, Mid-term Assessment Survey (MAS) in the 3rd year of project and final assessment survey in final year of the project.

A summary of the position emerging from the MAS in respect of class I conducted by NCERT in 1997 and 1999 in 42 districts of Phase-I and 17 districts of Phase-II in 11 States is given in the **Annex 8**:

Assessment of NCERT shows that DPEP interventions in majority of States had been successful to the extent envisaged in the Scheme.

The Ministry stated in May 2001 that overall increase in students achievement warrants a comparative assessment of Baseline Assessment Survey (BAS) versus Terminal Assessment Survey (TAS). However the MAS is intended to ascertain the achievements so as to allow mid course corrections and plan future strategies based on findings.

2.7 Lack of Community Focus

2.7.1 Programme Management : Decentralization and Participatory planning

The District Primary Education Programme (DPEP) envisaged large-scale involvement of the community in primary education in order to universalise access and retention and improve performance. To achieve success, community mobilization efforts were to be supplemented by the grassroot level structures such as VEC, VCC, PTA and MTA. This was essential to allow the programme to respond meaningfully to the emergent needs of the people and community.

2.7.2 Status of community based structures

The community based structures need to be strengthened

While the development of community based structures is an evolutionary process, the ORG-CSR survey clearly reveals that more focused sustained and intensive measures are required to be taken in the manner emphasized by the Scheme. The functional status of the community-based structures indicates that these structures were yet to achieve the objective of establishing a link with the community. Overall, in the villages where the VEC was existent, only one-third (34 *per cent*) of the households/parents affirmed the existence of these structures as indicated in the table below:

Functional Status of Community Based Structures

Structures	No. & Percentage of Villages/CEBs where members were aware of their membership		Percentage of households/Parents aware of existence and activities of structures
	N	per cent	
VEC	883	66	34
VCC	188	10	7
PTA/MTA	562	42	29
N=No. of Respondents			40844 households 19093 parents

Statewise variations in the functional status of these structures was observed. In **Haryana, Karnataka, Uttar Pradesh** and **West Bengal** despite the existence of VECs, these structures were not playing an active role in the educational activities (**Annex 9**)

The functional status of PTA/MTA was even lower (29 *per cent*). In Andhra Pradesh, Gujarat, Haryana and Uttar Pradesh, though these structures were established in more than half the villages/CEBs, less than one-third of the households/parents confirmed active involvement of these structures in educational activities. (**Annex 10**)

The Ministry stated in May 2001 that there is a minimum lead time required to put the community based structures in place and operationalise them as the process of establishing links with the community for greater involvement in primary education was complex in nature. The Ministry also stated that DPEP States and districts have adopted their own context specific strategies that are best suited to their conditions and are in line with the prevailing State policies.

2.7.3 Non participatory approach for selection of community based structures

Low level of involvement of community in programme activities

In order to avoid preferential selection and ensure fair representation, the role of community in nomination and selection of the members was envisaged under DPEP. Survey findings revealed that the selection of community members was not participatory. The process of selection, that was the key to evolution of these structures for enhancing people's participation, had not been adopted in the right spirit. Currently, the selection of VEC, PTA/MTA members was primarily a listing exercise undertaken by the school

headmaster, Sarpanch / Gram Panchayat, without involving the community at large.

A poor interface among the community and these structures was reinforced by the low level of involvement of the community in activities undertaken by the VECs/PTA/MTA. Even though the VEC/VCC and PTA/MTA members reported involvement in school improvement activities, awareness of the community was low as indicated in the table below:

Awareness regarding activities undertaken by VEC/VCC and PTA/MTA among the community

Activities	Percentage Members reporting awareness		
	VEC/VCCs	PTA/MTA	Per cent Parents Aware
Repair / Beautification of schools	59	50	52
White washing of classrooms	61	55	-
Fencing of schools boundary	30	29	25
Arranging for Basic amenities	44	-	-
Construction of additional classrooms	26	31	32
Purchase of books / T/L material	44	44	-
Preparation of low cost T/L aids	39	46	-
Mobilising funds from community	34	-	13
N=No. of Respondents	2464	789	18402

This trend was observed in all DPEP States. The key objective of DPEP to ensure that school management becomes a common concern for both community and school was thus not achieved. This calls for an intensive review of the planning and implementation process to ensure that the plans and initiatives are in line with the goals and the vision of the programme.

The Ministry stated in May 2001 that the community-based structures have been constituted through a process-based exercise with wide publicity and awareness generation activities involving local community. However, the beneficiary survey while reviewing the participatory processes has gauged the extent of involvement of community in selection of members of VECs/PTA/MTA through structured interviews with the members themselves and found low level of their involvement.

2.7.4 Inadequate training to community based structures

Adequate training was not provided to community functionaries

Training to the community based structures viz. VEC/VCC and PTA/MTA was regarded as critical for ensuring that the members perform the roles assigned to them with responsibility and confidence. Survey revealed that only 39 *per cent* of the VEC members and 70 *per cent* of the PTA/MTA members confirmed receipt of training under DPEP.

In Uttar Pradesh, Tamil Nadu and Madhya Pradesh, less than one-fifth (14-16 *per cent*) of the VEC/VCC members confirmed receipt of training. Less than

half the PTA/MTA members had been trained in Kerala and Uttar Pradesh under DPEP (39-47 *per cent*) (**Annex 11**).

Evidently, strategies for community mobilization need to be reassessed and vitalized to empower the community to meaningfully take on the role of planning, monitoring and participation to emerge as eventual owners.

The Ministry stated in May 2001 that members of VECs/MTA/PTAs have since been trained in Uttar Pradesh and Madhya Pradesh (only VECs) and that in remaining States actions have been initiated to impart training to all members.

2.7.5 Functioning of the Block Resource Centres /Cluster Resource Centres

The BRCs/CRCs had been constituted mainly in the second year of programme implementation in Phase I districts (1995-96). In the Phase II districts, these structures had been constituted primarily in the second and later years of programme implementation as shown below:

Year of Constitution of Sub-District Structures

Year of constitution	Phase I Districts		Phase II Districts		Total	
	BRC	CRC	BRC	CRC	BRC	CRC
1994-95	9	13	0	0	9	13
1995-96	32	20	2	8	34	28
1996-97	5	10	13	24	18	34
1997-98	4	3	56	40	60	43
After 1998	4	3	25	32	29	35
Total	54	49	96	104	150	153

Limited involvement of BRC/CRC in providing training/academic support to teachers

The same trend was observed across all the DPEP states. The survey assessed the extent to which the BRCs/CRCs had undertaken the envisaged function of providing on-site academic support to the teachers. The key functions that were envisaged to be performed by the BRC/CRC include provision of academic support, undertaking monthly visits to the schools, organizing teacher trainings and involving the teachers in a range of activities to increase their motivational levels.

Not all the BRC/CRCs are currently undertaking the envisaged responsibility of providing academic support to the teachers. In the 14 DPEP states, a little more than half of the sample teachers (58 *per cent*) reported receiving support from their respective BRC/CRC. A higher proportion of Phase I teachers acknowledged support (62 *per cent*) than the Phase II teachers (55 *per cent*).

Undertaking routine monthly visits and monitoring of school records was one of the key responsibilities assigned to the BRC/CRCs. However, only 69 *per cent* of the teachers confirmed that these tasks were performed by the BRC/CRCs as shown below:

Nature of support received by Teachers from BRCs/CRCs

Aspects	No. and Percentage of Teachers Confirming	
	N	Per cent
Subject Specific problems	1113	80
Preparation of T/L Material	1076	78
Demonstrating Teaching	888	64
Monitoring Registers	966	70
Undertake Monthly Visits	956	69
Discuss specific Problems	1022	74

Multiple Response

N= 1384 Teachers confirming receipt of support from BRC/CRC

Limited involvement of BRC/CRC was also seen in imparting training to the teachers. This is evident from the fact that of the total teachers trained under DPEP, only 47 per cent confirmed involvement of BRC/CRC coordinators in imparting training to them. In Andhra Pradesh, Bihar, Madhya Pradesh and West Bengal, the envisaged function of providing academic support to the teachers and in teacher training was found to be low as shown below:

Extent of Receipt of Academic Support And Teacher Training From BRC/CRC

Support	States
High Involvement in Academic support and training to teachers	Assam (64-80 per cent); Gujarat (62-79 per cent); Kerala (83-90 per cent)
High academic support or involvement in training (in at least one aspect)	Haryana (29-75 per cent); Himachal Pradesh (17-84 per cent); Maharashtra (44-61 per cent); Orissa (44-65 per cent) Uttar Pradesh (17-72 per cent); Karnataka (45-75 per cent)
Low academic support and low involvement in Training	Andhra Pradesh (35-42 per cent); Bihar (24-51 per cent) Madhya Pradesh (26-28 per cent); West Bengal (6-26 per cent)

DPEP supports replicable, sustainable and cost effective teacher training programme through BRC/CRC. Evidently, various systemic issues would need urgent attention to ensure teacher empowerment and provision of continuous academic support.

The Ministry stated in May 2001 that BRCs/CRCs have evolved in each State differently depending upon the specific needs and existing pedagogical vision and stated that many States do not use BRCs/CRCs for training, instead resource groups are constituted to impart training at block and cluster level.

2.8 Quality of Infrastructure: Capacity Building

DPEP visualizes the creation of a network of institutions and support systems to energise and implement its goals. The infrastructural arrangement visualized mainly included, (a) availability of school building, class-room and facilities, (b) availability of teachers for enhancing school effectiveness and enrolment, (c) availability of resource persons and pedagogic supervisors at block level and for clusters of schools. Audit found serious deficiencies in the

quality of these infrastructures, as these remained incomplete, under-serviced and lacked focus. The results of test check and the field surveys are brought in succeeding paragraphs.

2.8.1 Buildings and facilities

Civil works under DPEP emerge from the basic premise that access, retention and quality improvement are directly linked to the availability and provision of basic infrastructure. With a view to improving the physical infrastructure at the school level and providing for operationalisation of academic resource institutions like BRC/CRC, SIEMT, SCERT, funds to the extent of 24 per cent of the project cost can be allocated to civil works.

2.8.1.1 Poor progress

Civil works under DPEP included construction of New School Buildings, additional classrooms, major repairs and renovation of existing schools, construction of toilets for girls, residential schools for SC and ST students. Physical structures were also proposed for each block in the district as Block Resource Centres and Cluster Resource Centres at Gram Panchayat levels.

According to data furnished by the DPEP Bureau, construction of 1,23,666 civil works in 14 States were targeted to be completed during the period 1994-95 to 1999-2000. However, as of March 2000 construction of only 64224 civil works was completed, construction of 28,122 civil works was still in progress and construction of 31,320 civil works has not been taken up at all.

In Phase-I States (where the projects started in 1994-95) 87 per cent of the planned civil works had been completed and 7 per cent were in progress. In the expansion districts of Phase-I States and six Phase-II States, only 43 per cent of targeted civil works had been completed while 29 per cent works were in progress and there was a shortfall of 28 per cent. The shortfall was substantial in Assam (60 per cent), Haryana (54 per cent), Maharashtra (58 per cent) and Himachal Pradesh (60 per cent). Significant shortfall was also noticed in Kerala (49 per cent), Karnataka (22 per cent), Orissa (24 per cent) and Uttar Pradesh (28 per cent). In Bihar, where the project started from 1997-98 (Phase III), the progress has been very slow. Of the 6585 works planned to be completed upto March 2000, only 363(6 per cent) have been completed, while 5070 works (77 per cent) have not been taken up at all. This indicated that the construction activities were not planned properly in these States as a result of which targets for civil works could not be achieved.

While admitting the shortfall in achievement of targets the Ministry attributed it to delay in sanction of funds and time taken in putting systems in place.

Findings of facility survey by ORG-CSR showed that civil works had not been undertaken in one-fifth of the BRC/CRC visited in the 14 DPEP States. State-wise, the highest number of BRCs/CRCs where construction works had not been undertaken were in Himachal Pradesh, Uttar Pradesh and West Bengal. Only 56 per cent of the BRCs/CRCs in all States excepting Himachal Pradesh, Haryana and Orissa confirmed having received technical support from the District Project Office.

Construction activities were not planned properly, large shortfall in completion of civil works were noticed.

Civil Works had been given low priority in Tamil Nadu, Kerala and Gujarat. In these states, besides low utilisation of funds earmarked for civil works for each district, even the utilisation of school grants was low. In Tamil Nadu a good proportion of schools required provision of additional classrooms, toilets etc. Utilisation of civil works/ school grants for improvement and upgradation of basic infrastructure facilities viz.; repairs of school buildings and construction of toilets/urinals had also been undertaken only in a limited number of schools. While repair activities had been carried out in 39 *per cent* of the schools, provision of basic amenities viz. toilet facilities and drinking water had been made in only 19-21 *per cent* of the schools.

2.8.1.2 Loss of Community focus

An important finding of the beneficiary survey related to the involvement of the community in the execution of the civil works. While a key strategy of DPEP was to involve the community at all levels, starting from selection of site to overseeing the construction works, the survey brought out that barely 23 *per cent* of the VECs members contacted during survey confirmed their involvement in construction activities. In fact the VECs were visualized under the scheme as a project manager for construction activities.

2.8.1.3 Irregularities in execution of Civil Works

Various irregularities were noticed in the execution of Civil Works central to the task of infrastructure building. These irregularities cumulatively led to widespread misapplication of resources, idle investments, waste and non-accountability. While the details are shown in the **Annex 12 to 15**, a summary position is given below:

(Rs in Crore)					
Sl. No.	Nature of the irregularity	States/UTs	Amount	System implication	Reference to Annexure
1.	Expenditure in violation of norms	Haryana, Kerala, Maharashtra, Madhya Pradesh, Orissa, Tamil Nadu, West Bengal	23.35	Failure of monitoring	Annex 12
2.	Idle Expenditure	Assam, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa	10.97	Loss of synergy	Annex 13
3.	Wasteful Expenditure	Karnataka, Madhya Pradesh, Tamil Nadu, Maharashtra	1.94	Lapse in quality control	Annex 14
4.	Non-submission of works accounts	Haryana, Orissa	4.58	Lack of accountability	Annex 15

The Ministry stated in May 2001 that unit cost of various components of construction decided during the formulation of the project are very preliminary and tentative. Therefore a difference in unit cost would remain once the detailed design and estimates are prepared and that unit costs would increase over the years to account for escalation. The Ministry also stated that benefit of cost saving due to community involvement could not be obtained in Tamil Nadu as the process of community involvement in construction started much

later during February 1998. In West Bengal higher space norms for schools were adopted since the schools were designed for activity based child centered teaching learning. The fact however remains that progress of civil works was slow and it added to the escalation of construction costs. The Ministry further stated that most of works lying incomplete for a long time were due to disputes related to non-availability of funds or cost escalation. Most of these works would be completed before the end of project period and once completed they would be put to use beyond the project period. Accounts for Rs 9.69 lakh only were outstanding and the remaining had since been adjusted.

2.8.1.4 Assets Creation

As per DPEP guidelines assets register in respect of assets acquired under the programme was to be maintained and a certified copy of the assets register in respect of the assets acquired was to be sent to the Government of India regularly even after the grant has ceased, not later than one month from the close of the financial year.

It was observed that no assets register was maintained by eight States Andhra Pradesh, Assam, Bihar, Gujarat, Karnataka, Madhya Pradesh, Tamil Nadu and Uttar Pradesh. No reason for non-maintenance of assets register were furnished by any State.

In view of the above, the assets actually created under the scheme could not be verified. Also, existence, maintenance and safety of the created assets was not ensured.

The Ministry stated in May 2001 that asset registers were being maintained in Gujarat and Madhya Pradesh and remaining States had initiated action to maintain the registers.

2.8.2 Deployment of teachers

Funds were provided under DPEP for recruitment of functionaries (DIET, BRC/CRC) and additional teachers. Deployment of teachers was intended to reduce the number of oversized classes and to improve the Pupil-Teacher Ratio. Further, the programme had emphasized the rational deployment of teachers, as teachers tend to be concentrated in urban areas as against remote/rural areas.

Review of the Programme revealed large shortfalls in the appointment of programme functionaries especially teachers/instructors. The deployment pattern of teachers was not based on any norm and was disproportionate to the prescribed Pupil-Teacher Ratio. Though the Programme stressed the need for appointment of female teachers to enhance participation of girls, appointment of female teachers was found to be insufficient.

It was observed that a large number of teachers' posts remained vacant. The position of teaching staff planned/sanctioned from DPEP funds during the period 1994-2000, filled and lying vacant as of March 2000 in eight States is indicated below :

Sl.No.	State	DPEP			
		Planned	In Position	Shortfall	
1.	Haryana	Ph I	660	--	660
		Ph II	21	--	21
2.	Tamil Nadu -	Ph I	3100	1026	2074
3.	Kerala -	Ph I	28	7	21
4.	Maharashtra	Ph I	1899	1870	29
		Ph II	1487	672	815
5.	Karnataka	Ph I	2270	2246	24
		Ph II	2867	2245	622
6.	Himachal Pradesh	Ph II	1616	1446	170
7.	Uttar Pradesh -	Ph II	2991	Nil	2991
8.	West Bengal -	Ph II	800	Nil	800
Total			17739	9512	8227

It would be observed from the table that of the 17,739 posts planned in eight States 8227 posts were still lying vacant even though funds were available under DPEP. In Haryana, Uttar Pradesh and West Bengal the planned posts remained entirely unfilled.

Sample survey also revealed that in about one-third of the schools (33 per cent), all the sanctioned teachers' posts had not been filled. Area wise it was seen that position of such schools was higher in rural areas (34 per cent) as compared to urban areas (25 per cent).

Among the 14 DPEP States, significant area-wise variations were observed in Orissa (all posts filled: 48 per cent in rural areas; 85 per cent in urban areas), Tamil Nadu (all posts filled : 46 per cent in rural areas and 60 per cent in urban areas) and West Bengal (all posts filled : 49 per cent in rural areas and 63 per cent in urban areas).

In 34 per cent schools female teachers had not been appointed

While it was not a stipulation, DPEP had emphasized the presence of female teachers in primary schools so as to enhance the participation of girls in school education. The beneficiary survey however revealed that female teachers had not been appointed in almost one third (34 per cent) of the schools and the same situation existed in both Phase I and II districts.

State-wise position of schools without having a single female teacher is given below:

Name of State	Percentage of schools without a female teacher
Andhra Pradesh	35
Assam	43
Bihar	56
Gujarat	9
Haryana	30
Himachal Pradesh	19
Karnataka	21
Madhya Pradesh	57
Maharashtra	35
Orissa	33
Tamil Nadu	5
Uttar Pradesh	54
West Bengal	50

2.8.2.1 Deployment of teachers: manipulated additionality

The Scheme visualised that new posts of teachers sanctioned would be an enrolment based additionality, based on teacher-pupil ratio. Accordingly, deployment of these teachers was only for DPEP schools ; however in actual practice this was not followed as would be seen from the instances given below:

(i) In **Tamil Nadu**, 539 new posts of teachers were sanctioned under DPEP in three districts during 1997-98 although the enrolment of students had actually declined between 1995-96 and 1996-97. In another district, there was an increase in enrolment of children to the extent of 5534 pupils during 1997-98 compared to the number of children enrolled in 1995-96. Based on the teacher student ratio of 1:40, only 138 teachers could be justifiably appointed under DPEP while 487 teachers were appointed under the scheme. This resulted in the claiming of DPEP resources to the extent of Rs 13.63 crore on the excess deployment of 888 teachers and the objective of providing enrolment-based additionality remained unfulfilled.

(ii) In five project districts of **West Bengal**, 1395 teachers were appointed in excess of norms in 1302 schools, while 512 schools were running with a shortage of 1174 teachers. In one district, shortage ranged between 4 and 20 teachers per school. Government admitted the fact in August 2000 but no corrective measures have been taken.

The Ministry stated in May 2001 that the major reason for disparity was non-recruitment of teachers in the State for years together due to court cases and that steps had been taken to remove that disparity.

(iii) In **Uttar Pradesh**, all vacancies in the teachers' posts were to be filled up in teacher-student ratio of 1:50 (against 1:40 envisaged in the Programme) by September 1997. Teachers were however not found posted as per norms

leading to acute shortage or excess. In one district no teacher was posted on permanent basis. Due to non-appointment and placement of teachers in planned manner, the teacher student ratio ranged between 1:56 and 1:134 in nine project districts, which affected the programme adversely. Evidently the sanctioned posts under DPEP were used in non-DPEP schools.

The Ministry stated in May 2001 that State Government of Uttar Pradesh had since issued orders for rationalization of teacher deployment

(iv) In **Maharashtra**, in one DPEP district seven teachers were posted against 42 posts sanctioned, while vacancies were reckoned in respect of 30 schools with at least one teacher in each. Similarly in another district only 63 teachers were posted against 186 sanctioned. Here too the benefit of additional posts did not accrue to DPEP schools.

The Ministry while accepting the facts stated in May 2001 that presently 24 and 162 teachers were in position against sanctioned strength of 42 and 186 respectively. It further stated that there were difficulties in filling the posts despite availability of funds was due to recruitment norms and procedures and the policy of appointing Shikshak Sewak.

(v) In **Orissa**, against 1468 posts of teachers sanctioned for 734 new schools, 741 teachers were deployed during 1999-2000 by diverting them from non-DPEP schools, thereby causing vacancies in those schools on the face of an overall shortage of 3963 posts of teachers in the state. This is a significant instance of how the crucial additionality element could be manipulated to use DPEP resources for financing non-DPEP obligations.

2.8.3 Academic support system

As per the guidelines, the first year of implementation was to focus on putting the system in place and setting processes in motion which would inter alia include building up the training infrastructure by strengthening capacity of District Institute of Education and Training (DIET); setting up Block Resource Centres and School Clusters. It was however observed that a large number of posts sanctioned/planned for these Institutes/Centres during 1994-2000 had not been filled. The position of posts sanctioned and remaining vacant as at the end of March 2000 is given in **Annex 16**:

The shortfall in filling posts of DIET staff ranged from 10 per cent to 50 per cent in four States viz. Andhra Pradesh (Ph I : 39 per cent, Ph II: 50 per cent), Assam (Ph I : 47 per cent, Ph II : 20 per cent), Uttar Pradesh (Ph II : 44 per cent), Haryana (Ph I : 24 per cent, Ph II : 18 per cent).

Similarly, this shortfall for BRC resource persons/co-ordinators ranged between 1 per cent to 27 per cent. The shortfall was more than 10 per cent in Andhra Pradesh (Ph I : 26 per cent, Ph II : 27 per cent), Haryana (Ph II : 20 per cent), Maharashtra (Ph II : 14 per cent), Tamil Nadu (Ph II : 15 per cent) and Madhya Pradesh (Ph II : 25 per cent).

In six States (Assam, Haryana, Himachal Pradesh, Maharashtra, Orissa and Uttar Pradesh), there was shortfall in filling up of posts of CRC staff. The

Large number of posts sanctioned/planned for appointment remained vacant

shortfall was more pronounced in Himachal Pradesh (45 *per cent* in Phase II), Haryana (24 *per cent* in Ph II) and Madhya Pradesh (21 *per cent* in Ph II).

Thus even after three to six years from the commencement of the Project, a large number of posts envisaged to be filled in the first year of Project had remained vacant which affected the capacity building measures.

2.8.4 Competence building

The District Primary Education Programme seeks to draw upon the capabilities and skills of teachers by designing a multi-pronged approach to teacher empowerment. Strategies for teachers empowerment include imparting continuous training; providing on site academic support to teachers (from the BRC/CRCs), involving teachers in a range of activities for motivation and creating a sense of ownership towards the programme. Thus training was an important component for efficient implementation of the programme and improving the quality of education.

Review of the implementation of the Programme in States revealed that training schedule was not adhered to by the States. Large number of programme functionaries could not be imparted the required training. The position obtaining in thirteen States, information for which was available, is given in the succeeding paragraphs.

2.8.4.1 Shortfall in meeting training target

In thirteen States, targets fixed for imparting training to various functionaries involved in the implementation of the programme during the period 1994-2000 were not achieved. The shortfall in achieving the training target ranged from 3 *per cent* (Kerala) to 64 *per cent* (Bihar) in teaching staff and 1 *per cent* (Uttar Pradesh) to 68 *per cent* (Himachal Pradesh) in non-teaching staff. In teaching category, the shortfall was upto 10 *per cent* in four States (Andhra Pradesh, Assam, Kerala and Madhya Pradesh), 11 *per cent* to 25 *per cent* in three States (Haryana, Tamil Nadu and Uttar Pradesh) and above 25 *per cent* in four States (Bihar, Maharashtra, Himachal Pradesh and Karnataka).

In non-teaching category the shortfall was upto 10 *per cent* in three States (Andhra Pradesh, Assam and Uttar Pradesh), 11 *per cent* to 25 *per cent* in three States (Kerala, Madhya Pradesh and Tamil Nadu) and above 25 *per cent* in six States (Bihar, Haryana, Himachal Pradesh, Karnataka, Maharashtra and Orissa).

The reasons for shortfall were mainly attributed to engagement of teachers in other activities (Himachal Pradesh), development of package for training (Haryana), absence of teachers deputed for training and reduction in training modules, paucity of funds (Karnataka) and leave of teachers (Tamil Nadu). Remaining States did not furnish the reasons for shortfall. The position of training planned and achievement there against and shortfall in both the categories is given in the **Annex 17**.

It would be observed from the Annexure that in all States except Gujarat, there is a shortfall in meeting the targets.

Targets fixed for imparting training to teachers and other functionaries of the Programme were not achieved.

The Ministry stated in May 2001 that teachers were trained as per need. There were different types of training and certain training courses were meant for specific categories of teachers. The fact however remains that all teachers were to be given training under DPEP and those targets were not achieved.

2.8.4.2 State specific comments:

(i) In **Andhra Pradesh**, of the 397 training programmes planned during the year 1996-97 to 1999-2000, only 297 programmes, were conducted. Similarly against 131 workshops and seminars planned, only 48 were conducted. There was shortfall of 100 (25 *per cent*) in training programmes, and 83 (63 *per cent*) in holding workshops. The shortfall was attributed by the district office mainly to overlapping of State and district level programmes and additional time taken for preparation of training modules etc.

(ii) In **West Bengal**, an amount of Rs 17.03 crore was proposed to be utilised for training of teachers in pedagogy for improvement of educational quality at primary level. WBDPEP proposed in 1998-99 to build up 150 Key Resource Persons who would in turn build up 1500 Resource Persons by imparting training to them at district level. Ultimately the resource persons were to train 47568 teachers in 12 to 14 areas of activities. However, only Rs 1.50 crore could be spent till March 2000 for imparting training to 134 Key Resource Persons, 1432 Resource Persons and 38102 teachers in 4 areas out of 14 areas of activities. Thus full-fledged training could not be imparted to any one even after completion of three years of project period and the object of improvement in the quality of education remained unachieved.

In West Bengal financial and physical targets for training activity could not be achieved even after lapse of three years of project period.

The Ministry while admitting the facts stated that all the teacher's training and orientation package are organized at CLRCs which were constituted only in 2000. The Ministry further stated that targets were expected to be achieved shortly.

(iii) In **Maharashtra**, 56 training courses were conducted by Maharashtra Institute of Education Planning and Administration, Aurangabad during 1995-96 to 1998-99 in which 1680 trainees were planned to be trained. Against this only 1001 personnel attended the training indicating shortfall of 679 (40 *per cent*).

The Ministry stated in May 2001 that since officers chosen for training are also engaged on other priority activities cent *per cent* participation could not be achieved.

The beneficiary survey also found that during the period 1995-2000, only 33 *per cent* to 69 *per cent* schools had all the teachers trained under DPEP in each reference year.

The impact of the training programme was inadequate. As per the survey, of the trained teachers only 15-30 *per cent* teachers recalled aspects covered during the training. A poor recall of aspects like teaching methodologies, subject specific teaching methods and background to DPEP was observed across all the states. Even aspects like pupil evaluation, multi-grade classroom situations, remedial teaching, were not adequately addressed in the training.

There was also a low level of on-site academic support to teachers by the BRC and CRC. In fact, imparting training to primary school teachers was an important function assigned to the BRCs/CRCs. Less than half (47 per cent) the teachers trained confirmed receipt of training from the BRC/CRC coordinator. This was despite the fact that in almost four-fifth (80 per cent) of the teachers reported village/BRC/CRC as the venue of training.

Significant state-wise variations were observed regarding the extent of involvement of BRC/CRC. While in Karnataka, Tamil Nadu, Assam and Kerala more than three-fourth (76-82 per cent) of the teachers confirmed involvement of BRC/CRC; low involvement of these sub-district structures was observed in Uttar Pradesh, West Bengal, Madhya Pradesh, Bihar and Haryana

2.8.5 Special Interventions

The Universal focus of DPEP encompassed special areas for specific intervention. These were intended to address the lot of disadvantaged and under-privileged children who were either incapable of joining the formal school stream or were handicapped in coping with the vigours of formal schooling. Early Childhood Care & Education (ECCE) was visualized as an integral part of DPEP to provide a channel for moulding and orienting children at a pre school stage eventually entering the school at the primary level. An essential condition of this vision was that it should not replicate the services already available in this area under ICDS. Thus in providing Early Childhood Care and Education, DPEP aimed at a total convergence. Audit review brought out that the scheme failed to organize the means at its disposal to deliver appreciable results. The findings are detailed in the succeeding paragraphs.

2.8.5.1 The non formal interface

Funds were provided to open Non-Formal Education Centres (Alternative Schools) as per the Government of India Scheme in States which are not covered by that Scheme to meet the diverse educational needs of children who were deprived of formal primary education inspite of all the measures designed to improve school effectiveness.

While no target were fixed for opening of ECCE Centres, 115000 alternative schools of different types were planned to be started in DPEP Phase-I and II districts and another 11500 Centres were proposed for DPEP Phase-III districts. Against this target, a total of 40943 alternative schools had become operational till March 2000, in which 15.93 lakh children have been enrolled. Of these 9.32 lakh children (59 per cent of the total enrolment) were enrolled in Madhya Pradesh alone. The progress of enrolment in other 13 States has been marginal. No centre has been opened in Himachal Pradesh. The details are given below:

Sl. No.	State	Total enrolment under AS
1.	Assam	150612
2.	Gujarat	23648
3.	Bihar	40000
4.	Haryana	11400
5.	Karnataka	15836
6.	Kerala	2540
7.	Madhya Pradesh	931598
8.	Maharashtra	57006
9.	Tamil Nadu	31161
10.	Uttar Pradesh	36785
11.	Andhra Pradesh	103213
12.	West Bengal	36880
13.	Orissa	10000
14.	Rajasthan	142300
	Total	1592979

Since the AS are to cover the special groups like child labour, children of migrating families etc., there is a need to identify the population of such groups and habitation where AS could be opened to achieve the objective of UPE.

Test check of records in States revealed the following:

2.8.5.2 Status of opening of NFE Centres

(a) **Bihar:** Against 7988 NFE centres proposed for opening in areas where educational facilities were not available at all, 2540 Alternative Schooling Centres were opened upto March 2000. The Bihar Shiksha Pariyojna Parishad did not assess requirement of Alternative Schooling Centres in DPEP project districts.

(b) **Gujarat:** In three DPEP districts of Gujarat, 2000 Alternative Schooling Centres were targeted to be opened upto March 2000 against which 1436 centres were opened indicating a shortfall of 28 *per cent*. The shortfall was attributed to non-receipt of applications for opening of these Centres from village education committees. Of the 2.95 lakh children identified (December 1997) as the target population, only 0.33 lakh (11 *per cent*) were enrolled as of March 2000.

The Ministry stated that 2011 AS centres had been opened till March 2001 in which 43465 students had been provided access.

(c) **Haryana:** In Haryana the State Project Director did not fix any target for opening of NFE Centres. During 1998-2000, 550 NFE Centres were opened in which only 5142 children were covered.

The Ministry stated that till February 2001 about 1580 alternative schools were set up in which 25000 students were enrolled. The Ministry however did

not indicate the number of out of school children and number of AS targeted to be set up.

(d) **Himachal Pradesh :** In two districts (Chamba and Sirmur) 681 NFE Centres were planned to be opened but none of the Centres was set up. No reason for not opening the centres was intimated (April 2000).

(e) **Orissa :** No NFE Centre was opened in the State upto November 1999. However, 380 Alternative Schooling Centres were opened in December 1999 in eight districts and 7775 out of school children were enrolled in these centres.

(f) **Maharashtra :** In nine project districts of Maharashtra 3235 NFE Centres involving 1.71 lakh students were targeted to be opened during 1996-99. Against these targets, 2868 centres were opened till March 1999 in which 70120 students were enrolled. There was shortfall of 11 *per cent* in opening of centres and 59 *per cent* in enrolment of students.

Test-check conducted by audit in the four districts (Aurangabad, Nanded, Parbhani and Gadchiroli) revealed shortfall in opening of the centres ranging from 4.49 *per cent* in Nanded to 74.33 *per cent* in Gadchiroli and shortfall in enrolment of students ranging from 8.81 *per cent* in Nanded to 87.39 *per cent* in Aurangabad during 1996-2000.

The Ministry attributed the shortfall to out of school children being engaged on work or being migrants and being scattered. It further stated that State Government through its initiative has declared opening of Vastishala and Mahatma Phule Education. Guarantee scheme from 2001-2002 to provide education to every child. This would facilitate providing educational opportunity to remaining out of school children irrespective of their number.

(g) **Tamil Nadu :** In five test-checked districts (Dharmapuri, Villupuram, Cuddalore, Thiruvannamalai and Pudukottai), 1074 Alternative School Centres were opened in 1999-2000 which covered 24983 children against the 4.67 lakh children eligible for coverage. Percentage of children covered in these centres during 1999-2000 was 6.46 *per cent* and 5.9 *per cent* only of eligible children in Villupuram and Cuddalore districts and 3.05 *per cent* and 8.63 *per cent* for Dharmapuri and Thiruvannamalai districts respectively.

(h) **West Bengal :** In five districts (Bankura, Birbhum, Cooch Behar, Murshidabad and South 24 Parganas) 1048 Shishu Shiksha Kendras (SSKs) were opened by Panchayat and Rural Department, Government of West Bengal in which 44092 'out of school' children were enrolled during 1999-2000. As per information furnished by SPO, 9.73 lakh children between the age group of 5 to 9 years remained out of primary schools during 1999-2000 in five DPEP districts. No step was taken by SPD for coverage of 9.73 lakh children either in formal school or SSKs.

(i) In **Madhya Pradesh :** Alternative Schools were converted into Education Guarantee Scheme (EGS) schools from 1999-2000. However, expenditure of Rs 12.21 crore incurred during 1999-2000 on the AS converted into EGS was booked under DPEP, which was irregular.

In five districts 9.73 lakh children between the age group of 5-9 years remained out of school during 1999-2000.

DPEP envisages providing primary education and not merely primary schooling. Alternative Schooling is therefore significant. Survey findings disclosed that only nine *per cent* households were aware of the availability of NFE centres. The poor awareness regarding these facilities is also reflected in the negligible enrolment of children in NFE centres (0.6 *per cent*). In the sample households covered, 9 *per cent* of the total children in 6-14 age group who were never enrolled, constitute an important target segment for enrolment in NFE centres.

A similar trend was observed across all states except Maharashtra, Orissa and Andhra Pradesh where 26-30 *per cent* of the households reported access to NFE centres within 1 Km. of walking distance. However, even in these states only 1-3 *per cent* of the total children in 6-14 age group were enrolled in the NFE centres.

2.8.5.3 Early Childhood Care and Education

Funds were provided under the DPEP for expansion of Early Childhood Care and Education Centres in villages not eligible to be covered under Integrated Child Development Scheme (ICDS) for preparing children for primary school through school readiness programme. DPEP was to prefer measures to promote convergence wherever such services existed rather than replicating them.

2.8.5.4 Status of opening of ECCE Centres

Against requirements of 119325 ECCE centres only 555 centres were opened.

(a) **Bihar** : In Bihar, for 47.73 lakh children who were not covered by ICDS in the project districts, 119325 ECCE centres were required (as per norm of one centre for 40 children) but only 555 centres were set up as of March 2000.

The Ministry stated that DPEP does not seek to provide 100% ECCE coverage. The ICDS programme of the DWCD is the largest ECCE programme under implementation in the country. Against the target of setting up 700 ECE centres, 1117 centres have been started in Bihar to ensure that large number of children are not denied access to ECC services. The fact however remains that large number of children were neither covered by ICDS nor DPEP.

(b) **Orissa**: No ECCE centre was opened in the state upto November 1999. The State Project office attributed the reasons for non opening of ECCE Centres to non-receipt of commitment from the State Government for sustaining these centres after the project period was over.

2.8.5.5 Opening of ECCE Centres in areas covered by ICDS

(a) In **Uttar Pradesh**, 2100 ECCE centres were envisaged to be opened in the villages not covered by ICDS in 15 districts. However, instead of setting up ECCE Centres, the Department chose to strengthen ICDS centres and spent Rs 97.37 lakh on payment of honorarium and supply of materials to Anganwari workers. Thus, the needs of children of villages not covered by ICDS remained unfulfilled.

The Ministry stated in May 2001 that ICDS centres were strengthened as part of convergence under DPEP and that 2100 ECE/ICDS centres were jointly identified by ICDS and DPEP and have been opened in the villages having the lowest female literacy and high dropout rate of girls.

(b) In **Madhya Pradesh**, Early Childhood Care and Education Centres named Shishu Shiksha Kendra (SSK) were to be financed initially on a limited scale only, in one district or one block per district and the activity was to be scaled up gradually over the project period. The following points were noticed in test check of records in districts:-

Avoidable expenditure of Rs.223.71 lakh was incurred on setting up of SSK in places where Anganwadis had also been opened under ICDS for the same purpose

(i) Sanction of 383 SSKs in Shahdol, Betul and Surguja districts was accorded during 1995-96 (136) and 1996-97 (247). These became functional during 1996-97 as the material for establishing and starting SSK (furniture, educational material etc.) was purchased during 1996-97 and staff was appointed during 1996-97. Sanction for opening Anganwadis (AWs) was also accorded during 1995-96 by State Government which commenced functioning from 1996-97. As the AWs had commenced functioning under ICDS, establishing and starting SSKs in the same villages of the three districts had resulted in replication of the same services in same villages. Expenditure of Rs 127 lakh incurred on payment of honorarium to staff, purchase of material etc. during 1996-2000 was avoidable.

It was intimated (March 2000) by District Project Coordinator (DPC) Surguja that AWs were opened after opening of SSK and advice was sought to shift SSK in other villages, while DPC Shahdol opined (April 2000) that due to universalisation of ICDS, there was no need of SSK and proposal was sent to SPO Bhopal to this effect.

(ii) 669 SSK were started in 14 blocks of Betul, Dhar, Raigarh, Satna and Shahdol districts during 1996-98. Sanction for establishing and starting 1848 Anganwadis under ICDS was also accorded by Government during 1997-98 and they were functional during 1998-99. However, the SSK also continued under DPEP simultaneously in the same villages. Replication of the same services had resulted in an avoidable expenditure of Rs 96.71 lakh in the five districts during 1998-2000. It was intimated by DPCs of the districts that SSK were run as per instructions of SPO.

(iii) In three blocks of Betul district, staff was appointed during 1995-96 while the SSK were established during 1996-99 due to delay in purchase of material. Delay in establishment of SSK had resulted in unfruitful expenditure of 13.83 lakh on honorarium of staff appointed in advance. In Raigarh district, 150 SSK were opened against the sanction of 102 SSK. Opening of 48 excess SSK resulted in unauthorized expenditure of Rs 15.25 lakh during 1996-2000. It was intimated (January 2000) that SSK were opened according to need of rural areas.

Convergence of primary schooling facilities with alternative schooling envisaged under the programme received low priority

Convergence of services such as primary education and ECCE was envisaged as an important strategy of DPEP to allow those children to enrol in schools who could not attend schools as they had to take care of their siblings. It was envisaged that pre-primary schools would accommodate children below 6 years to relieve their elder brothers and sisters to go to school. Awareness regarding pre-primary education facilities in Anganwadi/balwadi centres was fairly good with more than two-third (70 per cent) of the households confirming availability of these facilities within 1 Km. of walking distance. Access to these facilities were reported by higher proportion of rural households (74 per cent) as compared to urban households (52 per cent). Less than one-fourth (22 per cent) of the schools indicated availability of pre-primary education facilities within the school complex. A higher proportion of Phase I schools (31 per cent) confirmed availability of pre-primary education facilities within the school complex as compared to Phase II schools (19 per cent).

Though 70 per cent of the households had confirmed access to pre-school facilities, currently only 2 per cent of the total children below 6 years (20 per cent of total children upto 14 years of age were below 6 years) in these households were enrolled in ECCE centres.

This highlights the key issues related to convergence of primary schooling facilities with alternative schooling. The convergence of these facilities has received low priority under DPEP and needs to be strengthened.

2.8.5.6 Integrated Education for the Disabled (IED)

Position of implementation of IED activities emerging from the data available in the Report on National Level Workshop on Education of children with special needs is given in the **Annex 18**:

In 10 States (Assam, Gujarat, Haryana, Himachal Pradesh, Uttar Pradesh, Kerala, Maharashtra, Orissa, Tamil Nadu and West Bengal) 156368 children were identified. Out of those only 107311 (69 per cent) were enrolled in various schools. 31 per cent children remained out of schools in Assam (46 per cent), Gujarat (12 per cent), Haryana (20 per cent), Himachal Pradesh (6 per cent), Uttar Pradesh (90 per cent), Maharashtra (35 per cent), Orissa (36 per cent), Tamil Nadu (7 per cent), West Bengal (49 per cent). Data for enrolment and identification of children of Andhra Pradesh, Bihar, Madhya Pradesh and Karnataka were not available.

Only 8.56 per cent of those children who have been identified had been given aid and appliances in States viz. Andhra Pradesh, Assam, Bihar, Haryana, Kerala, Orissa, Tamil Nadu, Uttar Pradesh and West Bengal. The remaining five States Maharashtra, Madhya Pradesh, Karnataka, Himachal Pradesh and Gujarat had not provided any aid and appliances to disabled children till March 2000.

2.9 Monitoring

A Management Information System (MIS) under DPEP was set up to facilitate the process of planning, management and monitoring of project

inputs and outputs. At the national level, the scheme is monitored by DPEP General Council headed by the Minister of Human Resource Development, DPEP Project Board headed by the Secretary, Department of Education and the DPEP Bureau with assistance from Technical Support Group (Educational Consultants India Ltd.). At the State level, the General Council and the Executive Committee of the State Implementation Society (SIS) and various other committees at village/district/block level are required to monitor the implementation of the scheme. Each State has to furnish two types of progress reports (EMIS & PMIS) periodically to the TSG which consolidates these reports for onward submission to the Ministry. The Education Management Information System (EMIS) is an annual return and reports on key variables and performance indicators at the school, block and district level. The Project Management Information System (PMIS) is a quarterly return and reports on fund flows and delivery of key project inputs. According to the Ministry, the data generated through the EMIS was, at times, at variance with the statistics furnished by State Governments. This was an area of concern which they were attempting to address. Therefore, the accuracy of project statistics has to be viewed in the light of this fact.

2.9.1 Monitoring at the central level

Project Board and General Council did not meet regularly

At the central level, the General Council was required to meet annually and the Project Board quarterly, to monitor the progress. It was noticed in audit that at the national level, during the entire review period (1994-2000), only one meeting of the General Council was held in November 1997 and the Project Board held only seven meetings.

2.9.2 Monitoring at the State level

At the State level, the General Council, the Executive Committee of the SIS and various other committees at different levels were to meet at prescribed intervals to monitor the progress of the scheme. It was noticed by Audit that these committees did not hold meetings regularly to review the implementation of the scheme. The implementation of the EMIS and PMIS suffered due to poor response from State/district administration resulting in the compilation of unreliable data and delayed data collection. State-wise comments are given below:

(i) In **Andhra Pradesh**, the PMIS has not been implemented. Resultantly, the status of key project inputs in the DPEP districts could not be monitored.

(ii) In **Assam**, the PMIS and MIS Cell in all the project districts did not maintain year-wise data regarding number of eligible students, enrolled students, community-wise and gender-wise break-up, training and number of dropout students. The General and Executive Committee in the State did not monitor the situation.

Total absence of monitoring observed in Bihar

(iii) In **Bihar**, there was total absence of monitoring of the programme in the State. At the State level, the State Resource Group (SRG) was to be formed for smooth implementation of each component of the scheme. Against this, SRG was formed for only two components out of six components of the

scheme. Similarly, no district resource groups were formed at the district level to ensure effective implementation of the programme. No norms were laid down regarding inspection by State and district level officers. Accounts of the BSPP were not inspected by any officer of the State Government, though it was mandatory. PMIS was not developed at district and state levels, as a result of which status of the project inputs and outputs was not ascertainable.

(iv) In **Gujarat**, the General Council had met only once during the period 1996-2000.

(v) In **Haryana**, the General Council was not constituted despite six years of operation of the scheme.

The Ministry stated in May 2001 that General Council has been constituted in April 2001.

(vi) In **Himachal Pradesh**, monitoring resource team personnel and consultants were to visit some sample districts in the State and prepare reports on all elements of programme implementation. Test check revealed that no such visits were made by the team during the period 1996-2000. The General Council held only one meeting during above period.

(vii) In **Madhya Pradesh**, the expenditure reported in PMIS was found exaggerated and physical progress was also not found realistic. Utilisation reported in utilisation certificates was thus inflated.

(viii) In **Maharashtra**, the percentage shortfall in inspection of schools by Project Officer and Deputy Project Officer, ranged between 27 & 52 and 42 & 61 respectively for Phase I districts. For Phase II districts, it ranged between 56 to 66 and 63 to 74 respectively. The inspection reports of nine DPOs and 73 BEOs for the years 1997-98 and 1998-99 were not issued to the concerned offices for compliance. The Governing Council was to meet twice in a year. Only two meetings were held by the General Council during the period 1994-2000. Similarly against the required 24 meetings to be held by the Executive Committee at district level, only 9, 13 & 14 meetings were held in districts of Nanded, Aurangabad and Parbhani respectively during the period 1994-2000.

The Ministry stated in May 2001 that districts have been instructed to call EC meeting at regular interval.

(ix) In **Orissa**, the State Government directed that monthly review meetings would be held from June 1998. Test check revealed that against the stipulated 22 monthly review meetings, only three meetings were held. Prior to July 1998, no meetings were held. PMIS reports were not sent during the period 1996-2000. Thus monitoring at the State level was virtually non-existent.

(x) In **Tamil Nadu**, the General Council has held only one meeting and the Executive Committee had conducted 12 meetings during the period 1994-2000

(xi) In **Uttar Pradesh**, test check revealed that no effective monitoring was done at district, block and village levels. In seven districts of Gonda, Balrampur, Sonbhadra, Basti, Moradabad, Siddharth Nagar and Hardoi, the

The Governing Council met only twice during 1994-2000 instead of meeting twice a year

Monthly review meetings not held as stipulated

number of District Education Project Committee meetings held, fell short by 58 to 83 *per cent* during 1997-98 to 1999-00. At the block and village levels, there was no evidence to establish that the meetings of BRC and VECs were organised.

The States Level Monitoring Committee held only two meetings during 1997-2000

(xii) In **West Bengal**, the State Level Monitoring Committee (SLMC) was constituted 16 months after the commencement of the project. Further against the stipulated norm of holding monthly meetings, the SLMC held only two meetings during the period 1997-2000. PMIS started functioning from June 1999 only, though the project started in 1997-98. Even the three PMIS reports sent to the Ministry, did not contain information containing school statistics. The Monitoring Committee observed (August 1999) that the database on enrolment, schools, etc. was unstable. The VECs did not monitor the school performance

Overall, it would be seen, monitoring was a casualty both in Centre and in States. This calls for appropriate action by the Government.

2.10. Evaluation

The DPEP scheme has not been comprehensively evaluated so far. However, on a smaller scale, a number of research and evaluation studies have been carried out on different aspects of DPEP, by many States, TSG and other mainstream educational and research institutions like NCERT and NIEPA. Evaluation of the programme was not conducted in the States of Assam, Bihar, Madhya Pradesh and Tamil Nadu. Apart from these evaluations, the multilateral agencies which are assisting the scheme, are also required to carry out a biannual Joint Review Mission (JRM) in selected districts of States.

The 12th JRM visited 13 States of Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Maharashtra, Kerala, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal in November 2000.

While the 12th JRM noted that there had been progress towards achievement of the objectives of the programme, there still remained pockets of deprivation as also disparities between Phase-I districts and those entering the programme subsequently. Based on monitoring information and experience of implementation, the JRM noted that it would be harder for some children to benefit fully from the programme and also that some objectives would be harder to achieve than others. In particular, the programme objectives of reducing drop-outs and raising learning achievement so that all children reach the level of basic competencies would be harder to reach. The JRM also noted that micro planning strategies had been understood and interpreted in different ways by different States. In-class discrimination towards girls was also a factor operating negatively on the levels of learning achievement. Some districts in both DPEP-I and DPEP-II states continued to depict a high degree of social inequalities as far as ST enrolment was concerned. The Mission also recognised that the programme was in different stages of evolution in different states, districts and sub-districts and also noted the variation in the evolution of the process of 'pedagogical' renewal.

Report No. 3 of 2001 (Civil)

The Ministry stated in May 2001 that the mechanism for review of DPEP through biannual Joint Review Mission provides the funding agencies and Government of India the opportunity to take stock of the progress made so far in various areas. The assessment of the progress of the programme is always in sequel to the one made by earlier missions and is never stand alone. It notes the progress made during the period under assessment and suggests steps that need to be taken in order to improve upon achievement made.

Annex 1

(Refers to Paragraph 2.3)

Executive Summary of Beneficiary Survey

Coverage

- Beneficiary survey covered 17 phase I districts and 37 phase II districts (54 districts in all) which included 1081 villages (20%), 280 CEBs. For assessing school effectiveness and programme impact on enrolment and retention the survey contacted 40844 households, 13929 Parents, 2451 teachers and 1361 schools.

Decentralisation and Participatory Planning

- Despite the existence of the community based structure which were envisaged to contribute to programme implementation and long-term sustainability, awareness level of the members regarding their membership/roles and responsibilities was very low indicating thereby the failure to achieve the objective of creating an interface with the community. Although the VECs, for instance, were found to be constituted in 88 *per cent* of the villages covered across 14 States, in about one-fifth (22 *per cent*) of the villages these structures existed only on paper, as either the members were not traceable or were not aware of their membership/roles and responsibilities.

- Though the PTA/MTA and VECs existed in 42-66 *per cent* of the villages/CEBs, their functional status was confirmed by only 29-34 *per cent* of the parents/households covered.

- The sub-district structures (BRCs and CRCs) established under DPEP with the specific objective of providing academic interface between the educational administrators and the school could not perform uniformly across the States. Concerns are evident in Andhra Pradesh, Bihar, Madhya Pradesh and West Bengal.

Civil works and Infrastructure provisions

- Limited involvement of VECs and community in construction works in all the 14 States reinforced the concerns of efficiency with which the strategies have been identified for long term. The civil works had been initiated in only a limited way in schools after implementation of DPEP. In Tamil Nadu, Kerala and Gujarat besides low utilization of funds ear-marked for civil works for each district, even the utilization of grants was low.

- A poor status of operationalisation of school improvement activities is evident from the fact that more than half of the schools (56 *per cent*) in the DPEP States did not have toilet facilities. Though provision of toilet for girls was an important strategy outlined for equity focus, as high as 72 *per cent* schools did not have separate toilets for girls. Only 24 *per cent* of the sample schools covered across DPEP States had all the basic infrastructure. Though 92-100 *per cent* schools confirm receipt of school grants meant for area specific needs, the poor interface of the VECs with schools resulted in only about one third (36%) of the VECs members contacted being aware of these grants.

Convergence of Primary Education Services

- Though nearly all households across the 14 States confirmed access to formal schools (96%), access to alternative schooling viz. Non-Formal Education was low under DPEP. Convergence of services such as primary education, ECCE was envisaged as an important

DPEP strategy, however, the utilization of these services was low even in those states where access was high. Among the 14 DPEP States only two *per cent* of the total children below six years in the household visited, were enrolled in ECC centers.

Teacher Recruitment and Training

- Rural Urban disparities in teacher deployment were palpably evident as 61% of the rural schools had three or more teachers, the same proportion was 85 in the urban schools. Recruitment of higher proportion of female teachers being an important strategy under DPEP to achieve equity focus has been a dismal failure as there were no female teachers in 34% of the school visited across 14 DPEP states more than half the schools in Bihar, Madhya Pradesh, Uttar Pradesh & West Bengal did not have single female teacher.

- Concerns on the efficacy of the training programmes were felt across all the states, as the level of recall of aspects covered during the training was low

Provision of incentives to Disadvantaged Sections

- A low reach of the incentives (free textbooks & supplementary material) provided under DPEP was evident in all the sample States. Though 44-81 percent schools confirmed provision of supplementary material and free textbooks, only 24-64 percent of the parents whose children were studying in these schools confirmed the receipt of the same. Such a state of affairs existed in all the 14 States.

Achievement of Programme Objectives

- A review of the enrolment trends for 1995-96 to 2000-2001 revealed that there was little evidence of the impact of the programme in enhancing participation of children. Evidence of the objective of reducing the gap in enrolment among gender groups to less than 5 percent was apparent in only 5 out of the 14 sample States viz. Andhra Pradesh, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal. Among the other states, concerns are evident in Bihar and Gujarat where the gender-wise variations continue to be more than 5 percent.

- A review of the dropout rates during 1995-96 and 2000-2001 revealed that a decline in dropout rates during 2000-2001 as compared to 1995-96 was witnessed only in Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra and Uttar Pradesh (4 percent decline).

- The programme objective of reducing the overall dropout rates to less than 10 percent could not be achieved. Except Kerala (where female literacy rates were high even at time of DPEP Implementation) all the other DPEP States continued to have a dropout rate of more than 10 percent. Concerns were once again evident in Assam and Bihar where 38-39 percent of the students enrolled in primary classes continued to dropout.

- Implementation and monitoring of the programme through the community based structure, giving due cognizance to enhancing school effectiveness through local area planning are some of the key components which need immediate attention in this regard.

Annex 2

(Refers to Paragraph 2.5.5.1)

Cases of misutilisation of funds

Sl. No	Name of State	Period	Amount (Rs In lakh)	Non-programme purposes for which utilised
1.	Assam	1994-2000	263.99	Payment of furniture grant of Rs 3000- per school to 5000 existing primary schools. Purchase of text books from DPEP funds though a similar scheme was being run by the State Government. Non-admissible expenditure towards awards to VECs.
2.	Bihar	October 97 to March 2000	64.20	Incentive granted to 2076 Mahila Samooh to promote saving in bank accounts.
3.	Gujarat	March 1998 to March 2000	149.92	Purchase of 5550 sets of story books worth Rs 144 lakh without following prescribed procedure. Purchase of swings and slides worth Rs 5.92 lakh in March 1998 but not installed till March 2000.
4.	Haryana	1995-2000	30.43	Haryana Prathmik Siksha Pariyojana Parishad sanctioned project allowance to various categories of staff at the rate ranging between Rs 150 and Rs 400 per month in addition to deputation allowance without the approval of Government of India. The Ministry stated in May 2001 that SPD Haryana has been informed to bear expenditure towards payment of project allowance.
5.	Himachal Pradesh	1997-98 to 1998-99	88.54	District Project Office (DPO) Kullu and Sirmour paid salaries to 250 water carriers and 300 Kahars. DPO Sirmour purchased duplicating machines and typewriters and supplied these equipments to Block Primary Education Officer of district.
6.	Karnataka	1996-2000	313.40	DPO Raichur incurred expenditure in respect of pay and allowances of 30 pre-primary teachers. Honorarium paid to Anganawadi workers/Ayahs in 2444 Anganawadi centres run by ICDS. Printing of calendars worth Rs 9.16 lakh.
7.	Kerala	1995-2000	428.32	Six districts project co-ordinators paid library grant to schools. Supply of note books to SC/ST and girls students. Expenditure of Rs 7.86 lakh incurred on meetings of award committee for deciding award of Rs 1.38 lakh for best school.
8.	Madhya Pradesh	1995-2000	215.50	Purchase of school uniform, text books (these were to be supplied under State scheme), plants, coolers for Collectorate, printing of health cards etc.
9.	Orissa	February 1999 to October 1999	13.60	Purchase of diaries & geometry boxes (instead of reading and writing material), banners, flowers etc. Expenses connected with organization of sports and cultural competitions.
10.	Tamil Nadu	March 95 to October 99	24.76	Purchased computers and peripherals, Air Conditioner and photocopiers and supplied to officers other than the State Project Directorate (SPD) or District Project Co-ordinators (DPC).
	Total		1592.66	

Annex 3

(Refers to Paragraph 2.5.5.2)

Diversion of funds

(Rs in lakh)

Sl. No.	Name of State	Period during which funds diverted	Heads under which funds were diverted				Total
			Personal Ledger A/c/ Civil Deposit	Other Schemes	Staff salaries/ Training	Other activities	
1.	Andhra Pradesh	1997-99	--	--	--	86.27	86.27
2.	Assam	1997-98	--	--	--	0.78	0.78
3.	Bihar		--	--	--	48.00	48.00
4.	Gujarat	1997-98	448.31	--	--	14.05	462.36
5.	Kerala	1996-98	--	127.96	--	--	127.96
6.	Madhya Pradesh	1994-2000	217.00	43.07	--	--	260.07
7.	Orissa	1997-98	202.17	--	--	--	202.17
8.	Tamil Nadu	1995-97 & 1999-2000	--	18.45	63.08	15.00	96.53
9.	Uttar Pradesh	1998-2000	--	44.03	199.04	--	243.07
	Total		867.48	233.51	262.12	164.10	1527.21
	Percentage		57.00	15.00	17.00	11.00	100.00

Annex 4

(Refers to Paragraph 2.5.6)

Statement showing details of financial irregularities

Name of State	Period	Amount (Rs in lakh)	Remarks
(A) Avoidable/excess expenditure			
Assam	January 95 to December 99	27.31	15 officials were deployed in Dhubri district in excess of sanctioned strength
Bihar	1998-99	41.65	Payment of central excise duty on vehicles for use in World Bank assisted projects was not leviable
Gujarat	March 98 to January 99	87.41	Reimbursement of salary arrears not obtained from parent offices of deputationists
Himachal Pradesh	NA	144.00	Debiting of salaries of teachers to DPEP funds on the basis of sanctioned strength instead of teachers-in-position.
Madhya Pradesh	1994-99	487.00	Expenditure incurred on opening of schools in excess of norms
Maharashtra	1999-2000	114.00	Purchase of books in excess of the prescribed ceiling
(B) Outstanding advances			
Assam	NA	673.60	Advances given by State Project Director to various officers for implementation of scheme
	1994-95 to 1999-2000	24.24	Funds were given to SCERT and SIET for holding training programmes, meetings, seminars, research, evaluation etc.
Bihar	October 1997 to March 1999	84.11	For miscellaneous expenses to staff and others
Himachal Pradesh	March 1996 to October 1999	27.41	For consultancy and civil works to consultants and contractors.
Kerala	May 1998	2.10	To Block Resource Centre Coordinator
	April 1999 to July 1999	1.61	To two officials of BRC, Kaniyapuram
	April 1995 to September 1999	22.63	Drawn by Programme Officers, DIET staff, Research Assistant for conducting training courses, workshops and seminars
Madhya Pradesh	1995-96 to 1996-97	456.00	Advance to Commissioner Public Instruction and Commissioner Tribal Development for payment of honorarium to Shiksha Karmi
Orissa	1996-97 to 1999-2000	239.78	To 8 district offices and state office for teachers training, MIS training, contingent advances, etc.
	1996-97 to 1999-2000	31.08	To six institutions and one contractor for conducting Baseline and Mid-term assessments and allied purposes
	1996-97 to 1999-2000	5.08	Advances of TA on tour to 52 employees of State Office

(C) Misappropriation/embezzlement			
Bihar	1997-98	3.50	Dubious purchase of vehicle
Karnataka	1996-97	269.00	Alleged misuse of books meant for free distribution.
(D) Non-submission of utilisation certificates (UCs)			
Andhra Pradesh	1996-2000	656.00	74428 UCs for grants released during the period 1996-2000, awaited from schools and teachers
Assam	1997-99	32.57	UCs awaited for grants released to Assam Mahila Samata Society
West Bengal	1997-2000	732.00	UCs awaited for Teaching Learning Material (TLM) grants from State Project Office
Tamil Nadu	NA	1355.00	UCs for grants released towards TLM and school improvement, not received from all the schools

Annex 5

(Refers to Paragraph 2.6.1)

Status of infrastructure facilities under DPEP scheme

Sl. No.	Name of State	Total number of schools	Number of schools without building or in tents	Number of schools without drinking water	Number of schools without girls toilets	Number of schools without black-board	Number of schools with one teacher	Pupil Teacher Ratio more than 50:1	Average Student Classroom Ratio
1.	Assam	11756	664(6)	4846(41)	11248(96)	936(8)	1756(15)	6322(54)	66
2.	Bihar*	33554	2548(8)	12460(37)	31471(94)	7223(22)	8244(25)	18585(55)	53
3.	Gujarat	6143	291(5)	1992(32)	5184(84)	875(14)	1167(19)	3612(59)	39
4.	Haryana	4623	89(2)	834(18)	2518(54)	311(7)	301(6)	2699(58)	45
5.	Himachal Pradesh	2933	73(2)	1112(38)	2745(94)	135(5)	443(15)	429(15)	29
6.	Kerala	3555	19(0.5)	245(7)	1825(51)	80(2)	15(0.4)	101(3)	27
7.	Madhya Pradesh	59865	7105(12)	21185(35)	50900(85)	5767(10)	10195(17)	24126(40)	39
8.	Maharashtra	17971	605(3)	6079(34)	13749(76)	185(1)	2902(16)	5657(31)	43
9.	Orissa	11577	411(4)	5971(52)	10766(93)	641(6)	1873(16)	3317(29)	33
10.	Tamil Nadu	10650	58(0.5)	2545(24)	9630(90)	9(0.08)	1080(10)	2699(25)	42
11.	Uttar Pradesh	23063	746(3)	3510(15)	15241(66)	4547(20)	6213(27)	16605(72)	64
12.	West Bengal	14302	652(5)	5281(37)	13477(94)	591(4)	1430(10)	13673(96)	84
	Total	199992	13261(7)	66060(33)	168754(84)	21300(11)	35619(18)	97825(49)	

* Data for 1998-99

Note: Figures in parenthesis indicate percentage to total number of schools

Annex 6
(Refer to Paragraph 2.6.3.1)
Gender and social disadvantage differential

Sl. No.	Name of State/District	Year	Percentage of difference between		
			SC and others	ST and others	Boys and girls
1.	Andhra Pradesh (i) Vizianagaram (ii) Warrangal	1998-99 1998-99	26	45	6
2.	Tamil Nadu (i) Pudukottai (ii) Dharmapuri	1999-2000 --do--	--	34	6
3.	Assam (i) Darrang (ii) Barpeta (iii) Goalpara (iv) Bongaigaon	1998-99 --do-- 1999-2000 --do--	12 30	18 7 13 49	--
4.	Karnataka (i) Belgaum (ii) Kolar	1998-99 1999-2000	6		14 7
5.	Orissa (i) Gajapati (ii) Bolangir (iii) Kalahandi (iv) Dhenkanal (v) Keonjhar (vi) Sambalpur (vii) Baragarh (viii) Rayagada	1999-2000 --do-- --do-- --do-- --do-- --do-- --do-- --do--	20 34 29 43 24 17 33	 32 23 51 34	11 6 9 6 14
6.	West Bengal (i) Cooch Behar (ii) Murshidabad (iii) South 24 Parganas	1999-2000 --do-- --do--		12 20 54	--
7.	Bihar (i) Dhumka (ii) Rohtas Nagar (iii) Gaya (iv) Sitamarhi (v) Vaishali	1999-2000 --do-- --do-- --do-- --do--		17 39	17 14 14 23 13
8.	Madhya Pradesh (i) Surguja (ii) Shahdol	1999-2000 --do--	7 10	25	9
9.	Maharashtra (i) Jalna	1999-2000			7
10	Gujarat (i) Banaskantha (ii) Panchmahal	1999-2000 --do--	- -	- -	24 12

Annex 7

(Refers to Paragraph 2.6.4)

Distribution of free text-books and supplementary material

State	% School providing		% Parent confirm receipt	
	Free text books	Supplementary Material	Free text books	Supplementary Material
Andhra Pradesh	98	77	95	39
Assam	62	68	62	69
Bihar	81	16	27	8
Gujarat	35	76	20	44
Haryana	99	58	60	27
Himachal Pradesh	97	75	81	17
Karnataka	100	27	80	23
Kerala	100	73	66	33
Madhya Pradesh	64	34	20	14
Maharashtra	59	58	51	43
Orissa	100	15	52	2
Tamil Nadu	51	26	86	24
Uttar Pradesh	99	-	57	-
West Bengal	50	30	63	2
All India	81	44	64	24

Annex 8

(Refers to Paragraph 2.6.6)

Trends of achievement levels/Performance in basic literacy and numeracy competencies

(i) Language

As per the Mid-term Assessment Survey (MAS) of learning achievements conducted by NCERT in 1997 of 42 Phase I districts of DPEP in seven States, Class I students' performance in language, as compared to Baseline Assessment Survey (BAS) conducted in 1994 in 28 districts showed increasing trends ranging from 1 to 35 *per cent*, however, only in 6 districts the increase in achievement level was more than 25 *per cent* (one in Assam, all the four in Karnataka and one in Maharashtra). On the other hand 14 districts showed decline ranging from 1 to 18 *per cent*. Decline was more than 5 *per cent* in 10 districts (one in Assam, one in Kerala, six in Madhya Pradesh and two in Maharashtra).

Similarly, in the MAS conducted by NCERT in 1999 of 17 Phase II districts in four States, performance of Class I students' in language indicated increase ranging from insignificant to 31 *per cent* in 14 of the 17 districts as compared to BAS conducted in 1996. However, only one district in Andhra Pradesh could achieve increase of 31 *per cent*. The increase ranged from 13 to 31 *per cent* in Andhra Pradesh, insignificant to 18 *per cent* in Gujarat, 2 to 15 *per cent* in Himachal Pradesh and 10 to 20 *per cent* in Orissa. One district in Himachal Pradesh and two districts in Orissa showed decline upto 5 *per cent*.

(ii) Mathematics

According to MAS (1997) Report *ibid*, performance of Class I students in Mathematics as compared to BAS (1994) showed increasing trend in 33 out of 42 districts in seven Phase I States. The increase ranged between half *per cent* to 44 *per cent*. But only 9 districts could achieve the target of 25 *per cent* increase (one each in Haryana, Madhya Pradesh and Maharashtra, two in Tamil Nadu and four in Karnataka). Nine districts in four States (one each in Assam, Kerala and Maharashtra and six in Madhya Pradesh) indicated decline ranging from 3 to 17 *per cent* from the level of 1994. The decline was more pronounced in Kerala – 11%, and four districts of Madhya Pradesh 16 to 17%.

MAS conducted in 1999 in 17 districts of four States also indicated mixed trends in Mathematics. Increase ranging from 1 to 35 *per cent* as compared to BAS (1996) was observed in 15 out of 17 districts. While increase was insignificant (upto 2%) in 3 districts (one each in Gujarat, Himachal Pradesh and Orissa), it ranged between 8 to 19% in eight districts. Only 4 districts in Andhra Pradesh could achieve the target increase of 25%. Two districts in Himachal Pradesh showed significant decline of 7% (Chamba) and 11% (Kullu).

(iii) Gender difference in level of competence in language and mathematics

The programme envisaged reducing the difference of achievement level between boys and girls to 5 *per cent* in language and mathematics. Surveys conducted by NCERT in 1997 (42 districts) and 1999 (17 districts) of 11 States revealed that of the 59 districts in 17 districts of 4 States the difference in achievement level of language and mathematics

between boys and girls of Class I remained more than 5 *per cent*. The difference ranged from 5 to 8% in language and 8 *per cent* in mathematics in two districts of Orissa; from 7 to 8% in language and 5 to 18% in mathematics in 12 districts of Madhya Pradesh; from 7 to 8% in Mathematics in two districts of Maharashtra and one district of Andhra Pradesh. The difference was more than 10 *per cent* in Rewa (18%) and Sidhi (11%) districts of Madhya Pradesh.

(iv) Social group difference in learning achievement of language and mathematics

The programme also targeted to achieve the goal of reducing difference in achievement level between social disadvantage groups i.e. SC and ST and others to 5 *per cent* in language and mathematics. The Mid-term Assessment Surveys conducted by the NCERT in 1997 and 1999 of 59 districts in 11 States revealed that difference in achievement level of SC/ST and others students of Class I remained more than 5 *per cent* in language and mathematics in all the 11 States. The Table below depicts the range of difference prevailing in various districts.

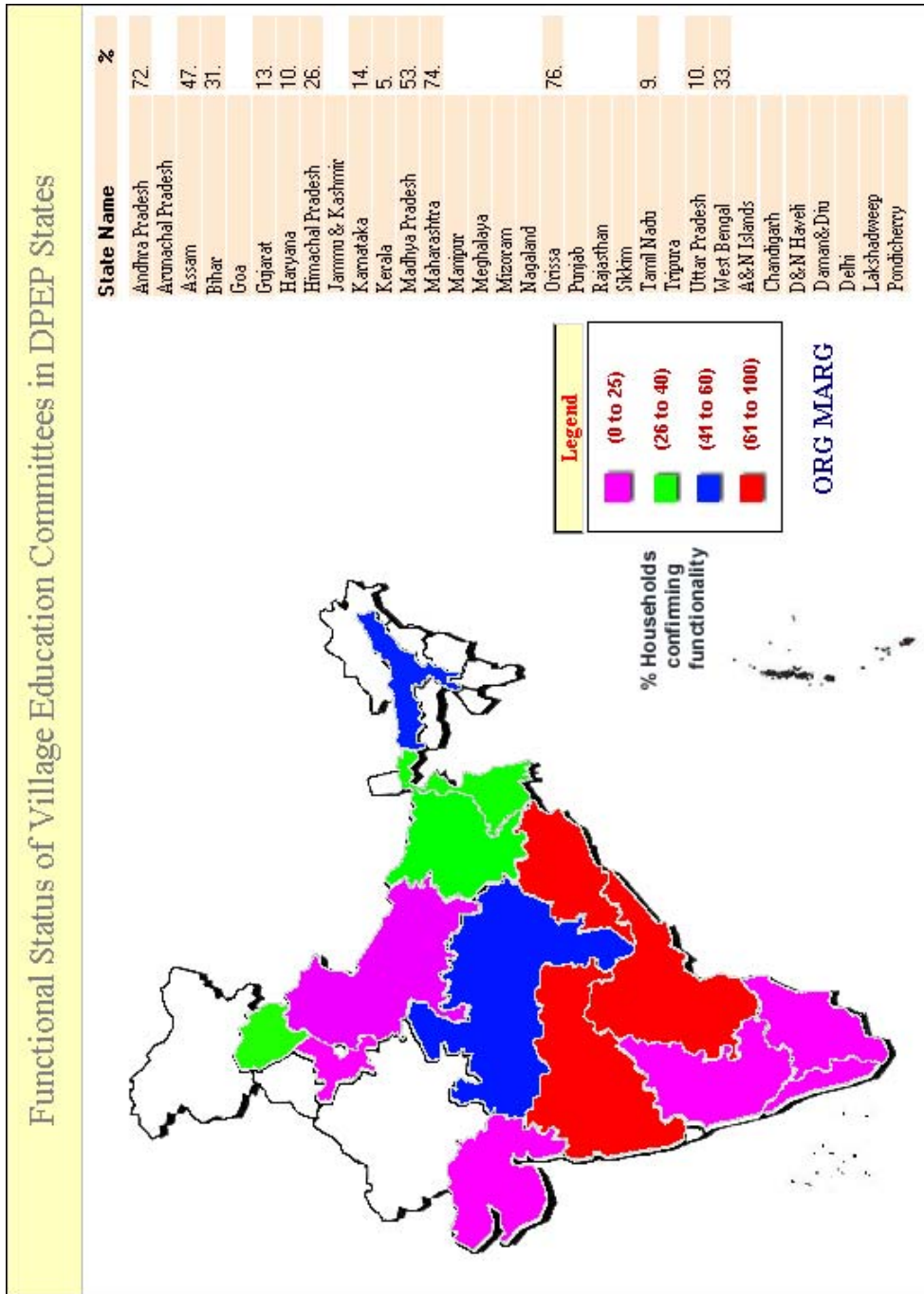
Sl. No.	Name of the State	No. of Districts	Difference between SC and others	Difference between ST and others
1.	Assam	3	5.40% (Mathematics)	6 to 21% (Mathematics) 6 to 16% (Language)
2.	Andhra Pradesh	3	11% (Language)	10 to 16% (Language)
3.	Haryana	3	8-10% (Language) 5.02% (Mathematics)	--
4.	Gujarat	1	8% (Mathematics)	--
5.	Himachal Pradesh	1	9% (Language) 8% (Mathematics)	9% (Mathematics)
6.	Karnataka	3	5.45 to 13% (Language) 7 to 8% (Mathematics)	9% (Mathematics) 12% (Language)
7.	Kerala	1	13% (Language) 16% (Mathematics)	--
8.	Madhya Pradesh	15	6 to 13% (Language) 6 to 25% (Mathematics)	6 to 22% (Language) 6 to 20% (Mathematics)
9.	Maharashtra	3	6 to 10% (Language) 7 to 10% (Mathematics)	6% (Mathematics)
10.	Tamil Nadu	3	5 to 9% (Language) 6 to 9% (Mathematics)	--
11.	Orissa	5	6 to 14% (Language) 10% (Mathematics)	7 to 28% (Mathematics)

The difference between SC and others was 10% or more in 14 districts of seven States viz. Hissar 10% (Haryana), Belgaum 13% (Karnataka), Wayanad 13 to 16% (Kerala), Ratlam 13% to 17%, Sehore 13%, Rajnandgaon 15%, Surguja 25% (Madhya Pradesh), Latur 10%, Aurangabad 10% (Maharashtra), Vizianajaram 11% and Rayagada 10-14% (Orissa).

Similarly difference between ST and others was more than 10% in 10 districts of 5 States viz. Darang 16% to 21% (Assam), Raichur 12% (Karnataka), Rajnandgaon 20-22%, Surguja 13%, Raisen 26%, Ratlam 14 to 19% (Madhya Pradesh) and Rayagadh 15% to 18%, Gajapath 28% (Orissa), Karim Nagar 10%, Kurnool 16% (Andhra Pradesh).

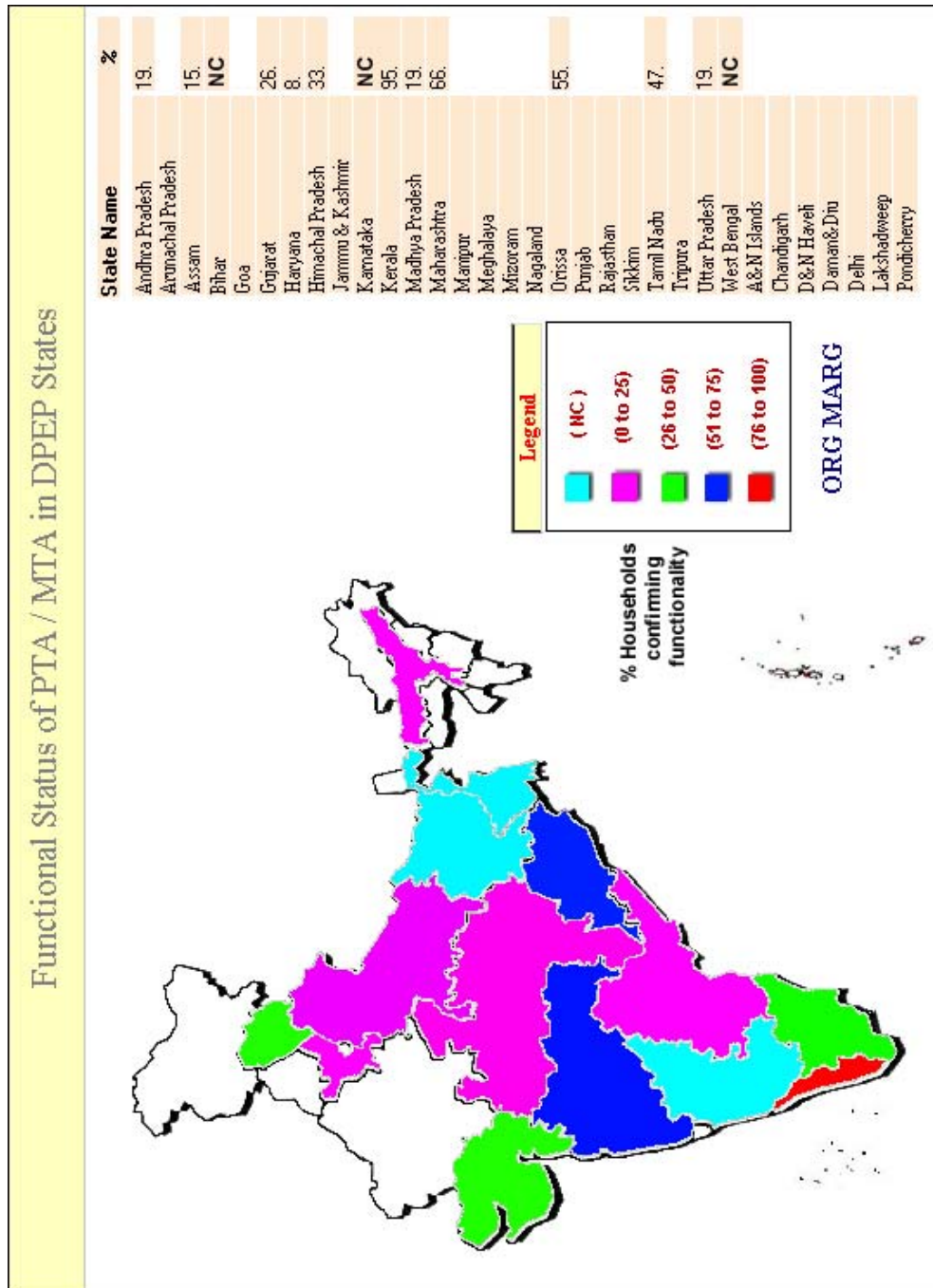
Annex 9

(Refers to Paragraph 2.7.2)



Annex 10

(Refers to Paragraph 2.7.2)



Annex 11

(Refers to Paragraph 2.7.4)

Proportion of VEC/VCC and PTA/MTA Members Trained under DPEP

States	Percentage of Members Trained	
	VEC/VCC	PTA/MTA
Andhra Pradesh	50	74
Assam	47	71
Bihar	30	Not constituted
Gujarat	53	89
Haryana	65	73
Himachal Pradesh	48	66
Karnataka	38	Not constituted
Kerala	63	47
Madhya Pradesh	15	--
Maharashtra	54	94
Orissa	43	62
Tamil Nadu	16	78
Uttar Pradesh	14	39
West Bengal	98	Not constituted

Annex 12

(Refers to Paragraph 2.8.1.3)

Details of cases of avoidable expenditure on Civil Works

Sl. No.	Name of State	Period	Avoidable expenditure (Rs in lakh)	Remarks
1.	Haryana	1994-00	35.00	Construction of 141 double rooms for school buildings at a cost of Rs 351 lakh instead of sanctioned amount of Rs 316 lakh.
2.	Kerala	N.A.	75.00	Excess claim of M/s. SIDCO towards pre-contract activities in 335 cases of civil works.
3.	Maharashtra	Jan.1997	14.10	Non-reduction of unit cost for construction of 34 BRC with reference to the area of the BRC.
4.	Madhya Pradesh	1994-00	392.00	Non-deduction of contractor's profit of 10 percent on departmentally executed work of construction of BRC, primary schools, additional rooms, etc. as required.
5.	Orissa	1997-98	0.84	Construction of MIS building at Dhenkanal at a cost of Rs 2.27 lakh against sanctioned amount of Rs 1.43 lakh.
6.	Tamil Nadu	N.A.	771.62	Construction of school buildings in two panchayat union primary schools which were not required as per norms. Construction of 1163 class rooms and BRC buildings through PWD instead of through community participation to have cost savings.
7.	West Bengal	1999-00	1046.00	Construction of new school buildings, circle resource centers and additional classrooms at rates higher than the rates approved by funding agency and not following the space norms.
	Total		2334.56	

Annex 13
(Refers to Paragraph 2.8.1.3)
Idle expenditure due to delay in completion of civil works

Sl. No.	Name of State	No. of districts involved	No. of pending item of works	Period	Amount of expenditure incurred (in lakh of Rs)	Due date of completion	Delay in completion	Remarks
1.	Assam	One	91	1994-95 to 1996-97	186.59	November 1997	Since Nov.-97 (2 years 3 months)	D.P.C Dazantg had taken up 573 items of civil works against the budget provision of Rs 795.63 lakh during 1994-95 to 1996-97 out of which 91 items of work in which 186.59 lakh had already been invested remained incomplete due to stopping of further expenditure to limit it within 24 percent of the total Project Cost.
2.	Himachal Pradesh	--do--	6	Jan-1998	3.94	September 1998	9 to 19 months	Six civil works with an estimated cost of Rs 6.20 lakh started in January, 1998, were still held up due to land dispute and work being below specification. An amount of Rs 3.94 lakh incurred on the construction thus remained unproductive.
		--do--	221	NA	100.00	March 1998 to July 1999	-	221 civil works like construction of school buildings, additional class rooms etc. with an estimated cost of Rs 1.41 crore for which Rs one crore had already been paid to the agencies were lying incomplete due to land problems, excess cost of constructions etc.
		--do--	92 school buildings	NA	131.00	April 1998 to Dec. 1999	4 to 24 months	92 school buildings with an estimated cost of Rs 2.21 crore on which an expenditure of Rs 1.31 crore had been incurred were lying incomplete as of April 2000 due to difficulties in site development.
3.	Karnataka	Four	B.R.Cs buildings	1997	12.24	NA	NA	The work of building B.R.C at Srimivaspura, Sindhanoor, Kushtagi and Huikkeri, though commenced during 1997 were lying incomplete after incurring expenditure of Rs 11.49 lakh. No

Sl. No.	Name of State	No. of districts involved	No. of pending item of works	Period	Amount of expenditure incurred (in lakh of Rs)	Due date of completion	Delay in completion	Remarks
								action was taken to get the work completed for which no reasons were placed on record. An amount of Rs 0.75 lakh had also been incurred on account of rent towards hired building for BRC Kushtagi.
		One	11 B.R.Cs buildings	-	-	1997-98 to 1998-99	-	The civil works in 11 B.R.Cs at Kolhar, Deodurg and Hingsugur districts completed during 1997-98 to 1998-99 could not be put into use for want of completion of water supply, sanitation and electrical works.
		One	11 school buildings	-	-	1997-98 to 1998-99	-	Out of 15 school buildings only 11 school buildings were constructed in Kolhar district, the buildings could not be put to use for want of completion of water supply and sanitation works.
		One	Providing jet pumps	January 1997 to July 1990	17.43	-	-	Water Tanks, jet pumps procured at a cost of Rs 17.43 lakhs (January 1997 to July 1998) were issued to the agency for fitting them in schools at C.R.Cs in Raichur district but these were not found in the buildings. Reasons for the same is still awaited.
4.	Madhya Pradesh	Six	434 civil works	1995-99	423.00	Within 120 days from the date of agreement	-	The 434 works started during 1995-99 on which Rs 423 lakh has been spent were lying incomplete resulting in unfruitful expenditure.
5.	Maharashtra	One	32 B.R.C. buildings	Nov. 1996	102.15	Dec.-1997	27 Months	The civil work of 34 B.R.C buildings in Wardha district were entrusted (Nov-96) to an agency at an estimated cost of Rs 2.64 crore. Out of which an amount of Rs 102.15 lakh had already been paid to the agency. However, as of January 2000, work in respect of only two BRCs were completed, work of three BRCs were not started for want of land and local dispute and works pertaining to 29 BRCs were completely stopped since September 1997

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Sl. No.	Name of State	No. of districts involved	No. of pending item of works	Period	Amount of expenditure incurred (in lakh of Rs)	Due date of completion	Delay in completion	Remarks
								due to dispute about release of further advance to the agency.
		Four	166 two room school building	-	-	Within 6 months from the date of agreement	5 to 24 months	419 two rooms school buildings at a cost of Rs 12.15 crore were planned for construction. Of these, 253 schools were completed, 112 were in progress and the balance 54 works were not started as of January 2000 due to non-observance to the time schedule by the local agencies.
6.	Orissa	One	280 Tube-Wells In Different Primary Schools	February-1999	100.52	May-1999		The work of sinking of about 280 Tube wells in different Primary Schools at a total value of Rs 100.52 lakh was entrusted to an agency. As per agreement the work was to be completed by May 1999. Neither the work had been completed as of March 2000 nor had any extension of time been granted to complete the work. Further, out of Rs 6 lakh paid to the society (3/99) Rs 4 lakh was outstanding against the agency for recovery. Rs 6.36 lakh was also paid in August 1999 towards the cost of PVC pipe* worth Rs 4.25 lakh on 5/99, which were lying un-used as of March 2000.
		One	59 Tube-wells	March-99	20.40			The D.P.C Kalahandi had deposited an amount of Rs 20.40 lakh (March-99) with the Executive Engineer RWS 859 Division Bhawanipatna for marking of 59 tube-wells, while work for 13 tube wells had been completed in all respect, work for 40 tube wells was in progress. In the case of 6 works, even alternate school had not been identified, Hence reporting of Rs 20.40 lakh as expenditure by the D.P.C Kalahandi was not correct.

Annex 14

(Refers to Paragraph 2.8.1.3)

Substandard works

(Rs in lakh)

Sl. No.	State	Item of work	Amount (Rs)	Year of completion	Remarks
1.	Karnataka	1 School Building	3.20	1997-98	The building had developed cracks and could not be put to use.
2.	Madhya Pradesh	25 BRCs	137.80	1995-97	The buildings were sub-standard and incomplete due to seepage in roofs and want of water and electricity fittings etc.
3.	Tamil Nadu	126 class room buildings	--	1994-2000	In 126 out of 915 school buildings constructed during 1994-2000 at a cost of Rs 30 crore, major defects like leakage in roofs cracks in walls etc. were reported. However, in the absence of any provision for maintenance the defects could not be rectified.
4.	Maharashtra	10 toilets	3.52	March 1997	Agency could complete the work at only 10 toilets out of 500 by May 1997. Due to poor performance and sub-standard work the contract was cancelled by DPO, Aurangabad. Refund of Rs 3.52 lakh was demanded but not recovered (July 2000).
	--do--	7 rooms	9.51	July 1997	Out of 364 school buildings, 7 school buildings constructed in 6 blocks were bad in quality and therefore rejected.
	--do--	1 room	1.20	--	Due to sub-standard work the building was dismantled.
	--do--	207 borewells	30.87	January 2000	Out of the 1847 borewells targeted, 1354 wells were completed by Jan. 2000, of which 207 (15%) wells involving an expenditure of Rs 30.87 lakh were declared failed.
	--do--	187 toilets	7.84	1996-97	187 toilets out of 513 were not in use since 1996-99 for want of water supply and cleaning facility.
	Total	564	193.94		

Annex 15

(Refers to Paragraph 2.8.1.3)

Non submission of works expenditure accounts

In **Haryana**, District Project Coordinator of three districts (Jind, Mahendergarh, and Sirsa) released Rs 102.69 lakh to 260 VCCs for construction of additional class rooms/boundary wall/pump/toilets etc. during the period 1995-96 to 1999-2000, of these 240 VCC.s had not rendered expenditure accounts for Rs 94.54 lakh as of March 2000. The Project Director replied (July 2000) that Rs 48.42 lakh pertaining to 131 VCC.s had been adjusted after receipt of detailed accounts/utilization certificates and the balance amount would be adjusted after reconciliation of the records with the concerned VCCs.

In **Orissa**, as per Monthly Progress Report on civil work for December 1999 and January 2000 submitted to State Project Officer, Bhubaneshwar, the DPCs of Sambalpur, Kalahandi, Bolangir and Rayagada districts had reported that 932 civil works were completed at an expenditure of Rs 412.83 lakh. The amount were paid to VECs in the shape of advance only. However, it was observed that the details of expenditure incurred and completion reports from the VCCs duly certified by JE/DPB were not obtained, in the absence of which actual completion of work and expenditure incurred thereon could not be verified. On being pointed out by Audit, the DPCs replied (January-2000, February-2000 March-2000 and April-2000) that the completion reports from the VECs would be obtained and intimated.

Annex 16

(Refers to Paragraph 2.8.3)

Staff position in DIET/BRC/CRC

State	DIET Staff				BRC resource persons/co-ordinators				CRC Staff			
	Planned	In Position	Short-Fall	% short-fall	Planned	In-position	Short-fall	% shortfall	Planned	In-position	Short-fall	% shortfall
Andhra Pradesh												
Ph I	124	76	48	39	760	565	195	26	--	--	--	--
Ph II	343	171	172	50	2202	1609	593	27	--	--	--	--
Assam												
Ph I	73	39	34	47	27	27	--	--	418	418	--	--
Ph II	92	74	18	20	29	26	3	10	585	562	23	4
Gujarat	108	81	27	25	46	46	--	--	482	482	--	--
Haryana												
Ph I	76	58	18	24	28	25	3	10	266	241	25	9
Ph II	104	85	19	18	25	20	5	20	277	210	67	24
Himachal Pradesh												
Ph II	100	69	31	31	33	30	3	9	399	221	178	45
Karnataka												
Ph I	108	84	24	22	280	278	2	1	339	334	5	1
Ph II	189	162	27	14	504	497	7	1	798	798	--	--
Kerala												
Ph I	59	53	6	10	50	50	--	--	380	380	--	--
Ph II	63	55	8	13	60	60	--	--	384	384	--	--
Maharashtra												
Ph I	130	115	15	12	238	215	23	10	639	624	15	2
Ph II	104	90	14	13	312	267	45	14	651	539	112	17
Madhya Pradesh												
Ph I	1157	824	333	29	198	193	5	3	3137	3137	--	--
Ph II					171	129	42	25	3144	3144	--	--
Orissa												
Ph II	135	101	34	25	85	85	--	--	1132	890	242	21
Tamil Nadu												
Ph I	88	71	17	19	288	277	11	4	--	--	--	--
Ph II	66	53	13	20	136	116	20	15	--	--	--	--
Uttar Pradesh												
Ph II	672	373	299	44	215	213	2	1	2109	1945	164	8

Annex 17

(Refers to Paragraph 2.8.4.1)

Shortfall in targets for training

Sl. No.	States	Total planned	Total trained	Shortfall	% Shortfall
1.	Andhra Pradesh				
	Teaching	75050	71105	3945	5
	Non-Teaching	105536	97225	8311	8
	2.	Assam			
	Teaching	74441	70867	3574	5
	Non-Teaching	83521	77388	6133	7
3.	Bihar				
	Teaching	139122	50682	88440	64
	Non-Teaching	152433	99661	52772	35
	4.	Gujarat			
Teaching		36540	36299	241	Insignificant
	Non-Teaching	198948	197956	992	Insignificant
	5.	Haryana			
Teaching		58297	47654	10643	18
	Non-Teaching	64451	43018	21433	33
	6.	Himachal Pradesh			
Teaching		14905	9436	5469	37
	Non-Teaching	38395	12430	25965	68
	7.	Karnataka			
Teaching		104232	77808	26424	25
	Non-Teaching	72514	49244	23270	32
	8.	Kerala			
Teaching		86664	84023	2641	3
	Non-Teaching	16383	14602	1781	11
	9.	Maharashtra			
Teaching		387350	206348	181002	47
	Non-Teaching	227273	96118	131155	58
	10.	Madhya Pradesh			
Teaching		46961	46144	817	2
	Non-Teaching	79542	69059	10483	13
	11.	Orissa			
Teaching		48793	57882	--	--
	Non-Teaching	75464	42960	32504	43
	12.	Tamil Nadu			
Teaching		141982	124315	17667	12
	Non-Teaching	112775	88771	24004	21
	13.	Uttar Pradesh			
Teaching		104722	91202	13520	13
	Non-Teaching	3549	3524	25	1

Annex 18

(Refers to Paragraph 2.8.5.6)

Integrated education for the disabled children

Sl. No.	Name of State	No. of children identified	No. of children enrolled	No. of children out of school (% w.r.t. children identified)	No. of children to whom aid and appliances provided (% w.r.t. children identified)
1.	Andhra Pradesh	1293	--	--	574 (44%)
2.	Assam	2776	1487	1289(46%)	148 (5%)
3.	Bihar	947	--	--	42 (4%)
4.	Gujarat	19443	17031	2412 (12%)	Nil
5.	Haryana	13923	11115	2808 (20%)	1260 (9%)
6.	Himachal Pradesh	1977	1849	128 (6%)	Nil
7.	Kerala	24127	24127	-- (0%)	1145 (5%)
8.	Maharashtra	31324	20498	10826 (35%)	Nil
9.	Orissa	18086	11585	6501 (36%)	220 (1%)
10.	Tamil Nadu	13936	13008	928 (7%)	779 (6%)
11.	Uttar Pradesh	22231	2255	19976 (90%)	340 (2%)
12.	West Bengal	8545	4356	4189 (49%)	66 (1%)
	Total of States with astrick mark	156368	107311 (69%)	49057 (31%)	Average 8.56%

* States taken for calculation of aggregate percentage of enrolment of children