

**MINUTES OF THE NINTH MEETING OF PROJECT APPROVAL BOARD OF SARVA SHIKSHA
ABHIYAN HELD AT 3.30 P.M. ON 15.1.2002**

The Ninth Meeting of the Project Approval Board of SSA was held under the Chairmanship of Shri S.K. Tripathi, Secretary, EE&L at 3.30 p.m. on 15.1.2002. The list of participants is annexed.

Item No. 1: Consideration of Plans from Mizoram

1.1 The Board considered the District Elementary Education Plans for 2001-2002 in respect of 8 districts of Mizoram. A brief presentation was made by the Secretary Education, Government of Mizoram. The highlights of the presentation are as follows:

- The literacy rate in the State is 88.49%. This is second highest in the country with male-female differential of about 5%. Barring Lawngtlai district (56.45%), all other districts have literacy rate above 80%.
- State has a long tradition of making available educational facilities and the first primary school in the State was opened as early as 1898. Christian Missionaries have played a significant role in making available schooling facilities in the State.
- There are 745 primary and 540 upper primary schools in the State making the ratio of upper primary to primary schools 1:1.38. This is far better than the ratio at the National level and better than what we propose to achieve through SSA.
- According to Sixth All India Education Survey, 95% habitations have primary schooling facility within a distance of 1 km. and 89% have access to upper primary schooling facilities within 3 km. The number of habitations without primary school is 67 and that without upper primary is 267.
- The highest number of unserved habitations is in Lunglei district - 38 without primary schooling facilities and 91 not having upper primary schooling facilities.

- The teacher-pupil ratio in the State is much better than the national average of 1:40
- The State has a very large number of untrained and under qualified teachers. The estimated number of out of school children in the age group 6-11 years is 29,000 and in the age group 11-14 years is 31,000.
- Although, the GER at primary and upper primary is 114% and 75% respectively, the drop-out rate is also very high at 62% at the primary level.
- The transition rate from primary to upper primary is above 90% for both boys and girls.

1.2 On behalf of the appraisal team, Dr. Arun Mehta from NIEPA pointed out that the grant sanctioned for pre-project activities in August, 2001 for seven districts has not yet been released. Because of this the districts could not undertake any activities except conduct of household survey. However the survey was quite extensive, and the State must be complimented for carrying out this mammoth exercise. But the entire plan is based on results of household survey and no other secondary source has been explored for the purpose. Time series projections to arrive at future demand was also not done. Further the focus in the plans is on primary stage only and not a single indicator has been utilized for upper primary stage. The VEC and the community is aware of the SSA programme but is mobilized only for primary and seen to be not concerned with upper primary. In most of the districts no serious thought was given to fixing of year-wise targets of universal access, universal retention and universal achievement. According to him, the major problem in the State was not out of school children or drop-out children but the poor infrastructural facilities in schools, which is serving as a distracting factor for the children attending schools. Further, focus on quality was missing. The State Government, further, did not appear to have concrete plans for strengthening the MIS in District Office. He also stated that convergence within Education Department as also with the literacy schemes is missing.

1.3 Dr. K.M. Gupta of NCERT expressed his appreciation for the district teams for preparing a nicely presented plan. He, however, pointed out that unit of planning is a

primary school and not a habitation. Village councils are available and the Head teacher is the Secretary of the VEC. The State at present has a system of I to IV and V to VII. However, they should take advantage of SSA and switch over to a primary stage of classes I to V and upper primary to classes to VI to VIII. He also supported the idea of circle level resource centers and suggested that College of Teacher Education and Institute of Advanced Study in Education be sanctioned in the State. FA, HRD suggested that NEIPA/NCERT may think of giving support of key personnel to NE States for developing the perspective plan.

1.4 Secretary, EE&L pointed out that the State Government has been sanctioned funds for pre-Project activities long back and they were to prepare perspective plans based on the results of pre-Project activities. Since, they have not undertaken most of the pre-Project activities, he asked about the basis of their requirement of new primary schools. Secretary, EE&L also enquired whether they are following any State norms or whether they are following any other norms, such as having a primary school within 1 km. of a habitation with population of 300/200 and an upper primary school within 3 km. of a habitation with population of 500. Shri Lallura, Director, Primary Education stated that they have prepared the plans based on household survey and village/habitation survey. They do not have any State policy on opening of new schools. Normally, the community opens a school based on local demand, which is then taken over by the State after some years. The State has isolated hamlets with very long distances to be covered by the children. Accordingly, they have proposed opening of new primary schools wherever there are 15 to 20 children in the habitations. However, a perusal of the plans of Champhai district revealed that one of the schools proposed had only 10 school-going children.

1.5 Secretary (EE & L) also asked the State Govt. officials to state whether the district plans have specially targeted the educationally backward areas dominated by Paithe, Hmar, Reangs, Chakmas, Lai and Mara tribes. Secretary (Education) Mizoram replied that the plans have been made based on household survey and the entire State has been covered without excluding any of the areas. In the process the areas inhabited by these tribes are also covered. Further, there are separate autonomous councils for the Lai, Chakmas and

Hmar tribes, who are responsible for education in their areas and who are actively involved in the implementation of SSA.

1.6 After discussion on the proposals made by the State Government and the recommendations of the Appraisal Team thereon, the following decisions were taken by the Board:

- i) It was seen that the State Govt. did not have any norms of its own for opening of new schools. Schools were being opened by the community, based on the local demand, and after some years they are taken over by the State. The national norms also cannot be applied directly in the State seeing its peculiar nature where there are large numbers of scattered habitations far from each other and with limited population in each habitation. The district plans made by the State gave details of school-less habitations, without reference to distance from the nearest schools. As per the State officials themselves, the habitations for which schools have been proposed had population of 15-20 in the school-going age, while one of the plans for which test check was done revealed that the no. of such children was only 10. So it was decided that no new schools or new teachers be sanctioned this year. A team would be sent by Government of India, which would suggest a draft policy on opening of new schools for the State to adopt. New schools would be considered for approval only after such a policy is made by the State.
- ii) School grant for 1774 schools and teachers grant for 8818 teachers be sanctioned as per the norms of SSA.
- iii) Teacher training may be sanctioned for 10 days only for 8818 teachers
- iv) Rs 20.49 lakhs was sanctioned, as per the proposal, as Research, Supervision, Monitoring & Evaluation grant which is less than the entitlement of Rs 24.836 lakhs at the rate of Rs 1400/- per school for 8818 schools.
- v) It was noted that the sub-district educational administrative structure in the State was not at the community development block level, but at the level of circle, which is slightly smaller than the CD block. The State officials stated that it was essential to have the BRCs at the circle level for reasons of administrative convenience and

to ensure proper monitoring and accountability. The members of the PAB deliberated on the issue at great length. It was recognized that it would be neither feasible nor practical to ask the State to restructure their educational administrative set-up so as to make the Block as the unit of educational administration. The present structure has been existing from the very beginning and any change at this stage would not only be difficult but would also disrupt the entire structure. It was also noted that in the DPEP programme, in which the concept of BRC originated, circle or educational blocks were taken into consideration for opening of BRCs in States where the administrative unit was different from the community development blocks. Thus, the PAB felt that for this purpose the alternate educational administrative unit such as circle or educational block should be treated as 'Block' under SSA. However, since there appeared to be some ambiguity in the SSA guidelines in which the word 'Block' has not been clearly defined, it was felt that this point needed to be clarified first. Therefore, it was decided that, while the State should have 36 BRCs with one BRC in each circle, only 23 BRCs, may be sanctioned this year, at the rate of one per community development Block, to be opened by the State in 23 circles only. The balance 13 BRCs would be considered in the next year's plan after receipt of necessary clarification. Accordingly, furniture grant and contingency grant for 23 BRCs and 164 CRCs was approved as per norms. 230 persons were also allowed for 23 BRCs and CRCs as per the norms of 10 persons per BRC for Blocks having less than 100 schools.

- vi) In the BRC and CRC, the State would appoint senior teachers by transferring them to these centres from the schools where there are already serving. The resultant vacancy in these schools would be filled up by trained primary teacher. If enough trained teachers are not available, the State may appoint untrained teachers also to fill up the vacancies, subject to NCTE guidelines. The gross salary for untrained primary teachers in the State being Rs 6240/- per month, the total requirement of funds under SSA for provision of Resource Centre Personnel would be calculated not at the rate of the salary of the BRC/CRC personnel but at the rate of Rs 6240/- per month for two months. The State can ask for a higher amount later to the extent to which it is able to fill up the resultant vacancies by trained primary teachers or

untrained graduate teachers, who have higher emoluments. Accordingly, the requirement of funds would reduce from that projected in the appraisal note. The civil works and management cost would also need reduction to ensure that the ceiling limits are not violated.

- vii) Training of 6488 community leaders in 811 villages was approved for 2 days as per SSA norms.
- viii) Assistance for 1443 physically and mentally challenged children was approved as per norms.
- ix) Innovative projects were approved for girls education, SC/ST education, ECCE and computer education for Rs 268.175 lakhs as per the State's proposal, which is less than the entitlement of Rs 400 lakhs for the eight districts at the rate of Rs 50 lakhs per district.
- x) As far as civil works are concerned, sanction was given for 3 BRCs, 11 CRCs, 230 drinking water facilities, 327 toilets, 16 buildings for buildingless primary schools, 4 buildings for buildingless upper primary schools and repairs of 1275 schools for a total amount of Rs 232.80 lakhs.
- xi) Management cost sanctioned was Rs 47.971 lakhs, which amounts to 4.71% of the total cost.
- xii) As far as textbooks are concerned, it was ascertained that ST population in the State is 94%. Further, the State has been giving till 1999-2000 free textbooks to 10000 very poor children. To take care of these factors, free textbooks were sanctioned only for 90% enrolment. However, the State was to ensure that all children who are eligible get free textbooks by supplementing the resources for this purpose from the State Budget.
- xiii) Based on the above decisions, the total outlay approved by the Board was as follows:

(Rs lakhs)

	District	Total outlay	Civil Works	% of civil works to Tot. Cost	Management cost	% of management cost to total cost
1	Aizwal	209.45	29.05	13.87	1.50	0.72
2	Champhai	102.27	13.30	13.00	6.00	5.87
3	Kolasib	86.02	28.30	32.90	4.40	5.12
4	Lawngtlai	139.32	45.95	32.98	7.85	5.63
5	Lunglei	178.32	49.50	27.76	7.72	4.33
6	Mamit	103.17	26.70	25.88	2.00	1.94
7	Saiha	84.25	9.60	11.39	5.05	5.99
8	Serchhip	103.23	30.40	29.45	5.79	5.61
9	State Component	11.76	0.00	0.00	7.66	-
	Total	1017.79	232.80	22.87	47.97	4.71

xiv) State Government should satisfy the following as far as spending the money under SSA is concerned:

- (a) The first instalment would be sanctioned only after the State Government releases the pre-project funds to the State Implementation Society. The SIS should use the money to carry out the preparatory activities and have the perspective plan ready by April 2002.
- (b) The State Government should give a written commitment for meeting its share of the SSA outlay.
- (c) The State Government should release the above money to the State Implementation Society within one month of the receipt of money in its account.
- (d) First instalment of the State share should also be released to the Society within one month of the release of Central share to the State Government.
- (e) At least 50% of the teachers recruited should be female.

- (f) VECs or equivalent bodies should be constituted and accounts opened to incur expenditure under teachers grant, civil works, maintenance grants, school grants and other such expenditure which has to be incurred only through these bodies as per SSA norms.
- (g) The State Government will maintain their level of investment in elementary education as in 1999-2000 and give the details of this to GOI before the release of second instalment. The contribution as State share for SSA will be over and above this investment.
- (h) The second instalment would only be released after the previous instalment of Central Government and State share has been transferred to the State Implementation Society and substantial progress has been made in expenditure as far as money already released is concerned.

Item No. 2: Consideration of Plans from Assam

2.1 The Mission Director & Commissioner and Secretary, Education, Government of Assam made a brief presentation on the plans received for 14 districts of Assam. The highlights of the presentation are as follows: -

- There are 23 districts in the State of which 9 are covered under DPEP and 14 are proposed to be covered under SSA. No household survey has been done and the plans have been prepared based on secondary data.
- The State has a literacy rate of 64.26%, which is only slightly below the national average. But three districts, namely, Hailakandi (59.84%), Nagaon (62.28%) and Tinsukia (63.28%), of the 14 districts proposed to be covered, have literacy rate lower than the national average for both male and female.
- Some of the specific pockets, for example, small isolated habitations in which whole family migrate, areas where displacement takes place due to floods, minority concentration areas, tea garden areas (child labour prone), reserve forest encroachments, etc. have high illiteracy and need special attention/intervention

- Besides Government primary and upper primary schools, the State has a concept of venture schools, which are opened by the community. There are 4758 primary and 2381 Upper Primary venture schools in these districts. However, these schools are not recognized by the State Government.
- The State has a very large number of untrained teachers. At upper primary level the percentage of untrained teachers is 76.2% and at primary 34.4%.
- The GER in the State for primary level is 106.7% and for upper primary it is 80.92%. The GER at primary level is highest in Lakhimpur at 130.64% and it is lowest in Tinsukia district at 76.34%. At upper primary level the highest GER is 128.47 % in Dhemaji and the lowest is in Tinsukia at 51.19%.
- The percentage of drop-out at primary level is 60%. There is no clear picture of out of school children in the State, although, NSSO 52nd round indicates the attendance ratio of 72% for children in the age group 6-9 years and 79% for 9-14 years.
- The State follows the norm of 1.5 km. distance and population of 300 for opening a primary school and 3 km. and population of 500 for upper primary school.
- The State Government has initiated a number of steps for mobilisation and involvement of community and created a Village Education Register to monitor enrolment of children in schools. Elected members of the PRIs have been orientated and Panchayat and school committees are being used to generate awareness among the community for education of their wards.
- There have been Departmental and Institutional convergence by designating the Director, SCERT and the Director of Education as Associate Mission Directors. The Mission Director is also Secretary, Education in the State. They also propose to open four regional Mission Offices as a subordinate formation of the SSA Mission.
- SCERT is being given a greater role for primary and upper primary schools and their help is also being obtained for quality improvement and also to address the problem of untrained teachers. They also propose to explore the possibility of

implementing IGNOU supported Teacher Diploma Courses to tackle the problem of huge number of untrained teachers in the State.

- The State has taken a policy decision not open new schools and not to appoint new teachers for the present. The Secretary, EE&L suggested that the State Government could use the EGS & AIE scheme to target unserved habitations.
- This being the transition phase for the DPEP-I districts, the State would require some additional funds for such districts to continue their activities during 2002-2003 and so the proposed amount of DPEP I savings to be used in non-DPEP districts would be required in the DPEP districts itself, to sustain activities in these districts till SSA is launched systematically. Since he was sending a proposal regarding this, he requested that this amount may not be deducted from SSA requirements this year.
- The State Government was unable to meet the commitment of 25% of the State share from the coming year and the Chief Minister had already taken up this matter with the Planning, Finance and HRD to change the pattern of financing under the Scheme to 90% and 10% for GOI and State respectively. The Chief Minister has also suggested that the funds should go directly to the Mission/SSA Society instead of being routed through State Government.

2.2 After discussion on the proposals made by the State Government and the recommendations of the Appraisal Team thereon, the following decisions were taken by the Board:

- i) School grant for 27091 schools and teachers grant for 100990 teachers be sanctioned as per the norms of SSA.
- ii) While teacher training may be sanctioned for 12 days only for 68599 primary and upper primary teachers as suggested in the appraisal note, 30 days training for untrained teachers and in-service training may be given to only a reduced number of 12000 teachers. Similarly two days training on MIS to HT & CRC may be given to only 12000 teachers.

- iii) Research, Supervision, Monitoring & Evaluation grant may be sanctioned for 27091 schools at the rate of Rs 1400/- per school, to be distributed between the district level and the State level.
- iv) In the BRC and CRC, the State would appoint senior teachers by transferring them to these centres from the schools where there are already serving. However, it was made clear that no deputation allowance be paid to them. The resultant vacancy in these schools would be filled up by trained teachers. The gross salary for primary teachers in the State is Rs 5750/- per month and that for a matric/HS qualification is Rs 6000/- per month, the resultant vacancies falling equally in the two groups. Thus the total requirement of funds under SSA for provision of Resource Centre Personnel would be calculated not at the rate of the salary of the BRC/CRC personnel but at the rate of Rs 5875/- per month (average of Rs 5750/- and Rs 6000/-, vacancies falling equally in the two categories) for two months. Also, approval was given only for 1753 personnel as indicated in the original plans and the appraisal note, even though the total requirement of personnel in the revised plans (as presented in the meeting) was indicated as 2070.
- v) Furniture grant and contingency grant for 110 BRCs and 1643 were approved as per norms.
- vi) Training of 200640 community leaders in 25080 villages was approved for 2 days as per SSA norms.
- vii) Assistance for 9183 physically and mentally challenged children was approved as per norms.
- viii) Innovative projects were approved for girls education, SC/ST education and ECCE for an amount of Rs 490.17 lakhs which is less than the entitlement of Rs 700 lakhs for the 14 districts at the rate of Rs 50 lakhs per district. Some of the items suggested by the State such as strengthening of EE at district/block level, strengthening of normal schools and training of engineers and VEC members were not approved since they were not innovative activities.
- ix) As far as civil works is concerned sanction was given for 104 additional classrooms, 356 school buildings for buildingless schools, 4 resource centres in urban blocks and maintenance & repair of 27091 schools. The request of the State

to take up major repairs in 1771 schools at the rate of Rs 30,000/- was not approved because this is not permitted under SSA. The total amount allocated for civil works was Rs 2397.75 lakhs, which is 32.87% of total plan outlay.

- x) Rs 429.28 lakhs was allocated as Management cost, which is 5.89 % of total plan outlay.
- xi) Text books was allowed for 17,79,241 children at the average rate of Rs 49/- per child.
- xii) Based on the above decisions, the total outlay approved by the Board was as follows:

(Rs lakhs)

	District	Total outlay	Civil Works	% of civil works to Total Cost	Manage-ment cost	% of manage-ment cost to total cost
1	Cachar	574.72	189.60	32.99020	34.08	5.92994
2	Dhemaji	345.98	113.70	32.86317	20.58	5.94832
3	Dibrugarh	460.51	151.80	32.96345	27.63	5.99987
4	Golaghat	398.49	129.95	32.61086	23.83	5.98020
5	Hailakandi	347.19	113.90	32.80655	20.83	5.99975
6	Jorhat	552.20	181.75	32.91380	33.08	5.99058
7	Kamrup	869.11	286.25	32.93590	49.93	5.74498
8	Karimganj	439.84	144.70	32.89866	25.83	5.87272
9	North Cachar Hills	320.95	105.50	32.87151	19.24	5.99487
10	North Lakhimpur	546.93	179.45	32.81014	32.58	5.95690
11	Sivasagar	713.66	233.80	32.76070	38.98	5.46198
12	Tinsukia	360.38	118.25	32.81283	21.58	5.98826
13	Nagaon	834.02	274.60	32.92469	49.83	5.97468
14	Nalbari	530.24	174.50	32.90950	31.58	5.95583
	Total	7294.21	2397.75	32.87195	429.58	5.88937

xiii) State Government should satisfy the following as far as spending the money under SSA is concerned:

- (a) The first instalment would be sanctioned only after the State Government releases the pre-project funds to the State Implementation Society. The SIS should use the money to carry out the preparatory activities and have the perspective plan ready by April 2002.
- (b) The State Government should give a written commitment for meeting its share of the SSA outlay.
- (c) The State Government should release the above money to the State Implementation Society within one month of the receipt of money in its account.
- (d) First instalment of the State share should also be released to the Society within one month of the release of central share to the State Government.
- (e) At least 50% of the teachers recruited should be female.
- (f) VECs or equivalent bodies should be constituted and accounts opened to incur expenditure under teachers grant, civil works, maintenance grants, school grants and other such expenditure which has to be incurred only through these bodies as per SSA norms.
- (g) The State Government will maintain their level of investment in elementary education as in 1999-2000 and give the details of this to GOI before the release of second instalment. The contribution as State share for SSA will be over and above this investment.
- (h) The second instalment would only be released after the previous instalment of Central Government and State share has been transferred to the State Implementation Society and substantial progress has been made in expenditure as far as money already released is concerned.

3. The meeting concluded with vote of thanks to the Chair.

**LIST OF PARTICIPANTS OF THE NINTH MEETING OF THE PROJECT
APPROVAL BOARD ON SARVA SHIKSHA ABHIYAN
HELD ON 15TH JANUARY, 2002 at 3.30 P.M.**

1. Shri S.K. Tripathi, Secretary, EE & L, In the Chair
2. Shri Sumit Bose, Joint Secretary, MHRD
3. Shri Jagan Mathews, Joint Secretary, MHRD
4. Shri V.K. Pipersenia, FA, MHRD
5. Shri C. Balakrishnan, JS(Plg.), MHRD
6. Ms. Renu Sobti, SRO, Plg. Commission (representative of Principal Adviser (Edu), Planning Commission).
7. Dr. Meena Gautam, Deputy Secretary, NCTE (representative of Chairperson, NCTE).
8. Ms. Vasudha Gupta, Dy. Secretary, DWCD (representative of Secretary, WCD).
9. Dr. K.K. Vashishtha, Prof. & Head, Dept. of Elementary Education (Representative of Director, NCERT).

IN ATTENDANCE

1. Shri Lalmalsowma Secretary, (Education), Govt. of Mizoram.
2. Shri F. Lallura, Director, School Education, Mizoram.
3. Shri Dhir Jhingran, Mission Director, EE & Comm & Secretary, Education, Govt. of Assam.
4. Shri A.R. Barbhuiya, State Programme Officer, DPEP, Assam.
5. Shri Sudesh Mukhopadhyaya, NIEPA.
6. Shri A.C. Mehta, NIEPA
7. Shri R.S. Tyagi, NIEPA.
8. Sr. S.C. Chauhan, NIEPA.
9. Dr. K.M. Gupta, NCERT,
10. Mrs. Kanan Sadhu, NCERT
11. Shri S.C. Gujaria, Ed. CIL.
12. Shri V. Venkataramana, TSG.
13. Shri Praveen Kumar, Director, MHRD
14. Shri O.P. Chaturvedi, US, MHRD.