CHAPTER VII
CONCLUSIONS AND SUGGESTIONS

This exhaustive study has been undertaken in 24 selected education blocks of the State to study the organizational structure under Sarva Shiksha Abhiyan through feedback, interaction, opinions and interviews of total 2728 respondents. The respondents included the State Project Directors, State Project Office faculty, District Project Coordinators-cum Dy. Directors of Elementary Education, District Project Officers-cum-Principals of District Institutes of Education, District Project Office faculty, Block Elementary Education Officers, Block and Cluster Resource Coordinators, teachers and the members of Village Education Committees / School Management Committees. The views collected have been critically analyzed and presented in this study. Chapter wise gist is underlined below:-

Chapter-I broadly covers the general scenario about the educational developments in the country and the State during the least 6-7 decades and the rationale for launching the flagship programmes like; District Primary Education Programme (DPEP), Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Abhiyan (RMSA) in general and this study in particular. There is also mention of general and specific objectives identified for the present study along with hypothesis, sample, sampling procedure, limitations of study, tools etc.

Chapter-II deals with the organizational structure which is particularly important in achieving the set goals and results for further decision making. Ideally, organizational structures should be shaped and implemented for the primary purpose of facilitating the achievement of organizational goals in an efficient manner. All sorts of different organizational structures have been proven effective in contributing to work success. Some institutions choose highly centralized and rigidly maintained structures, while others perhaps develop decentralized and loose arrangements. Both these organizational types can survive and even thrive. There had been a total decentralized approach in the tall organizational structure like Sarva Shiksha Abhiyan as envisaged in its framework. There is no one best way to design an
organization or type of structure. The type of work in which an organization is involved is also a factor in designing an effective organizational structure. Organizations operate in different environments with different human resource, strategies, constraints, and opportunities, each of which may influence the design of an ideal organizational structure.

**Chapter-III** is about personnel administration, better known as human resources management, is the coordination and regulation of employees in any organization like Sarva Shiksha Abhiyan. It involves organizing, recruiting, hiring, training, and assessing workers. With a good Human Resource team doing their jobs well, an organization will often be ultimately more efficient and competitive, generating additional revenue. A well-organized workforce translates to greater efficiency, productivity, and revenue. The first goal of personnel administration, therefore, is to organize all employees in such a way that allows them to cooperate and complete tasks in the best way possible. Personnel administration is also about as to how to select right people for right jobs and then put them at right places and finally keep them healthy and safe in their work environment.

**Chapter-IV** of this study is on planning, management of financial administration in different layers of the Sarva Shiksha Abhiyan structure. In this study efforts were made to analyze the planning and decision making processes, management of the manpower engaged, flow of finds, their utilization and frequency of conducting the audit at various levels of Sarva Shiksha Abhiyan hierarchy. Proper planning with principal reasons for starting any project / work / activity, clear / shared vision, goals, objectives, affordable strategies, activities to be undertaken and timeline is the first key step for setting up the road map for any organization. If it is done, the organization will require capable people with various skills to move follow the roadmap with certain set of processes, procedures and rules, and of course the finance as well to be spent of each planned activity in a transparent manner.

**Chapter-V** focuses on community participation, its role and involvement in planning and management of education at various levels of Sarva Shiksha Abhiyan organizational structure. The idea is to hammer the feeling of ownership among the masses at the local level for education of their
wards. The community as also envisaged in the Sarva Shiksha Abhiyan framework document has been entrusted to ensure better functioning of schools by way of extending cooperation and necessary support as and when needed. It has also been stressed in the framework that the community must ensure regular association with local educational institutions along with visits as it is not always feasible for district education administration personnel to reach each and every school and see the things happening in a right or wrong order. Some illustrative evidences of very good community participation in Himachal Pradesh have also been incorporated in this comprehensive study.

Chapter-VI is about monitoring and supervision of the entire Sarva Shiksha Abhiyan structure established in the State. Monitoring and supervision has been visualized as an important key for successful implementation and achievement of the objectives. The decentralized strategy of education under SSA has also predicted great importance to monitoring and its implementation at three levels; that is at Local, State and National level. Out of these three suggestive levels, community based monitoring has been considered and approved as the most powerful one in a huge democratic country like India because it is the public at the local level who can continuously watch the functioning of any institution of any sector. This study has also highlighted the importance of community in planning for education of children and making a knowledge society for future generations.

Through this study, following findings have been extracted:-

**FINDINGS**

**Findings on the Organizational Structure**

- **Frequent shifting of State Project Directors:** The important information extracted from the record that during nine years of Sarva Shiksha Abhiyan (SSA) implementation in Himachal Pradesh, the State project Directors have been changed by the Government fifteen times which drastically affected the implementation of “Universalisation of Elementary Education” in the sense that the vision of one officer or the other could not be pushed forward and seen implemented in each school, each child and in each classroom in a proper way. This bad
practice really lost the essence of educational opportunity extended to the State for improving education quality in government schools.

- **No vacant posts of accounts personnel at the State Project Office:** Table-2.3 reveals that during nine years journey of Sarva Shiksha Abhiyan (SSA) implementation, there had been no vacant posts in the accounts section of the State Project Office and resulted in good monitoring and supervision of the financial progress of the districts and hence speedy utilization of resources allocated to the State Implementation Society (SIS) by the centre and the State especially after 2005-06.

- **Vacant posts of Legal Assistant, Junior Assistant, Stenotypist, Stenographer:** Four vacant posts at Sl. No. 3 to 6 in table 2.4 have been affecting the working and timely disposal of the official matters since the start of Sarva Shiksha Abhiyan (SSA) especially while dealing with legal matters. The proposals to fill up the vacant posts were placed before the State’s Executive Committee (EC) in series of meetings but not approved. However to ensure smooth functioning of the office, internal arrangements have been made time to time by the State Project Directors within the available human resource.

- **Management Information System (MIS):** This section was established at the State and District Project Offices as per District Primary Education Programme and Sarva Shiksha Abhiyan (SSA) guidelines of the Government of India in late nineties with the objective to create data base for better planning, management, implementation, monitoring and supervision of education in general and implementation of District Primary Education Programme as well as Sarva Shiksha Abhiyan (SSA). Unfortunately till this time, this information system being used by the entire Education Department as well as other stakeholders and media, has still not been institutionalized with concrete policy decision to make it the centre of all requisite information about the school education sector.

- **Non-availability of technical personnel:** It has been found from the office record that over years together, different works sanctioned by the
Government of India for the State under Sarva Shiksha Abhiyan (SSA) could not be properly reconciled. This might have happened perhaps due to non-availability of adequate number of technical personnel at the State as well as district level who could have ensured proper stock taking of the works taken up by different districts. The Project Approval Board (PAB) minutes of Sarva Shiksha Abhiyan (SSA) do also verify the above stated fact that the physical and financial status of different civil works has not been reconciled for years together.

- **Pedagogy Wing:** This section of the State Project Office (Sarva Shiksha Abhiyan) has really worked for addressing the quality issues of school education for years together, surprisingly since the establishment of two Education Directorates in the State, there had been no such pedagogy unit or wing or section at State Head Quarter neither at the level of the government nor at the Directorate level who could ponder for bringing in systemic changes or replicating the suggestive Sarva Shiksha Abhiyan (SSA) innovations in the existing education set up and to keep pace with the ongoing educational developments in the new global order.

- **No role of the State Project Office in policy formulation:** The evidence collected through interaction, feedback and record shows that the State Project Office (Sarva Shiksha Abhiyan and Rashtriya Madhyamik Shiksha Abhiyan) being the implementing agency of Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan flagship programmes across the State and even contributing maximum in mobilizing / preparing people, developing teachers/ representatives of teacher bodies, supporting schools, supporting government etc. for active participation in the above two world’s largest national education movements, State Project Office has no say in the formulation of education policies in larger interest of the children. This is probably due to the fact that the State Project Office has been visualized and understood as a different and separate entity by the right or wrong people who did not even try to study the compelling reasons for introducing District Primary Education Programme / Sarva
Shiksha Abhiyan (SSA) / RMSA) and now RUSA opportunities for a poor country like India. The entire job of quality school education has been entrusted by the education authorities to the small pedagogy team of the State Project Office as if the whole responsibility of improving school education lies with the group of 5-10 teaching faculty of the State Project Office which is a negligible fraction of the total school teachers working in the whole education department.

**Dysfunctional State Institute of Educational Management and Training:** There are evidences that the State Institute of Educational Management and Training (SIEMAT) faculty like pedagogy wing of the State Project Office has also made significant contributions in the areas of planning and management of school education for more than a decade, institutional planning, conducting micro-studies on various education related activities, capacity building of Principals / Headmasters / Block Elementary education Officers / Centre Head Teachers, dealing with children outside the formal range of school education and preparing for them age appropriate bridge courses, organizing School Leadership Development Programmes for designated school heads and senior teachers (Middle school leaders) etc. This state level institute which was to be developed as the premier institute for developing the capacities of educational administrators and policy makers was neither given the proper thought at the level of administration nor by the State politicians to improve the prevailing systemic practices in the implementation of education through joint partnerships between the Centre and State Government. Unfortunately, it has been found from the official record that recently the same institute which was primarily established for the professional development of teachers and school heads in the State Education Department has now been handed over to some other agency which is a serious matter of concern not only for the controlling officers of Sarva Shiksha Abhiyan but also for the education department authorities. If such remains the attitude of the concerned bureaucrats and politicians as a joint venture and commitment for education, then the society can never expect peaceful
and prosperous future of their children in the tough years to come till the end this universe.

- **Vacancies in 24 selected educational blocks:** The study was conducted in 24 selected educational blocks. 2 to 8 percent variation has been noticed in the vacancy position of Block Resource Centre Coordinators between the period 2005-06 to 2012-13. These vacancies existed due to administrative reasons like re-patriation, promotions etc. as verified from the office record. Between 2009 to 2011, out of the selected sample, 25 percent posts of Block Resource Centre Coordinators were found vacant which resulted in badly affecting the progress envisaged in the planned activities.

- **Decentralized approach to education not followed seriously:** The innovation of establishing Block and Cluster Resource Centres for decentralized planning and management of education as suggested under District Primary Education Programme and Sarva Shiksha Abhiyan has not been realized, understood and translated properly by the policy makers and hence no evidence was in any education policy document of the State for translating the innovation into reality.

- **Improper Sarva Shiksha Abhiyan organizational structure:** The persons at cutting edge level view the Sarva Shiksha Abhiyan organizational structure not in line with Government of India guidelines. Even all the State Project Directors also agreed that the organizational structural design in the State has partially followed the guidelines of Government of India.

**Findings on personnel Administration**

- **Inadequacy of staff engaged in the Sarva Shiksha Abhiyan structure:** 50 percent, 30 percent and 20 percent of the total respondents respectively expressed total inadequacy, partial adequacy and adequacy about the existing Sarva Shiksha Abhiyan structure.

- **Gap in the appointment of support staff:** Large gap in the availability of support staff between State / District and block level indicates that much attention seems to have been paid to strengthen the State and
district level institutions only which appears to be against the spirit of equally strengthening all the layers of Sarva Shiksha Abhiyan hierarchy. It has been reported by the block level respondents that the very less availability of support staff manpower has resulted in poor maintenance of records and irregular monitoring of all block level Sarva Shiksha Abhiyan interventions.

- **No proper mechanism for the selection of different personnel at various levels:** 78 percent of the total respondents reported that there is no proper selection and posting mechanism at various levels of Sarva Shiksha Abhiyan structure.

- **Effectiveness of different personnel engaged at various levels of Sarva Shiksha Abhiyan structure:** Balanced opinions about the effectiveness of officials were found from all those questioned from State to block level.

- **Non-availability of manpower at different levels of Sarva Shiksha Abhiyan hierarchy:** 78 percent stakeholders questioned and interviewed from top to block level have shown discontentment about the availability of manpower for effective implementation of Sarva Shiksha Abhiyan.

- **Lack of coordination among the staff posted at different levels of Sarva Shiksha Abhiyan structure:** Out of total 176 respondents from State to block, 130 i.e. 74 percent expressed the feeling of disappointment regarding coordination among different functionaries at various levels. The information collected on this dimension of the personnel administration further reveals that people are more bosses than leaders at various levels of Sarva Shiksha Abhiyan hierarchy. There also seems to be the inability on the part of officers and wing in-charges to manage people and motivate them to work in teams with shared purpose and respect for everyone.

- **Unhealthy work culture at each management level of Sarva Shiksha Abhiyan:** 74 percent of the total 176 responders said that there is hardly any feeling among the entire manpower from State to block to cooperate and support each other. Only 26 percent were of the
opinion that people really help each other whenever needed. In totality there is large gap in the feedback between positive and negative responses of all the people interviewed and questioned from top to block level which seems to be due to prevailing reluctant attitude towards working together.

- **Inadequate physical facilities at each management level of Sarva Shiksha Abhiyan**: Analysis of Information collected from 176 officials' shows that there are 25 percent, 31 percent and 44 percent number of respondents respectively saying that physical facilities are adequate, partially adequate and totally inadequate from top to block level. Largely said that physically facilities are totally inadequate.

- **Unhealthy environment at each management level of Sarva Shiksha Abhiyan**: Maximum people expressed the opinion of having partially conducive environment prevailing in the existing institutions at various levels under Sarva Shiksha Abhiyan from State to block.

- **Inadequate training of Sarva Shiksha Abhiyan manpower**: Out of total 2728 respondents from State to school level, majority of the officers, officials, teachers and School Management Committee members were found oriented yearly and equal proportion of these stakeholders were trained only once and never.

- **Inadequate duration of training of Sarva Shiksha Abhiyan human resource**: 66 percent of the total respondents from State to school level said that the content of trainings organized over a period of time had been adequate, 28 percent were of the view that it was partially adequate and very few reported it to be totally inadequate. 74 percent of the total responders from State to school said that duration of training is sufficient and remaining 26 percent conveyed that it is not sufficient. 77 percent respondents from State to school reported that the material provided during trainings organized at various levels for years together was not sufficient.

- **Frequency of meetings convened by the higher authorities at different levels of SSA structure**: Out of total 2728 respondents, only 3 percent and 18 percent respectively reported that the meetings...
convened by the higher authorities happen once and as per need. Majority of the respondents i.e. 79 percent said that such meetings take place at fixed intervals of time which has also been found true after verifying the facts from the official record at various levels. 72 percent officials from State to cluster level responded regularity in meetings at all levels of Sarva Shiksha Abhiyan hierarchy.

Findings on Planning, Management and Financial Administration

- **Existence of planning units at each management level of Sarva Shiksha Abhiyan:** 83 percent District Project Officers and District Project Office faculty (District coordinators) agreed for the existence of planning units at the district level. Block Elementary Education Officers (BEEOs) said that there do not exist any such units at the Block Elementary Education Officers (BEOO) level, however only 10 percent Block Resource Centres have planning units at the block level as reported by the Block Resource Centre Coordinators (BRCCs). The opinions of block level coordinators were supported by saying that there are also active Block Resource Groups participating in the planning process.

- **Participation in the planning process at each management level of Sarva Shiksha Abhiyan:** Out of total 2728 respondents, there had been only 7 percent active participation of various stakeholders in plan formulation process during the eleventh and twelfth five year plan period. After analyzing the feedback critically, it is observed that there might not have been proper understanding, coordination, communication and regular dialogue between various layers of hierarchy about Sarva Shiksha Abhiyan flagship programme and use of this important intervention for the development of human resource for future. Also little knowledge and less involvement of the respondents who being the main stakeholders in planning and implementation of Sarva Shiksha Abhiyan diverted the real focus and spread the wrong message virtually among all the masses. This reduced the extent of
ownership of the entire community in seizing this opportunity for improving quality elementary education in the State.

- **Existence of Management Information System**: 100 percent State level respondents said that there is adequate and proper management information system in place at the State Project Office. But at the district level, only 67 percent reported that there is information system in place but not sufficient to meet the requirements. 79 percent Block Resource Centre coordinators said that they do not have well equipped information system.

- **Use of District Information System of Education (DISE) data for planning at various levels of Sarva Shiksha Abhiyan hierarchy**: Maximum use of District Information System of Education (DISE) data for planning has been found at the State and district level and least use at the sub-district level i.e. from block to school level.

- **Total utilization of finance against the approved plan over years**: It is worth mentioning that over years, the State Project Office (Sarva Shiksha Abhiyan) has ensured 80 to 95 percent utilization of financial resources sanctioned by the central and the state government.

- **Late receipt of funds from the Government of India**: It has been found from the office record that in the entire journey of the Sarva Shiksha Abhiyan, the State Implementation Society (SIS) usually received the adhoc grant / first installment from the Government of India (GOI) between May and July every year. Late receipt of funds from the Government of India further delayed the receipt of the State’s matching share. This trend of the fund flow from the two quarters has also little affected the pace of expenditure over a period of time.

- **Knowledge about school level grants**: The State Project Directors, State Project Office Coordinators, District Project Officers and District Project Office faculty were fully aware about the school level grants and their use. 75 percent District Project Coordinators, 90 percent Block Resource Coordinators and 96 percent Village Education Committee/School Management Committee (Members) respectively were found to have knowledge about these grants. Surprisingly out of
960 teachers questioned, no one could respond about school level grants and provisions laid down for their use in the Sarva Shiksha Abhiyan framework. This plainly shows that how effectively these grants might have been used by the schools where these teachers had been posted at that point of time. Teachers had been the poorest respondents after Cluster Resource Centre (Cluster Resource Centre Coordinators) and Block Elementary Education Office (Block Elementary Education Officers). In toto, out of 2728 respondents, only 55 percent could show some knowledge and understanding about these school level grants.

- **Training of State, District, Block and Cluster level personnel for proper utilization of funds:** 89 percent of the total respondents said that no training was organized for ensuring proper utilization of funds under Sarva Shiksha Abhiyan. Also no trainings were planned for District, Block and School Management Committee personnel regarding proper use of funds at the school level.

- **Role of Sarva Shiksha Abhiyan Officers in utilization of Funds at different Levels:** Out of total 2728, proportionately equal number of respondents were of the opinion that there is active as well as suggestive role of various officers / coordinators posted at different levels. All teachers and Block Resource Centres reported that they have an active role in getting the funds utilized at the school level. Unfortunately 2 District Project Officers out of 12 (17 percent) and 240 School Management Committee members out of 1340 (18 percent) said that they hardly had any role in right use of funds at the school level.

- **Proper Accounts and Finance wings at various Levels of Sarva Shiksha Abhiyan Structure:** Proper accounts and finance wings do exist only at the State and District Project Offices as reported by the State Project Directors, different State Coordinators, District Project Coordinators and District Project Officers. Such units were not found to exist at all, below the Cluster Resource Centre level. 20 Block
Resource Coordinators (BRCs) out of 48 (42 percent) informed that there are accounts personnel available but no separate wings.

- **Accounts Personnel as Facilitators:** 71 percent respondents were of the opinion that accounts personnel at various levels do act as facilitators whereas 29 percent do not. The highest positive response has been recorded at the Block Education Officer level followed by State, District Project Coordinator and block level except the District Project Office wherein only 4 out of 12 i.e. 33 percent said that accounts personnel really act as facilitators.

- **Frequency of audit at various Levels of Sarva Shiksha Abhiyan Hierarchy:** 44 percent respondents said that there is regular audit of accounts. Frequency of conducting audit is very regular at the State Project Office, District Project Office and Block Resource Centre level. Lowest frequency of conducting audit has been found to exist at Cluster Resource Centre and school level. 56 percent of the total respondents told that the regular audit is not conducted by the competent authorities.

**Findings on Community Participation**

- **Incomplete Knowledge about the essence of Sarva Shiksha Abhiyan:** The major strategy under Sarva Shiksha Abhiyan is to plan for elementary education in a decentralized manner i.e. habitation as the unit of micro-planning for the education of every child. The central idea behind the above thinking / strategy was to hand over education to local bodies i.e. to give education in the hands of public at the local level with genuine autonomy to plan for schools without external interference. To verify this fact, while interacting with different officials from top to bottom, it was reported that this major strategy remained in the Sarva Shiksha Abhiyan framework only and could not be translated in its real sense on the ground. Neither the Village Education Committees nor the School Management Committees or the Panchayats or any local body were given the autonomy and authority to manage education on their own. Though these committees / bodies at the local level (school level) are in place but without any delegation
of power to take charge of education which is still being controlled from one central place. The entire spirit of the major Sarva Shiksha Abhiyan strategy as mandated in its framework had been found lost and not complied by the State government. Had it been so, huge wastage of resources could have been avoided and the schools would have been functioning and performing better like developed nations.

- **Awareness among the Sarva Shiksha Abhiyan Manpower about various provisions Laid down in the Sarva Shiksha Abhiyan Framework**: 89 percent of the total respondents reported positive that is they were aware about various provisions laid down in the Sarva Shiksha Abhiyan framework and had the knowledge of the role and involvement of the local community in implementing Sarva Shiksha Abhiyan at the school level. This is indicative of the fact that majority of the people working in the entire Sarva Shiksha Abhiyan ladder seemed properly oriented about Sarva Shiksha Abhiyan provisions.

- **Orientation of School Management Committee Members about the Awareness of Sarva Shiksha Abhiyan intervention through Activities**: 84 percent of the total respondents from State to School Management Committee level level reported positive that is they informed that the communities at different levels were made aware about Sarva Shiksha Abhiyan intervention in a pragmatic manner rather than simply telling people through lectures. Most of the efforts seem to have been made at various levels across the board with practical approach to spread the message of Sarva Shiksha Abhiyan programme.

- **Budget provision for Community Mobilization at various Levels of Sarva Shiksha Abhiyan Structure**: Regarding budget provision for community mobilization and media related activities, the two options of ‘yes’ and ‘no’ in the questionnaire were equally responded by total 2728 respondents. Hence no concrete finding could be extracted from the responses of the total officials interviewed and questioned.

- **Community Mobilization and Media Activities**: Respondents from State to school level informed that making wide publicity of different
schemes and programmes of the government and mobilizing community for the same is very important. They further briefed the investigator that these two tasks for any project are of great importance and need to taken to the last beneficiary. This is possible only if there are designated personnel in place at every level of the hierarchy and exclusively work for programmes like Sarva Shiksha Abhiyan and others. Out of total 2728 officials questioned and interviewed, 97 percent said that there are exclusively no personnel engaged at any level for complete dissemination of the schemes / programmes and perhaps that seems to the basic reason for little knowledge among the stakeholders about various initiatives of the government including Sarva Shiksha Abhiyan as well.

- **Mode of Media for Community Mobilization:** 93 percent of the total respondents informed that the main mode of communication in creating awareness among the community members had been the documentation. In various awareness programmes organized at different levels time to time during the period selected for the study, the community members were mostly provided the printed material in the form of brochures, booklets etc.

- **Support of Technical Staff:** Out of total 2728 respondents, more than 84 percent officials (Officers / Coordinators / Faculty) reported in positive i.e. they informed the investigator that the technical personnel were available and extended support as and when needed at every level of Sarva Shiksha Abhiyan hierarchy. Only 16 percent expressed dissatisfaction about the availability of technical support staff. Officials also reported that there has been significant improvement in the physical conditions of schools over years and nothing serious has been noticed in this regard.

**Findings on Monitoring and Supervision**

- **Monitoring Found as a Week Intervention:** Monitoring and supervision has been weakest intervention under Sarva Shiksha Abhiyan since its inception as reported by majority of the respondents selected for the study during interaction with them.
Organic linkage between the State Project office and the Monitoring Institution: It was also informed by the State and district level officers / coordinators that over years the monitoring institution identified for the State did not share the findings of the Sarva Shiksha Abhiyan monitoring reports with the State and District Project Offices which created the sense of alienation between the Sarva Shiksha Abhiyan Headquarter and the Monitoring Institution.

Non-availability of performance Tracking System: Only 10 percent respondents expressed satisfaction and 90 percent were of the view that there is no performance tracking system followed for the whole manpower engaged under Sarva Shiksha Abhiyan. It was also informed by the respondents there is a provision in the service rules to watch the performance of the officials through the Annual Confidential Reports (ACRs). When verified from the office record, some Annual Confidential Reports of the target group of respondents could be seen but not on regular basis.

Non-availability of Feedback Mechanism: 86 percent of the total respondents stated that no feedback mechanism exists under SSA. Only 14 percent agreed for the same. However, 75 percent District Project Coordinators, 83 percent Block Elementary Education Officers, 98 percent teachers, 97 percent School Management Committee/Village Education Committee members expressed the opinion that there does not exist any feedback mechanism under Sarva Shiksha Abhiyan while 83 percent District Project Officers, 67 percent District Project Coordinators and 79 percent Cluster Resource Coordinators informed that such mechanism exists and is used during the conduct of meetings, surveys, trainings, studies etc.

Findings of the monitoring reports not being translated: It has been found in the office record at various levels of Sarva Shiksha Abhiyan hierarchy that the State with active participation of the department of elementary education has conducted the monitoring exercise in sample schools every year. The results of which have been shared at length with State and district education functionaries time to
time. During interaction with the officers / Coordinators / Faculty, it was reported that after sharing the findings of various monitoring reports with the mainline department, the follow-up action is hardly initiated by the appropriate authorities at different levels to take corrective measures.

- **Impact of SSA on universal enrolment:** All the State Project Directors, 90 percent State Project Office Coordinators, 75 percent District Project Coordinators (DPCs) and District Project Officers (DPOs), 74 percent District Project Office faculty / Coordinators, 92 percent Block Elementary Education Officers (BEEOs), 96 percent Block Resource Coordinators (BRCs), 88 percent Cluster Resource Coordinators (CRCs) and 98 percent School Management Committee /Village Education Committee members and 96 percent teachers reported that Sarva Shiksha Abhiyan has supported the State in attaining universal enrollment. Deeper analysis further shows that more than 74 percent respondents at every level of SSA structure agreed and reported that SSA movement has significantly contributed and is still continuing to extend its support in bringing all 6-14 age group children to schools without any gender discrimination and exclusion. More negative responders have been noticed at the district level who say that SSA has not supported the State towards attaining universal enrolment. In totality, 95 percent people questioned have reported in positive and rest responded in negative.

- **Impact of SSA on Universal Retention:** Regarding impact of Sarva Shiksha Abhiyan on retention of children, out of 10 State Project Directors, 10 State Project Office Coordinators and 12 District Project Officers, 100 percent reported positive view. 97 percent District Project Office faculty, 83 percent Block Elementary Education Officers, 96 percent Block Resource Coordinators (BRCs), 84 percent Cluster Resource Coordinators (CRCs), 94 percent teachers and 99 percent School Management Committee members have given positive view about role of Sarva Shiksha Abhiyan in retention of children in the school system. Very few that is only 4 percent expressed negative view
and rest 96 percent agreed that the Sarva Shiksha Abhiyan has helped in retaining children in schools till completion of elementary schooling. Further analysis shows that more than 75 percent at every level of Sarva Shiksha Abhiyan structure agreed and reported that SSA movement has really contributed to help every child remain in the school system and complete the desired cycle of education. More negative responders have been found at the district, block and cluster level who conveyed that SSA has not supported the State in retaining children in the school system.

- **Impact of SSA in attaining the set Objectives:** It is important to mention here that all 10 State Project Directors, 10 State Project Office Coordinators and 12 District Project Officers, informed that there had been a significant impact of Sarva Shiksha Abhiyan in achieving set objectives especially the universal educational coverage. But during the interview they were of the view that there is a partial impact on quality education and Coordinators at State Project Office level also reported the same. On an average 92 percent respondents at the block, cluster and school level taken together gave positive feedback and rest possessed negative view about the impact of SSA interventions in achieving its objectives. Majority of those who were questioned or interviewed informed that various SSA sub-interventions have significantly helped the State to achieve the set objectives i.e. Universal enrolment, retention and completion of elementary schooling (more than 99 percent; hence negligible drop out) at primary and upper primary level, no child outside the formal school system (less than 0.5 percent out of school children being covered through age appropriate education in special training centres), and satisfactory quality elementary education (children have picked up pace in their learning abilities in the initial grades).

Taking into consideration the above findings, following suggestions are given for effective functioning of Sarva Shiksha Abhiyan
SUGGESTIONS

- People posted / engaged especially in the organizations / institutions which are implementing time bound projects like Sarva Shiksha Abhiyan and others, should not be frequently shifted as it severely affects the functioning the entire organizational structure. The frequent shifting of officials from one organization to the other results in reducing the growth of two organizations together. Mutual understanding, trust, respect and culture of working together also gets lost due to this bad prevailing practice. In fact some concrete and transparent policy decision in this regard is expected from the policy makers in consultation with various democratic organizations working for the development of human resource.

- Existence of vacancies in institutions is another matter of concern for policy and decision makers. It has been experienced through this study that against the existing vacancies, other persons as substitutes have been found working. Vacant post is, of a person with different expertise and the one engaged against that vacant post is of different capability. This practice being practiced in the institutions has reduced their quality of work as well as the performance of the organizations.

- To have a well established management information system is very crucial for every organization. But more important than this is that if such a system has been put in place by the government, it essentially requires its notification with requisite equipment, authority, human resource, technological support etc. so as to make it properly institutionalized.

- To improve the existing infrastructural development at every level of the organizational structure, availability of technical persons is very important. The non-availability of such people has affected the reconciliation process of civil works over yeas under Sarva Shiksha Abhiyan as has been pointed out by various audits also. It is, therefore, suggested that to avoid such typical situations appropriate arrangements may be made in future by the concerned authorities.
Under the present practice, the Department of Elementary Education has been executing construction work of infrastructural development in schools through agencies like; Himachal Pradesh Public Works Department (HPPWD), Block, Gram / Nagar Panchayat etc. State Project Office (Sarva Shiksha Abhiyan / Rashtriya Madhyamik Abhiyan) has engaged one Junior Engineer at each Community Development block for looking after various construction works sanctioned under Sarva Shiksha Abhiyan / Rashtriya Madhyamik Abhiyan. Now since the infrastructural gaps in elementary schools have been minimized, consequently the workload of these Junior Engineers has also been reduced significantly. These Junior Engineers are being paid from Sarva Shiksha Abhiyan plan and are an important technical resource support for the education department. It would, therefore, be better if their services are used for execution of all civil works sanctioned under Department of Elementary Education, Sarva Shiksha Abhiyan or RMSA in a collaborative manner.

It is also suggested that one Common Engineering Cell (CEC) at the Sarva Shiksha Abhiyan / Rashtriya Madhyamik Abhiyan –Department of Elementary Education level be set up which will look after and monitor all civil works sanctioned under various heads by the State and central government. It will reduce the non-academic work of district level functionaries of Education Department so that they can more focus on academic work.

The another concern is about establishing Pedagogy Units / Cells / Departments separately in the Directorates of Elementary or Higher Education or Directorate of Sarva Shiksha Abhiyan comprising educationists only so that they could ponder for bringing in systemic changes or replicating the suggestive Sarva Shiksha Abhiyan (Sarva Shiksha Abhiyan) innovations in the existing education set up and to keep pace with the ongoing educational developments in the new global order.

The State Project Office (Sarva Shiksha Abhiyan) despite contributing maximum in mobilizing / preparing people, developing teachers/ representatives of teacher bodies, supporting schools, supporting government etc. for active participation in the world’s largest national
education movement Sarva Shiksha Abhiyan, State Project Office has no say in the formulation of education policies in larger interest of the children. This is probably due to the fact that the State Project Office has been visualized and understood as a different and separate entity by the right or wrong people who did not even try to study the compelling reasons for introducing District Primary Education Programme / Sarva Shiksha Abhiyan (SSA) and opportunities for a poor country like India.

• State Project Office (Sarva Shiksha Abhiyan) needs to be considered an integral part of the education department for taking various policy decisions.

• State Institute of Educational Management and Training (SIEMAT) in line with the National Institute of Educational Planning and Administration (now National University of Educational Planning and Administration) established under District Primary Education Programme under one time grant of Rs. 3 crore in the premises of District Institute of Education and Training (Shamlaghat) must be institutionalized with proper authority, autonomy, experienced faculty, equipment, technology and other necessary support.

• The innovation of establishing Block and Cluster Resource Centres for decentralized planning and management of education as suggested under District Primary Education Programme and Sarva Shiksha Abhiyan must be realized, understood and translated into reality by the policy makers.

• It has been noticed that rather than making whole time arrangements for engaging people in implementing Sarva Shiksha Abhiyan through districts, blocks, clusters and schools, the State has mostly made ex-officio arrangements. This arrangement has resulted in developing the sense of reluctant attitude towards working for common goals of the flagship programme. It is suggested that right people for right job needs to be selected through rigorous criteria for successful implementation of the programme.
• It has also been noticed that the officers / coordinators deputed under Sarva Shiksha Abhiyan are more bosses than leaders at various levels of Sarva Shiksha Abhiyan hierarchy.

• There also seems to be the inability on the part of officers and wing in-charges to manage people and motivate them to work in teams with shared purpose and respect for everyone. These leaders need to be motivated through special training / orientation programmes so that they could improve coordination, mutual relationships, develop healthy culture of working together in the organizations / institutions where they work.

• It has been found through this study that the officers at different levels of Sarva Shiksha Abhiyan structure do not have the potential and capacities to undertake various activities in an appropriate manner. It will be in the interest of the institution which they serve if their capacities are built through a special induction training programme.

• At present there is no system of accountability at any level of Sarva Shiksha Abhiyan. There is need to put in place objective and transparent system of evaluating the progress of every one engaged both at the academic and professional development front. Posting, career progression of the employees should be linked to their academic performance and continuous professional development. System of providing on-site and on-line academic support to teaching and non-teaching personnel should be set-up and institutionalized.

• Making the parents and community participate in the affairs of the school development, it is desirable that the performance of the school is shared with all stakeholders for their viewing and feedback. This exercise can make School Management Committees more active in academic and non-academic affairs of the school and they can play the role of catalysts for positive change. Sharing this performance through web-portal can not only generate completion amongst schools but also bring a sense of responsibility and accountability.

• Research and development are important for growth and progress of any system. Universities, State Council of Educational Research and
Training and District Institutes of Education and Training (DIETS) should be entrusted with the task of undertaking broad based research on various aspects of school education and development. Similarly District Institute of Education and Training, Block Resource Centres and Cluster Resource Centres should also undertake take micro research activities to improve teaching learning process and better management and administration of school affairs. These research reports should be put in public domain and results disseminated widely for application by stakeholders.

- There is adequate staff in all the District Institute of Education and Training except Kinnaur and Lahaul-Spiti. District Institute of Education and Training faculty does not have much workload of teaching Junior Basic Teachers classes because each lecturer on an average has to take 5-7 periods in a week. Only 8 faculty members are being involved in Pre-Service training. As District Institute of Education and Training faculty have sufficient time for other activities to perform, it would be in the larger interest of the children to use their expertise in monitoring and mentoring of primary schools to be assigned to each faculty as a target in equal proportion. This job has to be done by the concerned District Institute of Education and Training Principal. The achievement against each target must get reflected in the Annual Confidential Report (ACR) of each District Institute of Education and Training lecturer.

- The State has already notified the policy for the appointment of Block Resource Centre Coordinators but the same has to be framed for Lecturers/Coordinators posted at State Project Office (Sarva Shiksha Abhiyan / Rashtriya Madhyamik Abhiyan / State Council of Educational Research and training /District Institute of Education and Training. The Hon’ble High Court has also opined that these coordinators should be changed only if they fail to meet the requirements and perform below the expectation compared to a notified and defined policy. However in the absence of a policy detailing the selection, tenure and transfer policy for these, the practical situation is: once a Coordinator always a Coordinator irrespective
of performance. It is suggested to make the posts of coordinators at the State Project Office (Sarva Shiksha Abhiyan / Rashtriya Madhyamik Abhiyan), Principal and lecturers/faculty in District Institute of Education and Training and State Council of Educational Research and training as selection posts and their selection, tenure and transfer conditions need to be defined. The old saying that ‘structure follows the strategy’ is too correct to be ignored.

- The quality initiative under Sarva Shiksha Abhiyan and Rashtriya Madhyamik Shiksha Abhiyan is to be spearheaded by these functionaries. If they are not the right people, all efforts may go waste. The experience so far shows that these places and positions have become parking places for the idle or for the incompetent in many cases. Some want to stay at the district or at the state headquarter, therefore they get themselves posted as coordinators. For the successful organization motivated, self-driven, qualified, skilled and suitable individuals are required to man these positions. And there are so many motivated and suitable individuals who can perform this work wonderfully well. Thus it is suggested that all these positions be made selection posts which are tenure based. The period of appointment will depend upon performance and in no case an individual be retained in the same position for more than 5 years (initial tenure being two years extendable on year to year basis for a maximum of five years), so that more and more people get chance to learn and perform.

- There should be clear defined criterias of eligibility which must be designed in such a way that the available pool is sufficient to select the best. Unless this kind of system is put in place, the quality initiative in any organization will never succeed.

The suggestions made in this study if realized, considered and translated into realities by the authorities responsible for bringing about the appropriate changes at the appropriate levels of the existing organizational structure under Sarva Shiksha Abhiyan, there might happen a great change as a first step towards realizing the importance of education for future generations.