

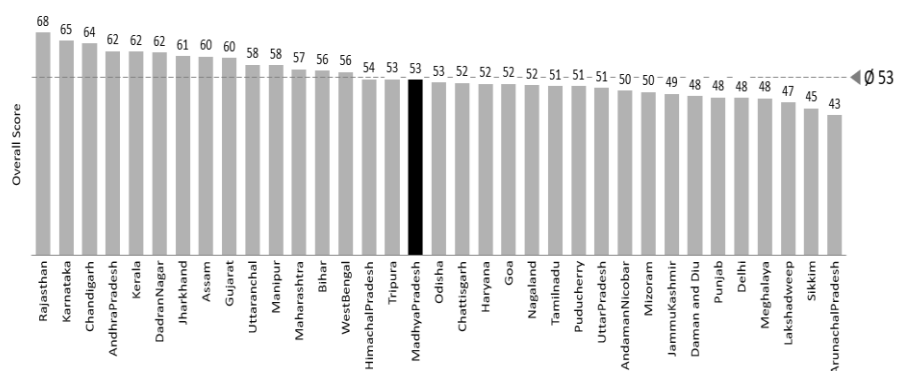
# SAMAGRA SHIKSHA ABHIYAN<sup>1</sup>

## INTRODUCTION

Educational Survey Division (ESD) of National Council of Educational Research and Training (NCERT) conducted the National Achievement Survey (NAS) on 13<sup>th</sup> February, 2017 in which approximately 22 lakh children across the country participated. The design and implementation of the Survey included in its ambit the school leaders, teachers and the whole network of officials at the Cluster, Block, District Institute of Education and Training (DIET), State Council of Educational Research and Training (SCERT) and Directorates of Education in the different States/ UTs. The survey tools used multiple test booklets in Mathematics, Modern Indian Language, English, Sciences and Social Sciences.<sup>2</sup>

While Rajasthan stands out the list with average students correctly answering 68.1% of the questions, Madhya Pradesh could be found at the 17<sup>th</sup> place of the same with 54.8%. Below Madhya Pradesh are small states like Punjab, Haryana, Delhi, Tamil Nadu, North-Eastern states and UTs, which are already struggling to get in the pace of development due to Cultural, Political, Demographical and Geographical differences. Odisha & Chhattisgarh, which are considered as tribal states and Uttar Pradesh, which spends Rs. 9,167, on per child school education (which is just 5% of Gross State Domestic Production of the State), least in the country after Bihar and Jharkhand which spend only Rs. 8,526 and Rs. 9,159 respectively.<sup>3</sup>

### **Ranking of States as per NAS – 2017:**



<sup>1</sup> Alok Mishra, Symbiosis Law School, Noida.

<sup>2</sup> Prakash Javadekar, National Achievement Survey (NAS) has been conducted to increase focus on learning outcomes in quality of elementary education, Press Information Bureau (July 26, 2018, 18:06 IST), <http://pib.nic.in/newsite/PrintRelease.aspx?relid=181119>

<sup>3</sup> Isha Jain, At Rs 9167 UP spends least on per child school education reveals study, The Times of India (May 12, 2017, 18:42 IST), <https://timesofindia.indiatimes.com/home/education/news/at-rs-9-167-up-spends-least-on-per-child-school-education-reveals-study/articleshow/58646292.cms>

The position that Madhya Pradesh holds, is a matter of concern keeping in mind the Centrally Sponsored Schemes namely Non-formal Education, Professional Education, Operation Black-Board, Mid-day Meal Scheme, Minorities welfare and Class Project along with State Sponsored Schemes inclusive of Free Book & Book Bank Scheme, Coordination between Primary Schools and Anganwadies and Shishu Shiksha Scheme<sup>4</sup>, and programmes like Rajiv Gandhi Shiksha Mission and District Primary Education Programme (DPEP) being active in the state for the betterment of the Education System.

Madhya Pradesh created two HoD(s) specifically focusing on school education namely Department of Public Instruction (DPI) and Rajya Shiksha Kendra (RSK) which achieved, at some level, the Goals set by The Right of Children to Free and Compulsory Education (RTE) Act, 2009, which represents the consequential legislation envisaged under Article 21-A, means that every child has a right to full time elementary education of satisfactory and equitable quality in a formal school which satisfies certain essential norms and standards.<sup>5</sup> According to Pranjul Bhandari, chief India economist, in 2012 the so-called *bimaru* states, Bihar, M.P., Rajasthan and U.P. were the worst performing states across the three critical sectors – Health, Education and Infrastructure.<sup>6</sup> Then how is it that Rajasthan manages to swim against the stream to be in top of the List where as M.P. remained under water. NAS – 2017 unveiled that there must be a lack of implementation which made the State fall behind of others despite all the policies, schemes and innovations of the Union and State Government.

### **Madhya Pradesh School Administrative Structure**

Madhya Pradesh has a centralized bifocal administrative structure for education as there are currently two HoD(s), *Rashtriya Shiksha Kendra (RSK)*, focusing on the education and administration for children in Primary School and Middle School under Sarva Shiksha Abhiyan (SSA) and *Directorate of Public Instructions (DPI)* under which, recognising the importance and demand for secondary education (High School and Higher Secondary School), the Government of India had launched Rashtriya Madhyamik Shiksha Abhiyan (RMSA) with the vision to make the secondary education of good quality, available, accessible and affordable to all young persons of the age group of 14-16 years. Both schemes are working in the same

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<sup>4</sup> Madhya Pradesh: Background of Elementary Education, Planning Commission, <http://planningcommission.nic.in/reports/sereport/ser/mpissb/mpissb-ch2.pdf>

<sup>5</sup> Right to Education, Ministry of Human Resources & Development (Feb 11, 2019, 2:55 PM), <https://mhrd.gov.in/rte>

<sup>6</sup> Pranjul Bhandari, Refining State Level Comparisons in India, Planning Commission (2012), [http://planningcommission.nic.in/reports/articles/article\\_state.pdf](http://planningcommission.nic.in/reports/articles/article_state.pdf)

direction with similar motto of providing quality education at affordable cost to children including those belonging to disadvantaged groups. Hence there is an overlapping of authority which creates a vacuum in power of governing body to keep a check on the administration, due to which the implementation of the policies at the ground level is getting affected.

**Table: - Administrative Structure for School Education<sup>7</sup>**

Sr.	Unit	Administrative Officer	No.*	Level of Education	Activities
1	District	District Education Officer	50	I to XII	Departmental Administrative officer for district and DPO for RMSA
		DEO and DPC (RMSA)		IX to XII	
		DPC (SSA)	50	I to VIII	DPO for SSA Project Activities
2	Block	Block Education Officer	313	I to XII	Departmental, SSA & RMSA Project Activities
		BRCC (SSA)	313	I to VIII	SSA project Activities
3	Sankul	Sankul Principal	2768	I to XII	Departmental, RMSA & SSA Project Activities
		CRCC (SSA)	2768	I to VIII	
4	School	Principal (HSS)	2768	IX to XII	Departmental, SSA & RMSA Project Activities
		SMDC			
		Principal (HS)	4487	IX to X	Departmental, SSA & RMSA Project Activities
		SMDC			

<sup>7</sup> Context Study: Madhya Pradesh, RMSA India, [http://rmsaindia.gov.in/administrator/components/com\\_pdf/pdf/542ebd0eeecb491e7b48052a501dcc41-Context-Study-Tools-and-Report-MP.pdf](http://rmsaindia.gov.in/administrator/components/com_pdf/pdf/542ebd0eeecb491e7b48052a501dcc41-Context-Study-Tools-and-Report-MP.pdf)

*\*Subject to be changed with increase in number of districts.*

## **Samagra Shiksha: A Reform**

The Government acknowledging the issue launched “Samagra Shiksha” in 2018, which claims to be an overarching programme for the school education sector extending from pre-school to class XII, prepared with the broader goal of improving school effectiveness measured in terms of equal opportunities for schooling and equitable learning outcomes. It subsumes the three Schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Teacher Education (TE). Given further that this sector-wide development programme/scheme would also help harmonise the implementation mechanisms and transaction costs at all levels, particularly in using state, district and sub-district level systems and resources, besides envisaging one comprehensive strategic plan for development of school education at the district level. The shift in the focus is from project objectives to improving systems level performance and learning outcomes which will be the emphasis of the combined Scheme along-with incentivizing States towards improving quality of education.

The Scheme to be implemented as a ‘Centrally Sponsored Scheme’ by Education Department through a single State Implementation Society (SIS) at the State/UT level. At the National level, there would be a Governing Council headed by Minister of Human Resource Development and a Project Approval Board (PAB) headed by Secretary, Department of School Education and Literacy. The Governing Council will be empowered to modify financial and programmatic norms and approve the detailed guidelines for implementation within the overall Framework of the scheme. Such modifications will include innovations and interventions to improve the quality of school education. The Department will be assisted by a Technical Support Group (TSG) at Educational Consultants of India Limited (EdCIL) to provide technical support in functional areas pertaining to access, equity and quality education by merging the TSGs of the Schemes of SSA, RMSA and TE.<sup>8</sup>

## **Implementation of Samagra Shiksha**

The basic structure of the Scheme provided by Union Government is similar to the structure already implemented on 2005 in Rajasthan under the Scheme of Rajasthan Education Initiative (REI), inspired by the success of the Jordan Education Initiative (JEI) launched in 2003, when the State was confronting the challenge of improving the quality of education, bettering the enrolment, improving teachers quality, bettering the infrastructure at the same

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<sup>8</sup> SamagraShiksha, Ministry of Human Resource Development, <http://samagra.mhrd.gov.in/about.html>

time empowering education to prepare the students for a competitive global society and various other issues that was affecting the overall achievement of its education goal.<sup>9</sup> The success of the Rajasthan Education Initiative (REI) in Rajasthan is evident by NAS, 2017, therefore, similar structure can be adopted in Madhya Pradesh, comparing the aspects effecting education in State like geographical profile, literacy rate, economic structure, infrastructure and political scenario.

## **A. Comparison with Rajasthan:**

### **1. Geographical profile**

According to Census 2011, Madhya Pradesh is the sixth most populated and second largest state whereas Rajasthan is eighth most populated and largest state in India. Both states are agriculturally enriched and a major proportion of population economically depends on agriculture.

### **2. Literacy Rate**

Being amongst the states having lowest literacy rate, as Madhya Pradesh was at 28<sup>th</sup> while Rajasthan was, even worse, at 33<sup>rd</sup> rank out of 35 States/UTs as per Census 2011<sup>10</sup>, it is not a surprise to see Madhya Pradesh at 17<sup>th</sup> in the survey of NAS conducted just after 6 years but the performance of Rajasthan, which even overtook Kerala – state holding the highest literacy rate in India, is commendable.

### **3. Economy and Infrastructure**

There is also not much Economic and Infrastructural difference between these two States as ‘India Today’ in its Survey in 2018 stated that in 2017 M.P. stands 21<sup>st</sup> whereas Rajasthan was at 20<sup>th</sup> place in terms of Economy and where Rajasthan was at 13<sup>th</sup> in Infrastructure, M.P. was holding 16<sup>th</sup> rank<sup>11</sup>. Also, both are considered as agrarian states with agriculture’s share in both their Gross State Domestic Product (GSDP) and workforce higher than the all-India average which reflects the similarity in the economic and infrastructural structure in the States

### **4. Political Scenario**

These two states have always been important for BJP’s political fortunes as in 2004, 2009 and 2014 Lok Sabha elections BJP accounted for more than one-fifth of its total

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<sup>9</sup> Rajasthan Education Initiative, Digital Learning (June 17, 2006), <https://digitallearning.eletsonline.com/2006/06/rajasthan-education-initiative/>

<sup>10</sup> Literacy in India, Census 2011, <https://www.census2011.co.in/literacy.php>

<sup>11</sup> India Today State of the States: 2018, India Today (Nov 22, 2018, 21:08 IST), <https://www.indiatoday.in/state-of-states-conclave/story/india-today-state-of-the-states-2018-complete-rankings-1394303-2018-11-22>

votes. Also, in 2014 BJP won 50 out of 54 Lok Sabha seats from these two states. Hence it can be concluded that the policy making authority have been similar for them for a long time.

Considering the similarity in above mentioned aspects, a decentralised school administrative structure like Rajasthan can be adopted in Madhya Pradesh also for implementation of Samagra Shiksha to achieve its goals.

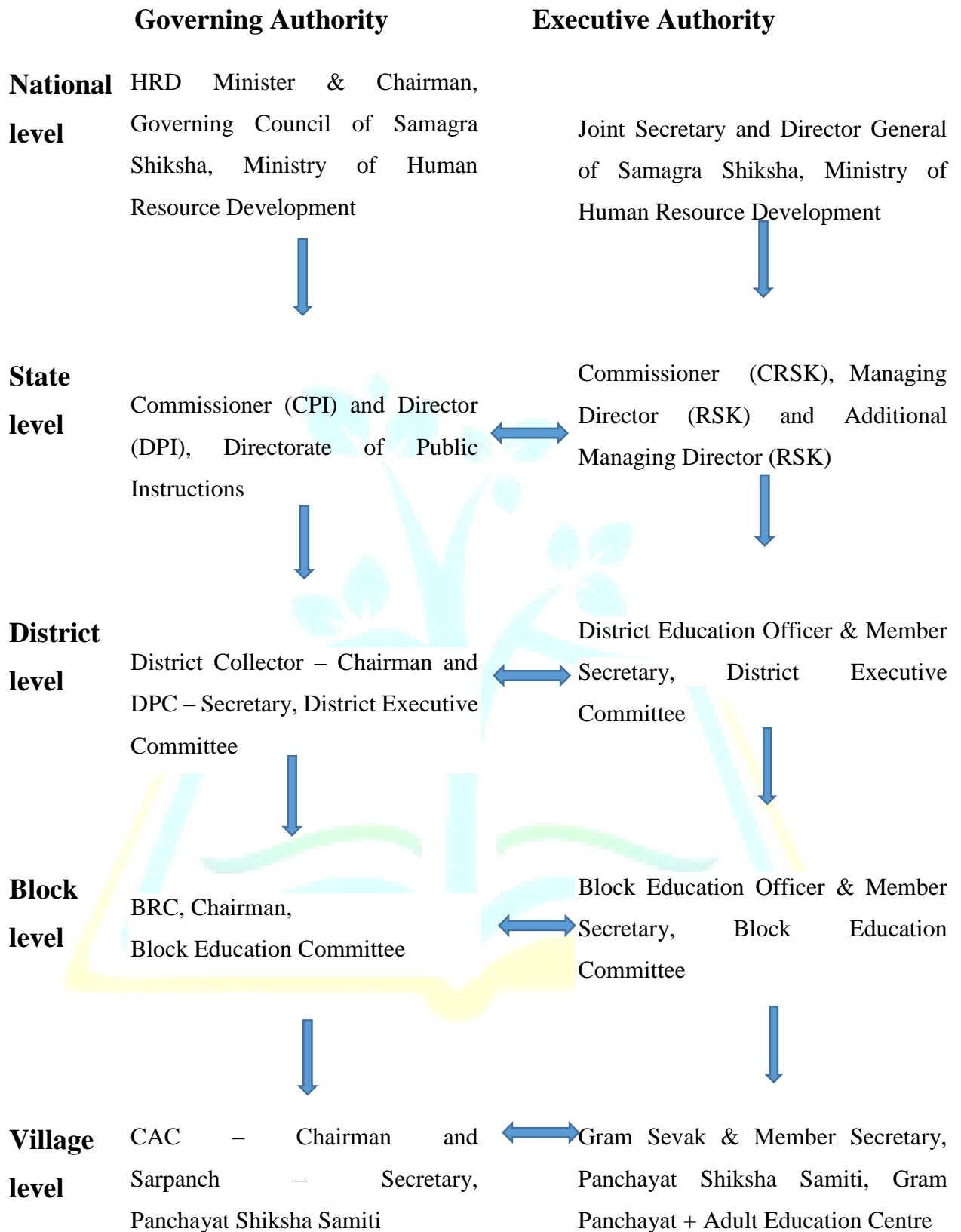
Currently, DPI looks after the administration and academics for Secondary Education and RSK is focused on the administration and academics for Primary School and Middle School which put an excessive burden on top management, giving rise to lack in implementation of policies and hence failing the whole purpose of the same. The administration should be separated from academics to ensure a proper 'Check-and-Balance' of the policy at different level. The Governing Authority will have power to make and/or enforce policies while the Executive Authority will work parallelly focusing on the execution of the plans and ensure the implementation of the policies at every level. Further, Education Committee should be made at every level and Chairman of a committee will be Head of Governing Authority and Member Secretary will head the Executive at each level to ensure the proper functioning of the Management Structure.

## **B. The Management Structure**

There should be a parallel management structure at State, District, Block and Village level to ensure proper and smooth functioning of the authorities. It will enable the department for better utilization of leadership and management skills of local authorities as leaders, having better knowledge of needs and issues of staff they are responsible for, increasing their participation in decision making and conflict resolution which will reduce the unnecessary burden on top administration. Further, the structure will allow governing and executing authorities to supplement each other at every step enhancing clarity which will diminish stupefaction in system. The Structure of Rajasthan can be referred for the purpose of pertinent practical reasons<sup>12</sup>.

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<sup>12</sup> Administrative Structure, Government of Rajasthan,  
<http://education.rajasthan.gov.in/content/raj/education/literacy-and-continuing-education/en/about-slma/administrative-structure.html>





## C. Governing Council and Executive Council

Planning for administration and academics of the School Department should be done by Governing Council and Executive Council respectively. These councils should be inclusive of representative from the authorities, facilitating the plans and going to be affected by the decisions made, along with, eminent educationists already working deliberately for betterment of the education system. Rajasthan's Organisational Structure<sup>13</sup> can be referred for suggestive council members in both Governing and Executive Council.

Governing Council, which will make policies regarding administration, will have State Education Minister as Chairperson and Principal Secretary of School Education Department as Member Secretary. Further, Principal Secretary of Finance, Commissioner Public Instructions, SPD, Director–SIEMAT, Director–SCERT, Eminent Educationist(s) and Nominee(s) from Partner Organisation, if any, as members of the council to ensure fair and beneficial policy making.

Similarly, the Council of Executives should include Principal Secretary of School Education Department as Chairperson and SPD as Member Secretary, whereas Principal Secretary of Finance, Commissioner Public Instruction Director–SIEMAT, Director–SCERT, Eminent Educationist(s) and Nominee(s) from Partner Organisation will be members.

### **Governing Council:**

<b>S.No.</b>	<b>Name</b>	<b>Designation</b>
1	Educatoin Minister	Chairperson
2	Principal Secretary, SED	Secretary
3	Principal Secratery, Finance	Member
4	Commissioner, DPI	Member
5	SPD	Member
6	Director, SIEMAT	Member
7	Director, SCERT	Member
8	Eminent Educationist	Member
9	Nominee from Partner Organisation	Member

<sup>13</sup> Organisational Structure, Government of Rajasthan: Rajasthan Council of Sec. Education, <http://education.rajasthan.gov.in/content/raj/education/rajasthan-council-of-secondary-education/en/organization-structure.html>



**Executive Council:**

S.No.	Name	Designation
1	Principal Secretary, SED	Chairperson
2	SPD	Secretary
3	Principal Secretary, Finance	Member
4	Commissioner, DPI	Member
5	Director, SIEMAT	Member
6	Director, SCERT	Member
7	Eminent Educationist	Member
8	Nominee from Partner Organisation	Member

**Conclusion**

A quantitative analysis of States, which has been done using secondary sources on the basis of literacy rate, policy framework, legal framework, NAS – 2017 and other key factors, points out that the educational policies in Madhya Pradesh has not been implemented to achieve the pre-set goals due to lack of educational structure framework which further leads toward a massive increase in court case pendency to about 10,000 pending cases of ‘School Education Department’ in Madhya Pradesh High Court and Benches exposing the insufficiency in department’s framework to handle the policies being enacted. Recognising the issue, Government had suggested a plan for implementation of Samagra Shiksha Abhiyan. The analysis of basic structure of the Scheme so provided by Union Government, which is similar to the structure already implemented in Rajasthan since 2005, provides a suggestive way to merge the long-running Educational Schemes inclusive of SSA & RMSA in a way to keep proper check and balance at every level by differentiating between the administrative and academic powers of the authority to ensure proper implementation of the same. A decentralized system will help to include better and timelier decisions. It will also ease the burden on the top management increasing their ability to make quick decision on matters.