



Improving Women's Education through Rajasthan's Shiksha Setu Yojana

November 2022

IDinsight



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Executive Summary - Siksha Setu Yojana

This report documents findings and suggestions to amplify the impact of the Shiksha Setu Yojana, based on the scheme's administrative data and qualitative interviews with eligible respondents, key implementers, and civil society organizations.

In interviews with beneficiaries, it was observed that the scheme's free and flexible nature **enables women to overcome time constraints (marriage, childbirth, etc.) and financial constraints**. Their key aspirations included an interest in pursuing higher education, desire to get a job, or become teachers for their children and local community.

An analysis of the scheme's administrative data put forth 3 trends. **First, enrolment is especially high among 14-18 year olds** (constituting 50% in 2022, compared to 15% in 2020). **Second, pass rates (~45%) are significantly lower than the rates in regular schools** and hence show considerable room for improvement. **Third, there is a mismatch between the supply of accredited institutes and the potential demand for secondary and senior-secondary education**.

Using the agreed research methodology, the report identifies suggestions to improve 3 key aspects of the scheme: **awareness, enrolment, and implementation**. **Ways to increase scheme awareness among the eligible population include:**

- 1. Amplify the mobilization efforts of field functionaries, with the help of CSOs and district-level DWE leadership.**
 - a. Leverage AWWs for raising awareness among young and middle-aged mothers, and strengthen the utilization and management of Saathins.
 - b. School teachers may serve as 'Champions' of the scheme.
 - c. CSOs can support mobilization activities and work with field functionaries to better target, enroll, and support women.
- 2. Provide complete information about scheme benefits and utilize innovative IEC material to encourage enrollment across age groups.**
 - a. Provide guidelines for complete information dissemination to all mobilisers.
 - b. Engage women of all age groups and backgrounds through innovative and locally-designed IEC material.
 - c. In the IEC material and dissemination activities, display education and livelihood opportunities that beneficiaries can pursue.

The status of enrolment and suggestions to amplify it are:

- 1. Praise-worthy success in enrolling an average of 60,000 women each year since the scheme's inception in 2019.**
 - a. In the next few years, stakeholders must focus on awareness generation across all age groups and a district-focused approach in expanding AIs.



2. Incorporate the key educational outcomes of a district in future decisions to expand the number of accredited institutes.

- a. There is a notable mismatch between the supply of accredited institutes and the potential demand for secondary and senior secondary education.
- b. Special focus may be given to districts (like Jaisalmer, Dhaulpur, and Karauli) where female education outcomes show the most scope for improvement and/or geographical barriers limit access.

Finally, strategies to boost the scheme's final outcomes, i.e pass rates, include:

1. Develop guidelines for the choice of scheme incharge in a school, map out their key responsibilities, and provide yearly training to them.

- a. Appoint teacher incharges from secondary or senior-secondary level, to the extent possible.
- b. Develop a set of responsibilities for incharges and provide sufficient training and materials to facilitate these.

2. Develop and share standardized training material with AIs across Rajasthan.

- a. Collect and standardize existing material and innovations used by high pass rate schools for state-wide use.
- b. Innovations include digital versions of the material and conducting pre-post tests with students.

3. Setup a mentor-mentee system between high-pass rate and low-pass rate institutes, with a focus on newly accredited institutes

- a. Experienced incharges and staff from nearby, high-performing AIs can provide mentorship and training to select AIs for a period of 1-2 years.
- b. Provide dedicated onboarding and training to newly accredited institutes.



I. Overview

What is the status of women's education in Rajasthan? Over the last 5 years, Rajasthan has made impressive strides. Between the 2015-16 and 2019-21 rounds of the National Family and Health Survey (NFHS), the female population aged 6 and above who ever attended school increased from 57% to 64%, while the proportion of women who are literate went up to 65%, from 57%. There remains, however, scope for further improvement. The state's performance in these indicators, and the proportion of women with ten or more years of schooling (only 33%), is below the national average.

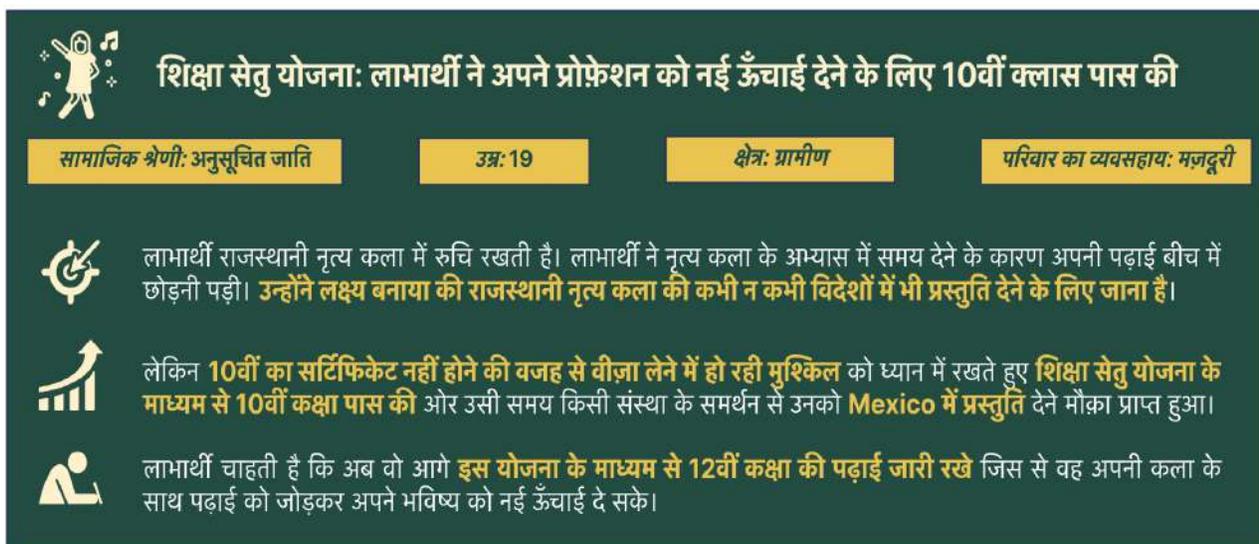
In its efforts to address this, the state is implementing multiple schemes that aim to further the education of girls and women. In particular, the Shiksha Setu Yojana, or the Education Bridge Scheme, was announced in 2019-20 to provide women and girls who dropped out of school or were unable to access formal education a free and flexible option to complete secondary and senior secondary education via open school learning.

How is this scheme helping out-of-school girls and women? In interviews with beneficiaries it was observed that the scheme's free and flexible nature enables women to overcome two key challenges they face in completing education.¹ These are:

1. Time constraints associated with marriage, childbirth or alternate livelihoods; and
2. Financial constraints associated with school fees, school books, among others.

Aspirations of beneficiaries ranged from an interest in pursuing higher education, desire to get a job, or become teachers for their children and local community.

Figure 1: How the scheme is enabling women to fulfill their ambitions



¹ See Annexure C for detailed methodology.

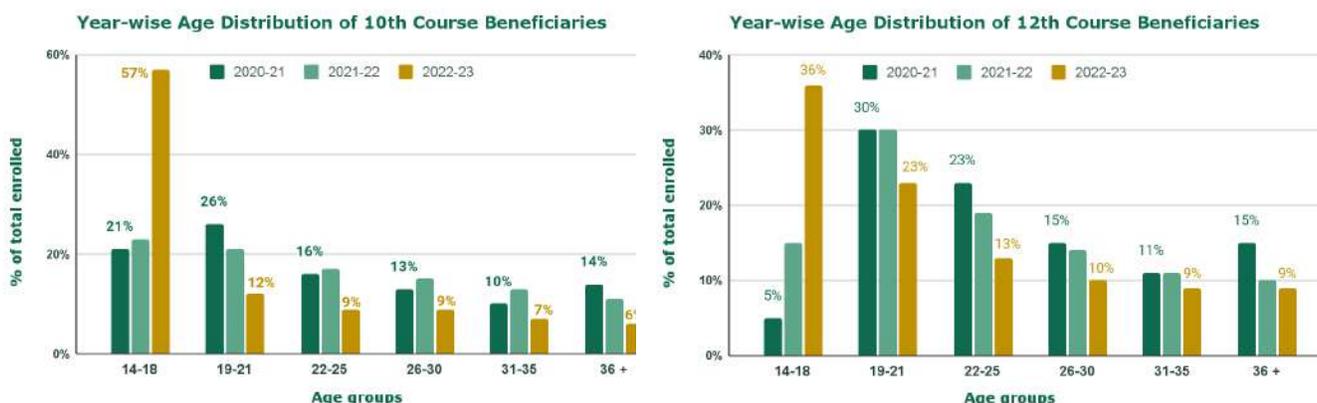


How can we amplify the impact of this scheme? Three trends have emerged that could be potential opportunities to improve inclusivity and effectiveness of the scheme.

1. Awareness and Enrolment is especially high among 14-18 year olds.

- a. Between 2020-2022, the average age of beneficiaries fell from **26 to 20**.
- b. In 2022, women aged **14-18 years comprised nearly 50% of the scheme beneficiaries (up from 15% in 2020)**, whereas their share in the state's female population is 8%.
- c. While a part of this increase [disruptions] may be driven by the pandemic, the trend requires close monitoring as **girls aged 14-18 years should ideally be attending regular schools**, and not open schools. Detailed recommendations to address this are included in **section III**.

Figure 2: Age distribution of 10th and 12th course beneficiaries (detailed in **Annexure A**)

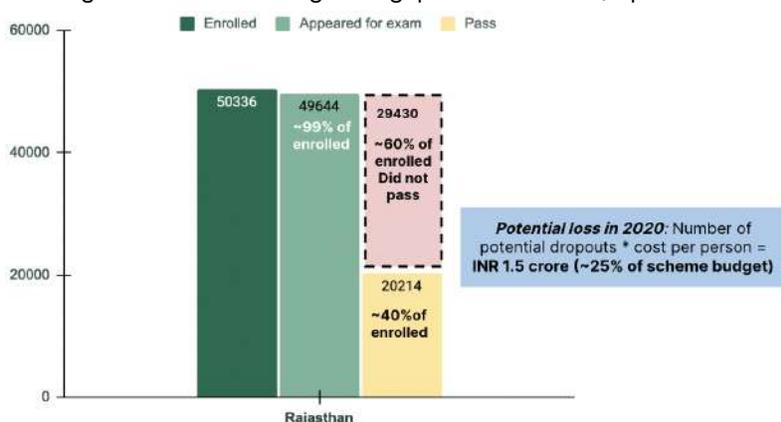


2. Pass rates of ~45%, which is significantly lower than regular schools.

- a. Between 2020-2022, almost **99% of enrolled women appeared for the final exam**. However, only ~45% of these passed all exams, compared to the ~80% pass rate among girls from regular schools.
- b. Interviews with beneficiaries indicate a **high likelihood of dropouts** in case of failure in the first attempt, with **50% of the respondents** noting that they **would not attempt the exams again** despite knowing they have four more chances.
- c. This high a drop out would mean a **significant loss of investment for DWE** and non-fulfilment of the scheme's key objective, as girls would not get their degrees.



Figure 3: Loss resulting from gap in enrollment v/s pass rate



3. **Level of Enrollment is correlated with the supply of accredited institutions (AIs), but not a district's education outcomes.**

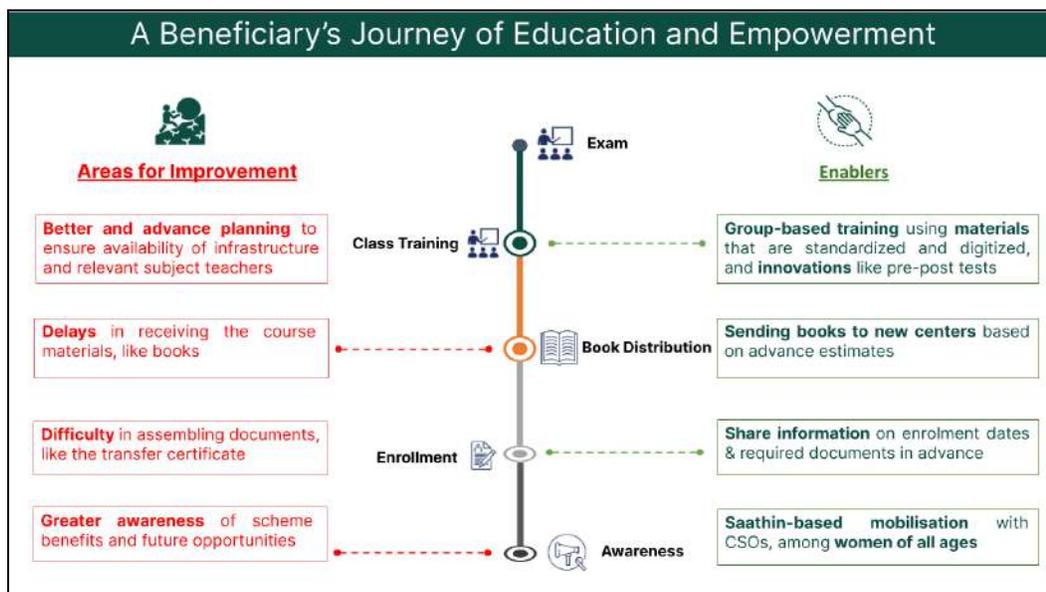
- Ideally, **districts with a greater scope for improvement** in education indicators like “women with more than 10 years of schooling (%)” should **have relatively higher enrollment rates**.
- However, administrative data suggests that districts like **Jaisalmer, Dhaulpur, and Karauli** account for **only 1-2% of the scheme's beneficiaries**, although the share of women with ten or more years of education is potentially the lowest (19%, 27%, 23% respectively, as per NFHS-5).
- This may be driven by the fact that only **~1% of total AIs are functioning in these three districts**. In contrast, Barmer, with a similar share of women with ten or more years of schooling (26%), enrolls 9% of the scheme beneficiaries and consists of 5% of total AIs.
- Some districts with the maximum potential for expansion of accredited institutions are shown below.** A detailed table is included in **annexure D**.

District ²	% Women dropped out with <10 years of education	Total no. of AIs	% share of AIs of total	Scheme Adoption (10th)
Jaisalmer	43.0%	5	0.9%	2%
Baran	37.3%	10	2.0%	1%
Dhaulpur	36.2%	4	0.9%	0%
Bikaner	34.4%	11	2.2%	2%
Karauli	33.8%	8	1.6%	1%
Pratapgarh	33.5%	8	1.6%	1%
Bundi	30.5%	7	1.5%	3%

² Estimated using NFHS-5 for the year 2019-21 and Shiksha Setu administrative data.



- e. There is a need to **expand the number of AIs** in such high-potential districts **based on a continuous review of key education indicators, enrolment rates, and the number of AIs**. Detailed recommendations are in **section V**.



II. Methodology

To effectively understand the scheme, we undertook the activities that are listed below.

1. **Needs assessment.** Involved short interviews with **beneficiaries**, to broadly understand processes, challenges, and benefits, and **field functionaries and government officers** in order to clearly identify responsibilities and activities.
2. **Administrative data analysis.** This involved comparing the **characteristics of the beneficiary population**, like geography, socio-economic status, etc., as well as **features of scheme delivery** like the distribution of AIs.
3. **Detailed beneficiary and potential beneficiary interviews.** Included qualitative phone-based interviews with a small number of carefully selected beneficiaries and potential beneficiaries to understand scheme availment and preferences.
4. **Field-visits.** This involved documenting best practices of schools and civil society organizations in districts like Barmer, based on their enrollment, pass rate, etc. The key attributes of AIs visited are documented in **annexure C**.



III. The Status of Scheme Awareness and Ways to Increase it

Key Suggestions to Increase Scheme Awareness	
	<p>Amplify the mobilization efforts of field functionaries, with the help of CSOs and district-level DWE leadership.</p> <ul style="list-style-type: none">➤ Leverage AWWs for raising awareness among young and middle-aged mothers. Strengthen the utilization and management of Saathins for overall awareness generation.➤ School teachers may serve as 'Champions' of the scheme.➤ CSOs can support mobilization activities and work with field functionaries to effectively target, enroll, and support women.
	<p>Provide complete information about scheme benefits and utilize innovative IEC material to encourage enrollment across age groups</p> <ul style="list-style-type: none">➤ Guidelines for proper and complete information dissemination need to be provided to all mobilisers.➤ There is scope to engage women of all age groups and backgrounds through innovative and locally-designed IEC material.➤ In the IEC material and dissemination activities, display education and livelihood opportunities that beneficiaries can pursue.

- A. **Amplify the mobilization efforts of field functionaries, with the help of CSOs and district-level DWE leadership. Recognition and felicitation of best-performing persons by government officials is a motivating factor**

Key Takeaway: There remains considerable scope to better utilize the networks, activities, and penetration of Saathins and AWWs. In the absence of this, we are likely to omit critical population groups and may observe higher enrollment among people who live in urban areas, are supported by CSOs, and/or have developed favorable social networks.

- 1. Recommendation: Leverage AWWs and the Rajeevika platform to inform young and middle-aged mothers. Strengthen the utilization and management of Saathins for overall awareness generation. Recognize high-performing persons.**
 - a. In interviews with beneficiaries and potential beneficiaries, **none of the respondents** had received scheme information from AWWs or Saathins.
 - b. This is a critical gap because 9/12 **of beneficiary respondents** considered awareness as a key factor that may limit women from joining the scheme.
 - c. In particular, AWWs may be **good sources of information for young mothers who want to complete schooling.**
- 2. Recommendation: CSOs can support mobilization activities and work with field functionaries to effectively target, enroll, and support women.**



- a. Since many CSOs run programs for young girls and women, they are able to easily reach those **aged 14-18**. To balance this, **support of CSOs who also work with older women, apart from adolescents**, may be sought
 - b. **CSOs can also support and train field functionaries in outreach techniques** that focus on effective awareness generation and providing confidence to prospective beneficiaries and convincing family members.
 - c. **6/9 of the non-beneficiary respondents** indicated a willingness to join the scheme **had they received information in time**.
3. **Recommendation: School teachers may also be trained as 'Champions' of the scheme, for middle-aged and older women in particular.**
- a. 5/12 beneficiary respondents considered **school teachers as most trusted scheme mobilisers**, while 8/9 non-beneficiary respondents listed AWWs.
 - b. As an education-focused scheme, championing from school teachers, like **voicing benefits of education and sharing basic scheme information**, will provide confidence and trust to aspiring women.

Best practices from Barmer - highest enrollment district across 3 years



Sathin discussing Shiksha Setu Yojana in Jajam Baithak in Gida village, Barmer | Credit:: © Rukmani Chaudhry (Saathin)

“Saathins are linked to societies and a well trained Saathin can improve enrolment significantly”, a CSO district lead said. The DWE Deputy Director in Barmer said **“Our Saathins need to be given more honor for the excellent work they do with ActionAid.”**

- CSOs shared timely information about the scheme in Saathin WhatsApp groups and pushed Saathin supervisors to provide periodic block level training.
- The Saathins undertook a survey to identify out of school women. They were given enrollment targets with CSOs and supervisors ensuring accountability.
- The best performing Saathins were given recognition from district DWE officials.



B. Provide complete information about scheme benefits and utilize innovative IEC material to encourage enrollment across age groups.

Key takeaway: Most beneficiaries lack complete awareness of the scheme's benefits, while the IEC material in use may only appeal to younger women. Details in **annexure E**.

1. **Recommendation: Guidelines for proper and complete information dissemination need to be provided to all mobilisers.**
 - a. Currently, there are **no guidelines and/or checklists for information** that must be shared during mobilisations.
 - b. **1/2 CSO** mobilisations failed to inform about free books and training while **4/4 AWWs** and **Saathins** failed to inform about the supplementary exams.
 - c. Thus, **12/12 beneficiaries** were not aware of the opportunity to take supplementary exams. **This is an important information gap** as **6/12 beneficiaries** indicated that they will drop out if they fail the first attempt.
 - d. The absence of this may **result in dropouts and significant investment loss** (minimum INR 1 crore, or 20% of scheme budget³) **for the department**.
2. **Recommendation: There is scope to engage women of all age groups and backgrounds through innovative and locally-designed IEC material.**
 - a. The IEC material must **highlight the key appealing features of the scheme**, like **free education, books, and training**. This is missing at present.
 - b. Further, the **current material uses photos of only young girls**, and this may signal to **middle-aged and older women** that the scheme isn't for them.
 - c. In addition, the free smartphone scheme of the government may be leveraged for sharing materials, messages, etc. Innovative outreach methods like WhatsApp bots may be explored with the support of CSOs.
 - d. With better-designed material, Saathin supervisors, Saathins, and CSOs can match the IEC material with the challenges and opportunities they observe.
3. **In the IEC material and dissemination activities, present education and livelihood opportunities that beneficiaries can pursue after completing 10th and/or 12th.**
 - a. Such material may **encourage beneficiaries and potential beneficiaries to invest more** in studying. **6/9 of potential beneficiaries** would have enrolled in the scheme had they **observed a logical path for themselves after SSY**.
 - b. **2/4 Saathins in Barmer also agreed** that **providing information about opportunities** like RS-CIT, RS-CFA, and jobs like NREGA Mate and AWWs improved the likelihood of enrolling and effectively utilising the scheme.

³ This calculation is for the year 2020-21, and is based on the assumption that 30% of those who fail will drop out. Per person cost is assumed to be INR 1200.



- c. Motivations of beneficiaries include interest in higher education, becoming a sarpanch, teaching their own children, etc. **Thus, a mixture of self-empowerment and potential livelihood opportunities must be reflected in IEC material used by field functionaries, CSOs, etc.**

Information Checklist for Scheme Pamphlets and Materials



CSOs mobilizing to potential beneficiary in Barmer | Picture courtesy: © Action Aid District Coordinator Barmer

Saathins in Gida (Barmer) undertake **monthly block-level brainstorming sessions** to counter challenges like reluctant parents and lack of motivation to increase enrollment. **State-level material may be prepared based on the following checklist:**

- Portrayal of both young girls and middle-aged women as beneficiaries
- Information on key aspects of the scheme, including:
 - Free books
 - Free 15-day classes
 - Upto 2 free-of-cost exam attempts
- Details of application process, key personnel, etc.
- Details on the benefits of education through the scheme, including:
 - Livelihood opportunities
 - Further education opportunities
 - Self-esteem and self-empowerment benefits

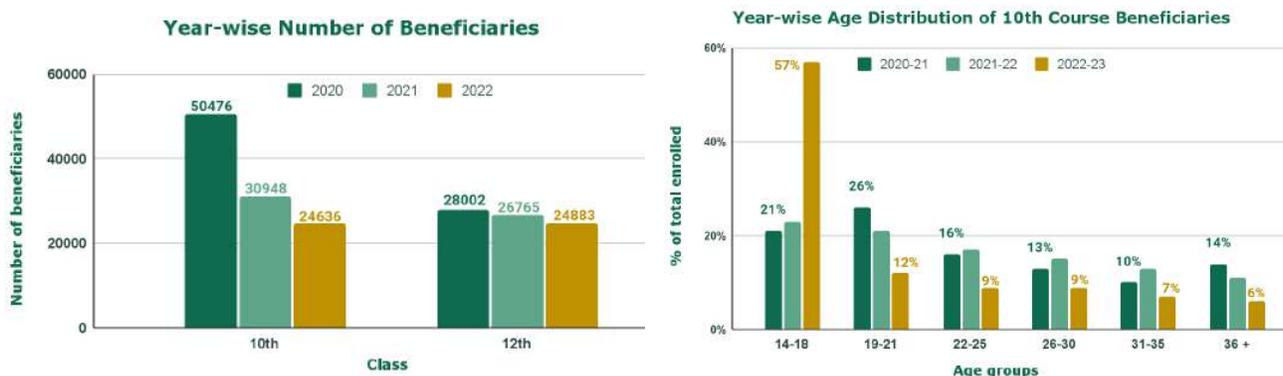


IV. The Status of Enrollment and Ways to Amplify Achievements

Key Suggestions to Strengthen Enrollment	
	<p>Praise-worthy success in enrolling an average of 60,000 women each year since the scheme's inception in 2019</p> <ul style="list-style-type: none"> ➤ In the next few years, stakeholders must focus on awareness generation across all age groups and a district-focused approach in expanding AIs.
	<p>Incorporate the key educational outcomes of a district in future decisions to expand the number of accredited institutions.</p> <ul style="list-style-type: none"> ➤ Notable mismatch between the supply of accredited institutes and the potential demand for secondary and senior secondary education. ➤ Further, pay special attention to districts where female education outcomes show the most scope for improvement and/or geographical barriers exist for access.

A. Notable success in enrolling an average of 60,000 women each year since the scheme's inception in 2019

Figure 4: Yearly scheme beneficiaries (detailed in **annexure A**)



- Since 2019, **1.86 lakh** women have enrolled in either 10th or 12th class with the scheme's support.
- With higher levels of education linked with higher self-esteem, chances of employment, and decision-making input; this is an **impressive achievement that contributes towards women's empowerment**.
- Further, as highlighted in figure 4, women aged **14-18 years comprised over 50% of the scheme beneficiaries in 2022 (up from 20% in 2020)**.



- d. **Recommendation: Stakeholders must focus on awareness generation across all age groups (middle-aged and older) and a district-focused approach in expanding AIs**, to fulfill the demand among women.

B. Incorporate the key educational outcomes of a district in future decisions to expand the number of accredited institutions.

Key takeaway: There is a **high correlation between the number of AIs in the district and enrollment in open school**. Districts with a relatively higher number of AIs also display a relatively higher number of scheme beneficiaries. While this **trend is not necessarily bad**, a **district's key education outcomes (like the share of out of school girls/children) must be considered** in future decisions on expanding the number of schools.

1. **There appears to be a mismatch between the supply of accredited institutes and the potential demand for secondary and senior secondary education.**
 - a. For example, Jaipur has the **highest** share of accredited institutes as well as a **high** beneficiary share, even though it has the **lowest** share of women who dropped out from school before 10th.
 - b. In the figure below, the proportion of beneficiaries (green bars) is most correlated with the number of centers (yellow bars). The gray line depicts the district-wise estimated share of out of school girls.
 - c. While some districts like Jaipur, Udaipur, and Barmer are able to meet the demand for 10th/12th degrees, **other districts require focused expansion**.

District ⁴	% Women dropped out with <10 years of education	Total no. of AIs	% share of AIs of total	AIs per lakh population	Scheme Adoption (10th)
Rajasthan	33.4%	505	-	0.8	-
Jaisalmer	43.0%	5	0.9%	0.7	2%
Baran	37.3%	10	2.0%	0.9	1%
Dhaulpur	36.2%	4	0.9%	0.4	0%
Bikaner	34.4%	11	2.2%	0.5	2%
Karauli	33.8%	8	1.6%	0.6	1%
Pratapgarh	33.5%	8	1.6%	1.0	1%
Bundi	30.5%	7	1.5%	0.7	3%

⁴ Estimated using NFHS-5 for the year 2019-21 and Shiksha Setu administrative data.



2. **Recommendation: Incorporate a review of district-based factors like education outcomes, utilization, etc., in the yearly expansion of accredited institutes, with special attention on districts with geographical barriers and indicators of female education that show the most scope for improvement.**
 - a. **Regular review of a district's key education outcomes** (like the share of out of school girls) will provide **clarity on areas where the largest gains in enrolment can be made** through expansion and implementation support.
 - b. For instance, districts like Jaisalmer, Dhaulpur, Karauli show **considerable scope for improving women's educational outcomes** as more than 33% of the women have less than 10 years of schooling (annexure D). However, the **penetration of AIs remains low** (4 in Dhaulpur and 8 in Karauli). Thus, **districts like these in particular may focus on expansion of centers.**
 - c. In addition to a focus on female education indicators, particular focus is required towards **districts where regular schools are in short supply or are geographically dispersed.**
 - d. According to 4/4 Saathins and 6/9 potential beneficiaries, **distance to school** has demotivated families to enroll women.
 - e. **Special purpose schools may be considered for enrolling women from remote areas.** Saathins from the Sihani, Hathma, and Indroi villages of Barmer report a large percentage **of girls** in the village with less than 10 years education. However, the nearest AI is **~60 km** away. This makes it difficult for Saathins to promote the scheme and its benefits, with only 2 enrollments from the villages in the last 2 years.



V. Strengthening the Administrative Structure of the Scheme

Key Suggestions to Boost the Scheme's Implementation	
	<p>Develop guidelines for the choice of scheme incharge in a school, map out their key responsibilities, and provide yearly training to them.</p> <ul style="list-style-type: none">➤ Appoint teacher incharges from secondary or senior-secondary level, to the extent possible.➤ Develop a set of responsibilities for incharges and provide sufficient training and materials to facilitate these.
	<p>Develop and share standardized training material with AIs across Rajasthan.</p> <ul style="list-style-type: none">➤ Collect and standardize existing material and innovations used by high pass rate schools for state-wide use.➤ Innovations include digital versions of the material and conducting pre-post tests with students.
	<p>Setup a mentor-mentee system between high-performing and low-performing institutes, with a focus on newly accredited institutes</p> <ul style="list-style-type: none">➤ Experienced incharges and staff from nearby, high-performing AIs can provide mentorship and training to select AIs for a period of 1-2 years.➤ Provide dedicated onboarding and training to newly accredited institutes.

A. Develop guidelines for the choice of scheme incharge in a school, map out their key responsibilities, and provide yearly training to them.

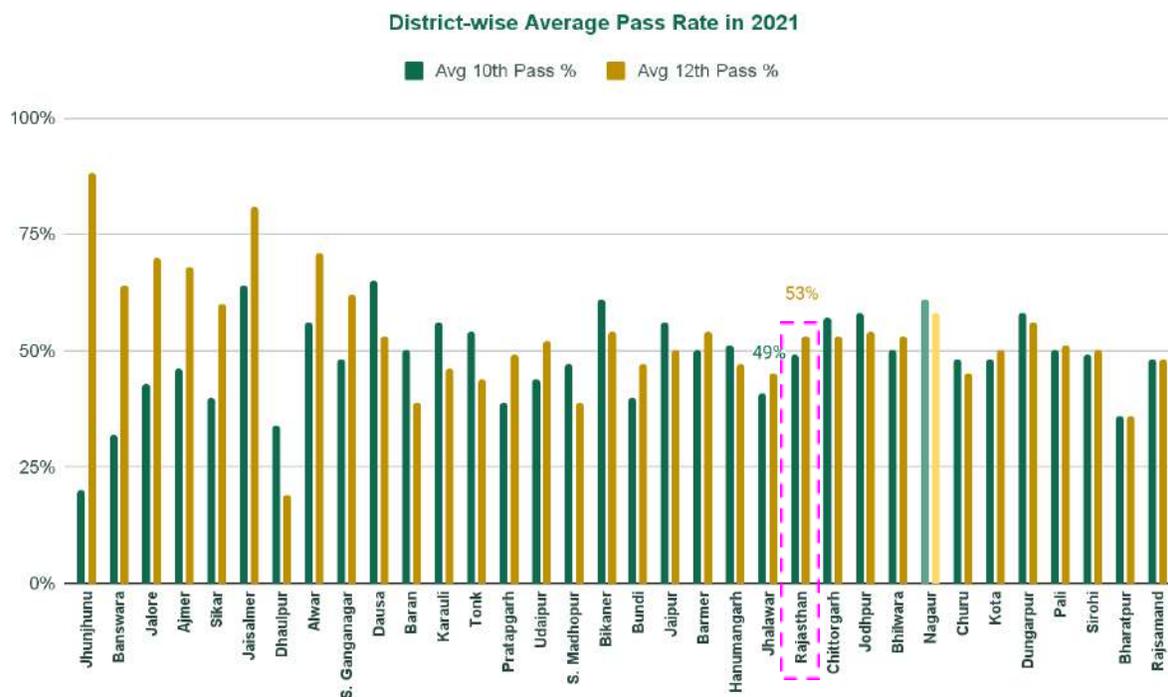
Key takeaway: Experience from Barmer indicates that an in-charge with **required qualifications, well-defined responsibilities, and sufficient bandwidth** can contribute to an improved pass rate. The absence of this may be driving the variation observed between 10th and 12th pass rates in certain districts.

1. **Recommendation: Develop a set of responsibilities for incharges and provide sufficient training and materials to facilitate these**
 - a. Scheme incharges have critical responsibilities like ensuring timely distribution of books, smooth organization of 15-day training, etc.



- b. **At present, there is scope to prepare and disseminate official guidelines on the responsibilities of incharges. Further, providing adequate training on how these should be completed is essential.**

Figure 6: District-wise Average Pass Rate for 10th and 12th in 2021 (detailed in **annexure B**)



2. **Recommendation: Appoint teacher incharges of secondary or senior-secondary level as scheme-incharges, to the extent possible**

- a. There are presently **no guidelines on the selection of scheme incharges**. Thus, schools may appoint primary-level teachers as incharges who are **not equipped for the role**.
- b. For instance, experience from some high pass rate schools in Barmer suggests that **secondary or senior-secondary level incharges are better placed to provide counseling to beneficiaries on subject choice**, based on a beneficiary's competencies, interest, and objective for pursuing education.
- c. To aid this, a **review of staff sufficiency in terms of their number and qualifications** may be useful. This could help fill vacancies such that incharges have sufficient capacity to complete prescribed responsibilities.



Checklist of Best Practices from a high pass rate (76%) RSOS school in Barmer



Picture of best performing school, Jasol, Barmer | Picture courtesy: @Vinod Sharma

- Created whatsapp groups with civil society organizations, journalists, and other key personalities to generate awareness
- Appointed scheme incharge who has minimum secondary or senior secondary education
- Counseling of girls to advise them on course selection, future opportunities, etc.
 - Also provide counseling and support for subsequent exams to those who failed in the first attempt
- Well-designed training materials with dedicated subject teachers who possess the knowledge to teach the relevant subject
 - Pre- and post-training tests to aid exam preparedness and determine the quality of training
- Created whatsapp groups with beneficiaries for easy sharing of information, materials, doubt clearing, etc.

B. Develop and share standardized training material with AIs across Rajasthan

Key takeaway: Well-developed and simple-to-understand training material can improve utilization of books and pass rates. However, schools are currently asked to develop their own training material for all subjects.



Conducting training class in S.N Vohra School Jasol, Barmer | Picture courtesy: ©Incharge of SSY S.N Vohra School

Teachers from a well-performing school report that, **“training is the most important part of the scheme.”** The Principal agreed, and said, **“training and explaining what is important is more critical than just providing books.”**

1. **Collect and standardize existing material and innovations used by high pass rate schools for use across the state**
 - a. Apart from course books that are provided by RSOS, schools currently develop other material by themselves. This material can be **refined and distributed among all AIs**, on the basis of efforts of high pass-rate schools. **6-8 subjects** that witness the highest enrolment may be shortlisted for this exercise.
 - b. **Multimedia-based content around this may also be prepared** for schools and students to ensure easy access to key material. **Social media platforms of the GoR may be utilized for this.**
 - c. **This can promote peer learning and help newer Accredited institutes to streamline and improve training quality.**
 - d. In addition, **schools may be trained and encouraged to undertake pre- and post-tests with students** to refine the training material and determine the effectiveness of their training material.

C. Setup a mentor-mentee system between high-performing and low-performing accredited institutes, with a focus on newly accredited institutes

Key takeaway: A mentor-mentee system can potentially **uplift the collective performance of institutes that are closely situated.** Newly accredited institutes, in



particular, require **assistance in the initial period** to understand best practices around completing their responsibilities, supporting students with materials and training, and monitoring their performance.

1. **Experienced incharges and staff from nearby, high-performing AIs can provide mentorship and training to select AIs for a period of 1-2 years or as feasible.**
 - a. This can be set up by DWE based on **pass rate data** provided by RSOS. Based on the data, **DWE can link high pass rate schools to mentor accredited institutes that show scope in improving pass rates or are newly accredited.**
 - b. A prominent CSO in Barmer and 2/2 newly accredited institutes mentioned that a mentorship program would be useful in improving the performance of new AIs.
 - c. As per DWE officials in Barmer, such **visibility activities can improve the incentive** to be a high performing school. **Additional financial and non-financial incentives to mentor schools may also be considered.**
2. **Provide dedicated onboarding and training to newly accredited institutes.**
 - a. During these, it will be important to onboard the new institutes on **the guidelines and key responsibilities documents** for different stakeholders.
 - b. DWE, in coordination with RSOS, may also utilize trainers and incharges from schools displaying relatively higher pass rates. This will serve to recognize and encourage efforts.



Annexure A: Enrollment and age-distribution

Table 1: Year-wise enrolment of beneficiaries between 2020-2022

Year	Course	2020	2021	2022
Number of beneficiaries	Total	78478	57713	49519
Number of beneficiaries	12th	28002	26765	24883
Share of beneficiaries (%)	12th	35.7	46.4	50.2
Number of beneficiaries	10th	50476	30948	24636
Share of beneficiaries (%)	10th	64.3	53.6	49.8

Table 2: Year-wise age distribution of scheme beneficiaries

Age groups	Class 10			Class 12			Insight
	% of total beneficiaries			% of total beneficiaries			
	2020-21	2021-22	2022-23	2020-21	2021-22	2022-23	
14-18	21%	23%	57%	5%	15%	36%	<ul style="list-style-type: none"> • Substantial increase in enrolment among the 14-18 age group in 2022-23 • Suggests that school girls dropped out and enrolled in open school • Mobilizing channels may be lower for other age groups
19-21	26%	21%	12%	30%	30%	23%	
22-25	16%	17%	9%	23%	19%	13%	
26-30	13%	15%	9%	15%	14%	10%	
31-35	10%	13%	7%	11%	11%	9%	
36 +	14%	11%	6%	15%	10%	9%	



Annexure B: Geographical variation in pass rate

Table 1: Variation between Urban and Rural Enrollment and pass rates

AI centers (2021)	Course	Number of AI's	% share of total AI's	Total enrollment	% of total enrollment	Mean Pass Rates	Average Age
Total	10th	447	100%	30036	-	51%	25
Urban	10th	115	25.7%	9138	30%	52%	25
Rural	10th	330	73.8%	20898	70%	51%	26
Total	12th	409	100%	25465	-	53%	25
Urban	12th	109	26.7%	7479	29%	57%	25
Rural	12th	298	72.9%	17712	70%	52%	25



Table 2: Average district pass rate for 10th class in 2020

Geography	Avg pass %	% share of total Enrollment	Total no. of AIs	# of low pass rate AIs	# of medium pass rate AIs	# of high pass rate AIs
<p>Low pass rate AI: <=33% pass rate; Medium pass rate AI: >33% but <=60%; High pass rate AI: >60%</p>						
Rajasthan	49%	-	506	15%	54%	31%
District level breakdown						
Jhunjhunu	20%	~0%	6	4	2	0
Banswara	32%	1%	10	6	2	2
Dhaulpur	34%	0%	4	2	1	1
Bharatpur	36%	1%	11	4	6	1
Pratapgarh	39%	1%	8	2	6	0
Bundi	40%	3%	7	2	4	1
Sikar	40%	1%	10	3	6	1
Jhalawar	41%	4%	10	3	6	1
Jalore	43%	6%	12	3	8	1
Udaipur	44%	7%	27	5	18	4
Ajmer	46%	6%	25	2	21	2
S. Madhopur	47%	1%	10	3	5	2
Churu	48%	1%	9	2	4	3
Kota	48%	1%	10	1	6	3
Rajsamand	48%	5%	18	1	14	3
S. Ganganagar	48%	3%	13	1	9	3
Sirohi	49%	6%	20	3	13	4
Baran	50%	1%	11	1	7	3
Barmer	50%	9%	23	3	13	7
Bhilwara	50%	4%	32	4	20	8
Pali	50%	6%	21	3	12	6
Hanumangarh	51%	1%	6	1	3	2
Tonk	54%	2%	11	1	5	5
Alwar	56%	2%	19	0	13	6
Jaipur	56%	6%	48	5	20	23
Karauli	56%	1%	8	1	4	3
Chittorgarh	57%	3%	27	1	13	13
Dungarpur	58%	2%	16	1	7	8
Jodhpur	58%	7%	28	3	10	15
Bikaner	61%	2%	11	0	5	6
Nagaur	61%	2%	12	2	3	7
Jaisalmer	64%	2%	5	0	2	3
Dausa	65%	2%	18	1	6	11



Table 3: District wise distribution of AIs for 12th class in 2020

Geography	Avg pass %	% share of total Enrollment	Total no. of AIs	# of low pass rate AIs	# of medium pass rate AIs	# of high pass rate AIs
Low pass rate AI: <=33% pass rate; Medium pass rate AI: >33% but <=60%; High pass rate AI: >60%						
Rajasthan	52%	-	505	63	264	178
District-level breakdown						
Dhaulpur	19%	0%	4	2	2	0
Bharatpur	36%	1%	11	5	5	1
Baran	39%	1%	10	3	7	0
S. Madhopur	39%	1%	10	3	6	1
Tonk	44%	2%	11	2	7	2
Churu	45%	2%	9	1	7	1
Jhalawar	45%	2%	10	2	7	1
Karauli	46%	1%	8	1	6	1
Bundi	47%	1%	7	1	5	1
Hanumangarh	47%	1%	6	1	3	2
Rajsamand	48%	5%	18	2	12	4
Pratapgarh	49%	2%	8	1	6	1
Jaipur	50%	6%	48	7	25	16
Kota	50%	1%	10	3	3	4
Sirohi	50%	5%	19	2	11	6
Pali	51%	7%	20	4	10	6
Udaipur	52%	8%	27	2	17	8
Bhilwara	53%	6%	33	5	16	12
Chittorgarh	53%	4%	27	2	17	8
Dausa	53%	2%	18	0	14	4
Jaisalmer	53%	1%	5	1	0	4
Barmer	54%	8%	23	2	15	6
Bikaner	54%	2%	11	2	4	5
Jodhpur	54%	6%	28	3	13	12
Dungarpur	56%	3%	16	1	9	6
Nagaur	58%	2%	12	1	5	6
Sikar	60%	1%	10	1	4	5
Banswara	61%	1%	10	2	3	5
Ajmer	62%	7%	25	1	9	15
S. Ganganagar	62%	3%	13	0	6	7
Alwar	64%	2%	20	0	6	14
Jalore	64%	5%	12	0	4	8
Jhunjhunu	82%	1%	6	0	0	6



Annexure C: Methodology

1. Overview

We undertook qualitative interviews across key stakeholder types to understand reasons for varied enrolment and low pass rates.

- **Awareness and Enrollment challenges** were explored primarily **across beneficiaries, potential beneficiaries (not currently enrolled but eligible), and Saathins**. We covered topics like channels of awareness, challenges in enrollment (like documentation), depth of information shared, etc.
- **Reasons for low pass rates** were explored across **select accredited institutes and civil society organizations**. **Topics included** the process of book distribution, training, etc.
- The **reasons** and **recommendations** were triangulated across **all stakeholder types** to ensure accuracy and relevance.

For interviews of beneficiaries and potential beneficiaries, we followed a persona-based sampling to ensure the inclusion of diverse populations in the survey. For example, married women and/or women with children comprise 30% of the state's female population. Hence, they were intentionally included in the sample even though they account for a lower share in the current set of beneficiaries.

The following are considered key characteristics of out of school girls (Mitra et al., 2022⁵)

- a. **Urban/ rural:** Likelihood of OOS rural students 35% greater than OOS urban students
- b. **Income:** Increase in income reduces likelihood of OOS Students
- c. **Caste:** Likelihood of socially backward caste OOS students greater than socially high caste OOS students
- d. **CSO presence:** We additionally included the presence of CSO as an important factor for sampling.

Keeping this in mind, we also included girls of older age and belonging to lower income and social strata to create a representative sample for the interviews.

Next, beneficiaries and potential beneficiaries were categorized into 8 personas (4 each) based on three criteria:

- **% share in the scheme.** For instance, women below 20 (early re-entry persona) account for almost 50% of SSY beneficiaries
- **% share in the state's female population:** Women between 15-35 account for 40% of women's population in Rajasthan.
- **Context** (like the characteristics mentioned above) to provide unique insights.

⁵[Out-of-school girls in India: a study of socioeconomic-spatial disparities](#), GeoJournal, 2022



Persona Type	Stakeholder type	Reason for inclusion
<i>Not aware</i>	Potential beneficiary	To understand the mobilization gaps and mechanisms to reach women like them
<i>Aware and not interested</i>	Potential beneficiary	To understand the design tweaks needed to get women like them interested
<i>Aware and interested, but never enrolled</i>	Potential beneficiary	To understand what challenges apart from interest and scheme benefits women like them face to re-enter education
<i>Aware, interested and enrolled women who dropped out</i>	Potential beneficiary	What challenges do women like them face after being enrolled to continue in education through this scheme?
Ideal (representative)	Beneficiary	To understand how the scheme worked among women who got the benefits and represent a major share of OOSG.
Could have been an ideal	Beneficiary	To understand how the scheme worked among women who did not get the benefits like books or training and represent a major share of OOSG in the state.
Extremely motivated	Beneficiary	To understand how the scheme worked among women who dropped out for more than 20 years
Early re-entry into education	Beneficiary	What are the challenges women who just dropped out recently were facing

2. Method of sampling

Step 1: Classify districts based on outcome variable

Identify districts with above average secondary education indicators (women greater than 10 years of education) and below average secondary education indicators (women greater than 10 years of education) in the state.

Step 2: Stratify data based on the two district types

- For beneficiaries: Extract beneficiary data and classify all individuals into above average districts and below average districts.



- For non-beneficiaries: Extract SRB data and classify all individuals into above average districts and below average districts.

Step 3: Additional criteria (filters) before sampling

- For beneficiaries- sort based on information on caste and age.
- For non-beneficiaries: Sort the total list based on demographic variables like lower caste, married, household heads occupation to increase the likelihood of being a 'potential beneficiary'.

Step 4: Sampling

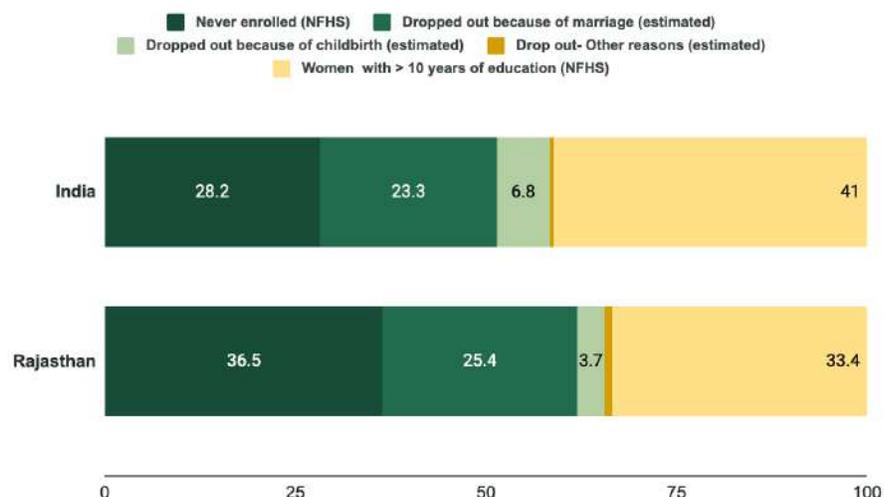
Sample 100 women each from above average and below average districts that fulfill the demographic characteristics.

Step 5: Persona mapping pre-questions and survey

Have the questions on scheme awareness, interest and enrolment in the beginning of the questionnaire to make sure to capture all the personas mentioned earlier.

Table 1: Summary of attributes of the 3 accredited institutes visited in Barmer

Type of AI	District	Pass %	Geography	Average Age	Total Enrolled in 2021-22	% of females out of total enrolled	Share of SC/ST of total in AI (%)
New	Barmer	7%	Rural	22	71	53%	65%
New	Barmer	12%	Rural	24	103	71%	69%
Old	Barmer	76%	Urban	25	74	60%	9%





Annexure D: District-wise Potential Demand for SSY

District	% Women dropped out with <10 years of education ⁶	Total no. of AIs	% share of AIs of total ⁷	AI per lakh population ⁸	Scheme Adoption (10th) ⁹
Rajasthan	33.4%	-		0.8	-
District level breakdown					
Jaisalmer	43.0%	5	0.9%	0.7 (<)	2%
Barmer	41.4%	23	4.7%	1.0 (>)	9%
Baran	37.3%	10	2.0%	0.9 (>)	1%
Jalore	37.3%	12	2.2%	0.7 (<)	6%
Dhaulpur	36.2%	4	0.9%	0.4 (<)	0%
Bikaner	34.4%	11	2.2%	0.5 (<)	2%
Karauli	33.8%	8	1.6%	0.6 (<)	1%
Sirohi	33.7%	13	4.2%	2.2 (>)	6%
Udaipur	33.7%	27	6.2%	1.1 (>)	7%
Pratapgarh	33.5%	8	1.6%	1.0 (>)	1%
Jhalawar	33.2%	10	1.8%	0.7 (<)	4%
Bharatpur	32.1%	11	2.0%	0.4 (<)	1%
Dungarpur	32.1%	16	3.1%	1.2 (>)	2%
Bhilwara	31.8%	33	6.6%	1.5 (>)	4%
Kota	30.7%	10	2.0%	0.6 (<)	1%
Nagaur	30.6%	12	2.7%	0.5 (<)	2%
Bundi	30.5%	7	1.5%	0.7 (<)	3%
Chittorgarh	30.5%	27	5.1%	1.8 (>)	3%
Pali	30.5%	20	4.0%	1.1 (>)	6%
Rajsamand	30.3%	18	3.3%	1.6 (>)	5%
Jodhpur	30.2%	28	5.5%	0.8 (=)	7%
Churu	29.5%	9	1.8%	0.5 (<)	1%

⁶ Estimated using NFHS-5 for the year 2019-20. **Formula:** 100- “Women with more than 10 years of schooling (%)”- Female age 6 years and above who never attended school

⁷ Estimated using administrative data received from RSOS for the year 2021-22.

⁸ Estimated using administrative data received from RSOS for the year 2021-22.

⁹ Estimated using administrative data received from RSOS for the year 2021-22.



S. Ganganagar	29.3%	10	2.4%	0.7 (<)	3%
S. Madhopur	29.1%	10	1.8%	0.7 (<)	1%
Alwar	28.9%	20	3.8%	0.6 (<)	2%
Tonk	27.5%	11	2.0%	0.8 (=)	2%
Banswara	27.4%	10	2.6%	0.8 (=)	1%
Ajmer	27.1%	25	3.8%	0.8 (=)	6%
Hanumangarh	26.7%	6	1.8%	0.6 (<)	1%
Sikar	26.5%	19	2.0%	0.4 (<)	1%
Dausa	24.8%	18	3.3%	1.1 (>)	2%
Jhunjhunu	21.6%	6	1.6%	0.4 (<)	0%
Jaipur	20.2%	48	8.8%	0.7 (<)	6%



Annexure E: Frequently asked questions for SSY

Certain questions came up repeatedly during our interviews with various stakeholder groups, including beneficiaries, potential beneficiaries, field functionaries, etc. It would be useful to **incorporate this information in IEC material, guidelines, and training of relevant stakeholders.**

1. 10th क्लास के पहली बार नामांकन फॉर्म किस महीने में भरे जाते हैं?

Answer:

2. 12th क्लास के पहली बार नामांकन फॉर्म किस महीने में भरे जाते हैं?

Answer:

3. 10th क्लास के नामांकन के लिए क्राउन-क्राउन से दस्तावेज चाहिए?

Answer:

4. 12th क्लास के नामांकन के लिए क्राउन-क्राउन से दस्तावेज चाहिए?

Answer:

5. हमारे घर के नज़दीक ओपन संदर्भ केंद्र स्कूल कौनसा है कैसे पता करे?

Answer:

6. क्या ओपन स्कूल की डिग्री की मान्यता सामान्य स्कूल की डिग्री के बराबर होती है या नहीं?

Answer:

7. एक क्लास को पास करने के लिए कितने चांस मिलते हैं?

Answer:

8. मेने एक स्कूल से नामांकन किया ओर मेरे दो विषय में दुबारा परीक्षा देने की ज़रूरत है ओर उसी समय मेरी शादी दूसरे ज़िले में हो गई क्या मैं दूसरे-तीसरे चांस के लिए दूसरे ज़िले के स्कूल से नामांकन कर सकती हूँ?

Answer: