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on dated 30 NOV 2017

# **Report of the Comptroller and Auditor General of India for the year ended 31 March 2016**

## **Performance Audit on Implementation of The Right of Children to Free and Compulsory Education Act, 2009**



**Government of Madhya Pradesh  
Report No. 5 of the year 2017**



<b>TABLE OF CONTENTS</b>		
	<b>Paragraph Number</b>	<b>Page Number</b>
Preface		v
Executive Summary		vii
<b>Chapter I</b>		
<b>Introduction</b>		
Introduction	1.1	1
Audit Objectives	1.2	4
Scope and coverage of Audit	1.3	4
Audit Methodology	1.4	4
Audit Criteria	1.5	4
Structure of Audit Report	1.6	5
Acknowledgement	1.7	5
<b>Chapter II</b>		
<b>Financial Management</b>		
Budget estimate and expenditure	2.1	7
Grant of ₹ 537 crore under 13 <sup>th</sup> Finance Commission not released	2.2	9
Short releases of funds by Government of India/State Government	2.3	10
Fixation of financial ceiling	2.4	11
Reimbursement of fees to private unaided school	2.5	12
Irregular reimbursement of fees to private aided schools	2.6	14
<b>Recommendations</b>	<b>2.7</b>	<b>14</b>
<b>Chapter III</b>		
<b>Free and Compulsory Elementary Education</b>		
Status of Educational Indicators	3.1	17
Identification of children	3.2	20
Access of children to school	3.3	22
Enrolment of target population	3.4	25

Enrolment in Government and Private Sector Schools	3.5	28
Retention and transition at Primary and Upper Primary level	3.6	29
Out of school children and their mainstreaming	3.7	33
Inclusive Education for Children with Special Needs	3.8	36
Early Childhood Care and Education	3.9	39
<b>Recommendations</b>	<b>3.10</b>	<b>40</b>
<b>Chapter IV</b>		
<b>Teachers</b>		
Availability of teachers	4.1	43
Engagement of Part Time Instructors	4.2	46
Qualification of teachers	4.3	46
Appointment of Guest Teacher	4.4	48
Induction/In-service Training of Teachers	4.5	49
Responsibility of teacher	4.6	49
Deployment of teachers in other duties	4.7	50
<b>Recommendations</b>	<b>4.8</b>	<b>51</b>
<b>Chapter V</b>		
<b>Quality of Education in State Government schools</b>		
Infrastructure in schools	5.1	53
Availability of school building and classrooms	5.2	56
Curriculum and evaluation process for elementary education	5.3	60
Learning Enhancement Tools	5.4	61
State Level Achievement Survey	5.5	65
National Achievement Survey	5.6	65
<i>Pratibha Parv</i> : An initiative for quality improvement	5.7	66
Baseline and End line test	5.8	67
Award of Certificate for completion of elementary Education	5.9	68
<b>Recommendations</b>	<b>5.10</b>	<b>68</b>

<b>Chapter VI</b>		
<b>Implementation of RTE Act in other than State Government Schools</b>		
Recognition of private sector schools	6.1	71
Admission of children belonging to disadvantaged groups and weaker section in private unaided schools	6.2	75
Admission in private aided schools	6.3	77
Admission of Students in specified category of school	6.4	78
<b>Recommendations</b>	<b>6.5</b>	<b>79</b>
<b>Chapter VII</b>		
<b>Monitoring and Grievance Redressal</b>		
Formation of State Advisory Council	7.1	81
School Management Committee	7.2	81
Role of Parents	7.3	83
Role of elementary education officer	7.4	83
Monitoring of schools by <i>Jan Shikshak</i>	7.5	84
Monitoring of school at block level and district level	7.6	85
Evaluation study/impact assessment of RTE Act	7.7	86
Incorrect reporting in Unified-District Information System for Education	7.8	86
Grievance redressal of teachers	7.9	87
Protection of Rights of Children	7.10	88
<b>Recommendations</b>	<b>7.11</b>	<b>89</b>
<b>Chapter VIII</b>		
<b>Conclusion</b>		<b>91</b>

<b>LIST OF APPENDICES</b>		
<b>Appendix Number</b>	<b>Details</b>	<b>Page Number</b>
1.1	Organizational set-up	95
1.2	List of Sample districts and blocks	96
1.3	List of Sample Schools	98
3.1	Statement showing the status of educational indicators in test checked districts during 2015-16	111
3.2	Habitations without schooling facilities in test checked districts	112
3.3	Position showing the out of school children covered in training and brought into mainstream	113
3.4	Statement showing status of OOSC, training and mainstreaming of OOSC in test checked districts	114
4.1	Statement showing no. of PS and UPS having adverse PTR in test checked districts	115
4.2	Statement showing no. of test checked PS and UPS having adverse PTR	116
4.3	Statement showing target and achievement of in-service training and induction training of teachers	117
5.1	Statement showing Infrastructure facilities not available in test checked Schools	120
5.2	Statement showing district wise non availability of facilities in test checked schools	121
5.3	Status of incomplete works in test checked districts as on March 2016	122
5.4	Status of works not started in test checked districts as on March 2016	123
5.5	Statement showing the result of end line test (class I to VIII) pertaining to ability of students in subject language, mathematics and English (in Percentage)	124
7.1	Status of discrepancies noticed in test checked schools	125
<b>Glossary of Abbreviations</b>		<b>127</b>

## PREFACE

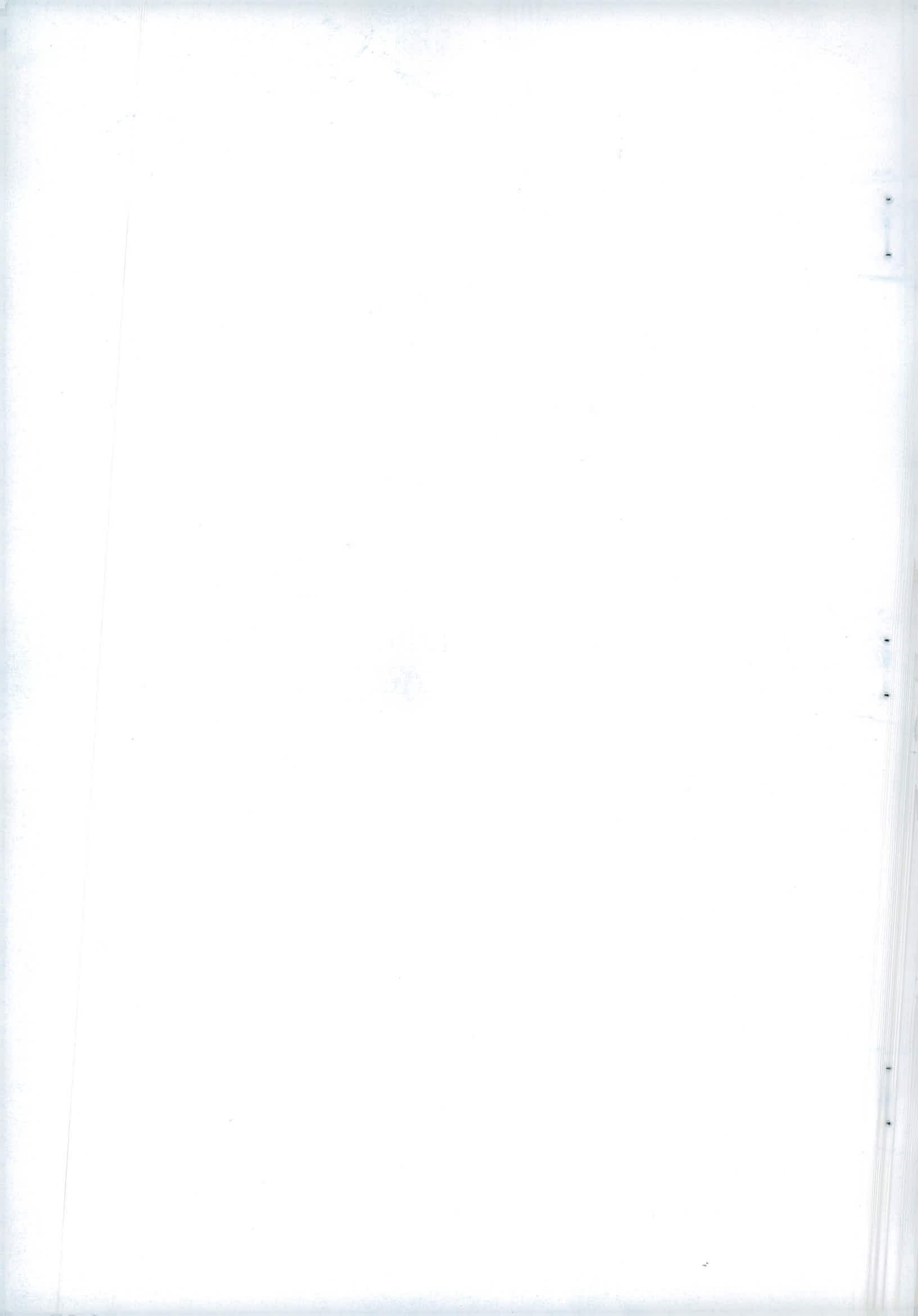
This Report for the year ended March 2016 has been prepared for submission to the Governor of Madhya Pradesh under Article 151 of the Constitution of India.

This Report of the Comptroller and Auditor General of India contains the results of Performance Audit of Implementation of The Right of Children to Free and Compulsory Education Act 2009. Performance Audit covered the period 2010-11 to 2015-16.

The instances mentioned in this Report are those, which came to notice in the course of test audit for the period 2010-11 to 2015-16 as well as those which came to notice in earlier years, but could not be reported in the previous Audit Reports; matters relating to the period subsequent to 2015-16 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Audit wishes to acknowledge the cooperation received from School Education Department, Madhya Pradesh at each stage of the audit process.







## **Executive Summary**



## Executive Summary

National Policy on Education, 1986 (revised in 1992) emphasizes universal access and enrolment to elementary education, universal retention of children up to 14 years of age and a substantial improvement in the quality of education to enable all children to achieve essential levels of learning. Achieving universal primary education was one of the Millennium Development Goals (MDGs) of India, which aimed to ensure that by 2015, children everywhere, boys and girls alike, would be able to complete a full course of primary education. MDGs originated from the Millennium Declaration adopted by the General Assembly of the United Nations in September 2000.

The Constitution (Eighty-sixth Amendment) Act, 2002 inserted Article 21-A in the Constitution of India, which provides for free and compulsory education of all children in the age of six to 14 years as a Fundamental Right. The Right of Children to Free and Compulsory Education Act, 2009 (RTE Act) was enacted by the Parliament in August 2009, which came into force on 1 April 2010. The RTE Act provided further impetus for universal access to elementary education, compulsory enrolment of children, attendance and completion of elementary education. For carrying out provisions of the RTE Act, Government of Madhya Pradesh framed Right of Children to Free and Compulsory Education Rules, 2011 (MP RTE Rules) in March 2011.

In the above background, we conducted the performance audit of implementation of the RTE Act in the State. The performance audit was carried out between March 2016 and August 2016. The period of coverage of the performance audit was from the inception of implementation of the RTE Act in the year 2010-11 to 2015-16.

Audit noticed that the objective of universal elementary education to all children could not be achieved in the State, even after six years of enactment of the RTE Act. Household survey (HHS) for identification of out of school children (OOSC) was deficient in as much as it ignored marginalized children. The universal retention in elementary education was not achieved due to high dropouts. There was improvement in infrastructure facilities in government schools, but large number of schools were still without the prescribed infrastructure. Teachers, who play a pivotal role in schooling system, were not available in schools according to norms under the RTE Act. The quality of education imparted in elementary education in government schools was lagging behind. The important findings of performance audit are given below:

### 1. Financial Management

- There was no separate budget for implementation of the RTE Act in the State. The activities under the provision of the RTE Act were carried out through the funds available under *Sarva Shiksha Abhiyan* (SSA). Audit noticed that Government of India (GoI) and State Government short released ₹ 7,284.61 crore for SSA against approved outlay of Annual Work Plan and Budget (AWP&B) during 2010-16. However, School Education Department (Department) failed to utilise available fund for SSA, which resulted in large unspent balances and less release of fund from GoI.

(Paragraphs 2.1 and 2.3)

- The RTE Act provides that private unaided schools, providing free and compulsory education under the Act, shall be reimbursed expenditure incurred by it to the extent of per child expenditure incurred by the State, or actual amount charged from the child, whichever is less. Audit noticed that ₹ 357.70 crore was reimbursed to private schools as on March 2016. In three test checked districts, fee reimbursement of ₹ 1.01 crore was paid to 303 unrecognised schools. There were cases of excess payments and double payments to schools towards fee reimbursement.

(Paragraph 2.5)

## 2. Free and compulsory elementary education

- Net Enrolment Ratio (NER) in primary education and proportion of pupils starting Class I who reach Class V, were identified as indicators to measure the achievement of MDG. The NER of State as on March 2016 was less as compared to All India average. State was able to achieve marginal growth in NER at upper primary level (Classes VI to VIII). However, audit noticed decline in NER at primary level (Classes I to V) from 93.66 per cent (2013-14) to 79.83 per cent (2015-16).

Further, there were 24 per cent and 23 per cent drop out of children, starting Class I during 2010-11 and 2011-12 who reached Class V during 2014-15 and 2015-16 respectively. Thus, State could not achieve MDGs targets, though it was under obligation to ensure completion of elementary education of every child under the RTE Act.

(Paragraph 3.1)

- Local authorities were required to maintain records of children to monitor enrolment, attendance and learning achievement. However, such records were not maintained. Department was still under process to delineate role and responsibilities to local authorities. Annual HHS under *School Chalein Hum Abhiyan* for identifying children from zero to 14 years did not cover vulnerable categories of children. As a result, the data of OOSC in the State was not reliable. National Sample Survey on Estimation of OOSC (September 2014) reported 4.51 lakh OOSC in the State, whereas HHS 2015-16 identified only 0.60 lakh OOSC.

(Paragraphs 3.2 and 3.7)

- The data compiled for enrolment of children in elementary education was also not reliable. Unified-District Information System for Education (U-DISE) was the data capture format used across the country for the entire school education. Audit noticed difference in the range of 3.97 lakh to 16.18 lakh in enrolment figures for classes I to VIII as per HHS and those reported in U-DISE during the HHS survey period 2011-12 to 2015-16. Districts reported cases of double and fake enrolments and wrong entries in U-DISE.

(Paragraph 3.4)

- During 2010-16, 10.25 lakh children in the State left the schooling after primary stage (class V), while 4.09 lakh children left the schooling after class VII without enrolling in class VIII. Thus, universal retention of children in elementary education could not be achieved.

(Paragraph 3.6)

### 3. Teachers

The RTE Act provides for ensuring prescribed pupil teacher ratio (PTR) within three years of the commencement of the Act, i.e., by March 2013. However, 18,940 State Government schools at primary level and 13,763 schools at upper primary level (Class VI to VIII) had adverse PTR as on March 2016. Further, there should not be single teacher school as per RTE norms. However, 18,213 State Government schools were running with single teacher as on March 2016. Audit noticed that there were 63,851 vacant posts of teachers/head teachers in primary schools and upper primary schools as on March 2016. However, large number of vacant posts of teachers co-existed with posting of excess number of teachers in many districts/schools.

(Paragraph 4.1)

### 4. Quality of education in State Government schools

- Department could not ensure availability of prescribed infrastructure in State Government schools within the specified time period under the RTE Act, i.e., by March 2013 and large number of schools were lacking these facilities even as on March 2016. In the State, adverse Student Classroom Ratio was noticed in 12,769 primary school (PS) and 10,218 upper primary school (UPS) as on March 2016.

(Paragraphs 5.1 and 5.2)

- Department introduced *Pratibha Parv* programme in the year 2011-12 to assess and evaluate the academic performance of students of all Government PS and UPS. The results of *Pratibha Parv* revealed that the educational quality did not improve in State Government schools, as the percentage of Grade A and Grade B students steadily declined during 2013-16. During the beneficiary survey, 71 per cent parents reported that their children were not provided additional academic help by schools.

Department conducted an End Line Test in August 2016 which revealed that majority of students were not able to read, write and recognise words and lacked age appropriate mathematical ability.

(Paragraphs 5.7 and 5.8)

### 5. Implementation of the RTE Act in other than State Government schools

- There was no mechanism to track opening, running and closing of private sector schools. The records of recognition were not maintained by District Education Officers and Block Elementary Education Officers, who were responsible for providing recognition to private schools.

(Paragraph 6.1)

- Only 67 per cent to 71 per cent of private sector unaided schools in the State provided admission to children under the RTE Act. Department had no information about the reasons due to which remaining private sector schools did not implement the RTE Act.

(Paragraph 6.2)

## **6. Monitoring and grievance redressal**

- School Management Committee (SMC) was formed in all test-checked State Government schools. However, the required proportion of representation of parents/guardians was not found in SMCs of 87 schools out of 390 test-checked schools. Beneficiary survey revealed that some of the parents, who were part of SMC, were not aware of their roles in SMC, which jeopardised the objective of forming SMC. Further, the targets for inspection of schools by district level and block level officials were not achieved.

**(Paragraphs 7.2, 7.5 and 7.6)**

- Grievance redressal mechanism for teachers and students at district level was not put in place as required under the RTE Act and MP RTE Rules.

**(Paragraphs 7.9 and 7.10)**

## **7. Summary of Recommendations**

- Department should make efforts to utilise the available funds provided by GoI and State Government and strengthen the expenditure control mechanism.

- The performance of duties assigned to Local Authorities under the RTE Act/Rules should be ensured. Department should ensure Aadhaar seeding with SAMAGRA ID, which is allotted by State Government as the unique ID for each child, to monitor his/her enrolment, attendance and learning achievement and to prevent double enrolment and duplication in enrolment.

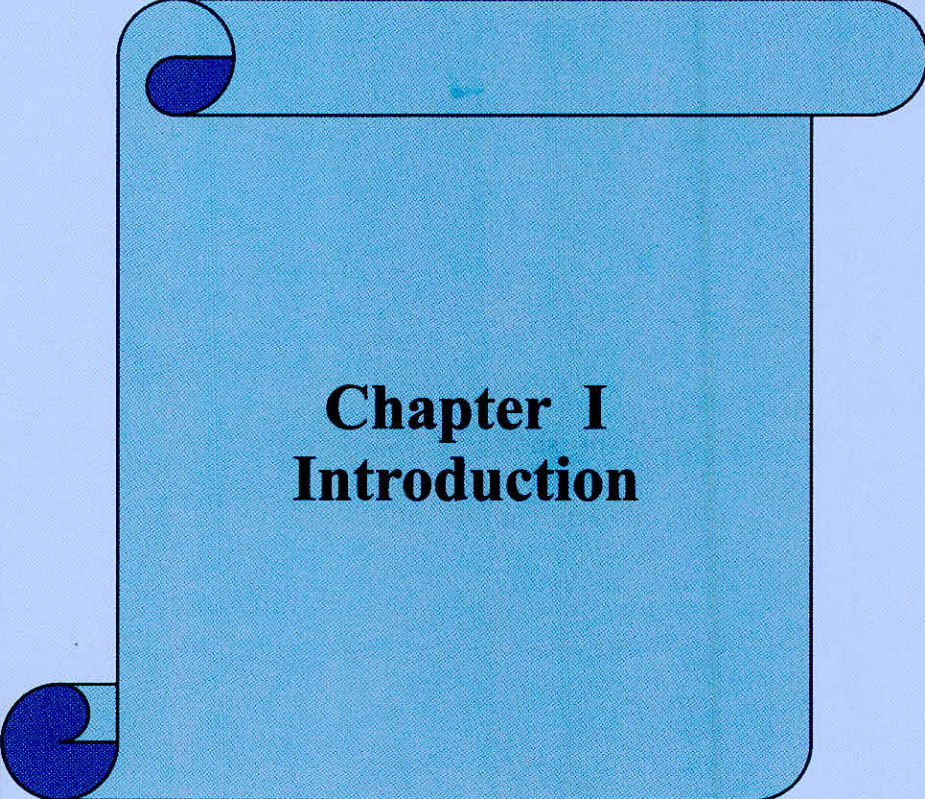
- Department should ensure that instructions for rationalisation of teachers are implemented effectively so as to ensure that there are no adverse pupil teacher ratio and single teacher school in the State. Steps should be taken to fill up the vacant posts.

- Department should ensure that all schools must comply with infrastructural norms for an effective learning environment.

- Mechanism developed by Department for recognition of private schools through Education Portal needs to be more effective and maintenance of records of recognition should be ensured both at State and district levels for future convenience. A system should be developed to track the opening, running and closing of private schools in the interest of students.

- SMC should be formed with requisite number of members. SMC members should be made aware of their functions under the RTE Act and members need to be empowered through arranging training programme at regular interval.

- The grievance redressal mechanism for teachers and students should be strengthened.



**Chapter I**  
**Introduction**





# Chapter I

## Introduction

### 1.1 Introduction

The Right of Children to Free and Compulsory Education Act, 2009 was enacted by the Parliament in August 2009, which came into force on 1 April 2010. The Act provides for right of every child of the age of six to fourteen years to free and compulsory education till the completion of his or her elementary education from first class to eighth class.

The concept of free and compulsory education is not new in India. The right to education was discussed extensively during the drafting of the Constitution. The Constituent Sub-Committee on Fundamental Rights included the right to primary education as a fundamental right: "*Clause 23- Every citizen is entitled as of right to free primary education and it shall be the duty of the State to provide within a period of ten years from the commencement of this Constitution for free and compulsory primary education for all children until they complete the age of fourteen years.*" However, the Advisory Committee of the Constituent Assembly placed it in the category of Directive Principles of State Policy under Article 45 of the Constitution.

In 1992, India became signatory to the UN Convention on Rights of the child. Article 28 of this Convention asks the States to "make primary education compulsory and available free to all". In 1993, Supreme Court of India, in *Unnikrishnan and others Vs State of Andhra Pradesh and others*, held that the citizens of the country have a fundamental right to education and this right flows from Article 21 of the Constitution. Further, one of the Millennium Development Goals, which originated from the Millennium Declaration adopted by the General Assembly of the United Nations in September 2000, was to achieve universal primary education.

The Constitution (Eighty-sixth Amendment) Act, 2002 inserted Article 21A in Chapter III of the Constitution, which conferred a fundamental right to education on all children in the age group six to 14 years and read as:

*"21A. The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine."*

Provisions for early childhood care and education to children below the age of six years have been made through the 86<sup>th</sup> Constitutional Amendment Act, which substituted Article 45 with the new Article, that read as:

*"45. The State shall endeavour to provide early childhood care and education to all children until they complete the age of six years"*.

The Right of Children to Free and Compulsory Education Act, 2009 (RTE Act) represents the consequential legislation envisaged under Article 21-A and Article 45 in the Constitution of India. The salient features of the RTE Act are:

- The appropriate Government/local authority should ensure compulsory admission, attendance and completion of elementary education by every child of the age of six to 14 years in neighbourhood school;
- Where a child above six years of age has not been admitted in any school or though admitted, could not complete elementary education, then, the child is to be admitted in a class appropriate to his/her age and in order to be at par with others, has the right to receive special training as may be prescribed;
- It provides for admission of children belonging to weaker section and disadvantaged group in a private unaided school to the extent of at least 25 per cent of the strength of class 1 of the school;
- The Act lays down the norms and standards relating *inter alia* to qualification for appointment of teachers, pupil teacher ratios (PTRs), buildings and infrastructure of school, school working days and working hours;
- It prohibits - (a) physical punishment and mental harassment, (b) screening procedure for admission of children, (c) capitation fee, (d) private tuition by teachers, and (e) running of school without recognition; and,
- The Act provides for protection and monitoring of the child's right to free and compulsory education and redressal of grievances by the National and State Commissions for Protection of Child Rights;

In exercise of powers conferred under the RTE Act, the Government of Madhya Pradesh (GoMP) notified Right of Children to Free and Compulsory Education Rules, 2011 (MP RTE Rules), which came into force in March 2011. The MP RTE Rules *inter alia* provides for the following:

- duties of State government and local authority relating to identification of children. Special training for out of school children for a minimum period of three months and maximum period of not exceeding two years.
- areas or limit of neighbourhood school and procedure for recognition of private schools.
- procedures for formation and functioning of school management committee, preparation of school development plan and grievances redressal of teacher.
- It prohibits segregation of children belonging to weaker section and disadvantaged group admitted in private unaided school from other children in the classroom and discrimination from rest of children in any manner relating to entitlement and facilities such as text book, uniform, library and extra-curricular activities.

As on March 2016, there were 83,838 schools running by School Education Department/local bodies, 30,417 schools by Tribal Welfare Department, 928 private aided schools, 25,518 private unaided schools, 164 central government schools and 1716 other management schools in the State for elementary education. *Sarva Shiksha Abhiyan* (SSA), which is a Centrally Sponsored Scheme, acts as the programmatic vehicle for the delivery of the RTE Act.

The framework for implementation of SSA was revised in March 2011 to align with the provisions of the RTE Act.

### 1.1.1 Organizational set-up

The Additional Chief Secretary, School Education Department is responsible for overall implementation of the RTE Act in the State. The State Advisory Council advises the Government on implementation of the RTE Act. Under MP RTE Rules, Commissioner, *Rajya Shiksha Kendra* (RSK), who is the Mission Director of SSA, is responsible for management of elementary education at State level. Commissioner, Directorate of Public Instructions (DPI) controls the establishment matter of schools, i.e., recruitment of teachers and payment of their salary and providing grants-in-aid to Government aided schools. Commissioner Tribal Development is responsible for schools managed by Tribal Welfare Department. District Institute of Education and Training (DIET) provides training of teachers.

State Commission for Protection of Child Rights (SCPCR), functioning under M.P. Commission for Protection of Child Rights Rules, 2007, is responsible for monitoring of child's right to education and inquire into complaints relating to child's right to free and compulsory education.

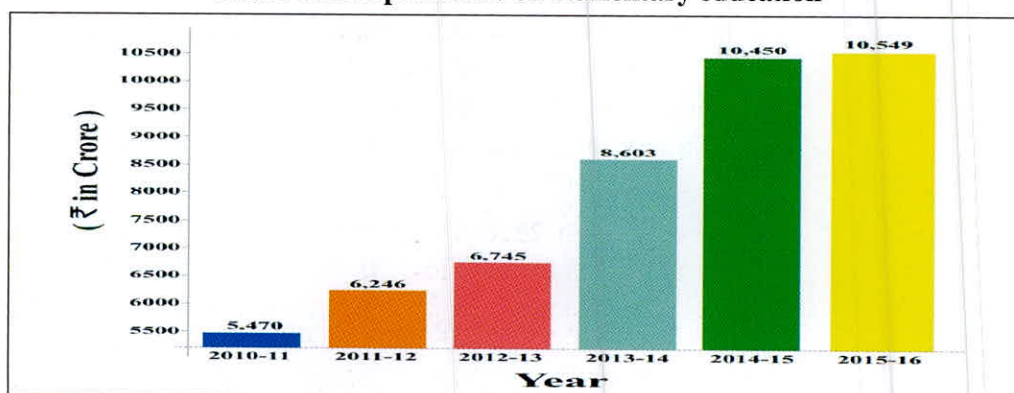
At district level, District Education Officer (DEO) is responsible for management of elementary education. Besides, the Block Resource Centre Coordinator (BRCC), who is declared as the Block Elementary Education Officer (BEEO) under MP RTE Rules, is responsible for implementing programmes for elementary education at block level. School Management Committee (SMC) monitors the working of school.

For implementation of SSA at district level, District Collector is the District Mission Director and Chief Executive Officer (CEO), *Zila Panchayat* is the District Project Director. The District Project Co-ordinator (DPC) of *Zila Shiksha Kendra* executes the activities of SSA. The *Janshikshak* co-ordinates academic activities in a cluster of schools. The organogram for elementary education in the State is shown in **Appendix- 1.1**.

### 1.1.2 Expenditure on Elementary Education

During 2010-16, expenditure of ₹ 48,063.85 crore was incurred on elementary education in the State, which included expenditure on Centrally Sponsored Schemes, as depicted in **Chart 1.1**.

**Chart 1.1: Expenditure on elementary education**



(Source: Finance Accounts Volume-II)

## 1.2 Audit Objectives

The performance audit of implementation of the RTE Act was carried out to assess whether:

- the RTE Act was implemented and monitored in a planned manner to achieve its objectives to make elementary education as fundamental right for all children between age of six to fourteen years; and
- the funds allocated were being utilized in an economic and effective manner.

## 1.3 Scope and coverage of Audit

The performance audit of implementation of the RTE Act was conducted between March and August 2016 covering the period 2010-11 to 2015-16. At the State level, records were test checked and information collected from the offices of Commissioners, RSK, DPI, Tribal Development, Integrated Child Development Services; and Chairpersons, State Advisory Council and SCPCR.

Out of 51 districts in the State, 13 districts<sup>1</sup> were selected by Probability Proportionate Sampling Without Replacement method (PPSWOR) and 48 blocks out of 80 blocks in these sampled districts and 390 schools (30 schools from each sampled districts) were sampled on the basis of Simple Random Sampling Without Replacement Method (SRSWOR). The details of sampled districts, blocks and schools are given in *Appendix 1.2* and *Appendix 1.3*. Collection of information and test check of records was done in selected districts in the offices of *Zila Shiksha Kendra*; DEO; DIET; CEO, *Zila Panchayat*; Commissioner, Municipal Corporations/ Municipalities; Assistant Commissioner, Tribal Development (ACTD) and District Collectors.

The school level inspection was carried out by visiting Government and private aided schools. The required information related to Private unaided schools were collected from appropriate government offices. Audit also conducted joint beneficiary survey of 1,274 students and 1,007 parents alongwith department officials in selected schools.

## 1.4 Audit Methodology

An Entry Conference was held on 11 March 2016 with Commissioner, RSK and other functionaries to discuss the audit objectives, scope and criteria. The draft report was issued to School Education Department on 31 August 2016. Exit Conference was held on 9 November 2016 with Secretary, School Education Department. The views/replies of Department have been incorporated suitably in the report.

## 1.5 Audit Criteria

Audit findings were benchmarked against the following criteria:

- Right of Children to Free and Compulsory Education Act, 2009;

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<sup>1</sup> Balaghat, Bhopal, Burhanpur, Chhindwara, Datia, Dhar, Indore, Jhabua, Morena, Panna, Ratlam, Shahdol and Singrauli.

- Right of Children to Free and Compulsory Education Rules, 2011 framed by State Government;
- Annual Work Plan and Budget (AWP&B) of RSK and DPCs;
- Minutes of Project Approval Board, Ministry of Human Resource Development (MoHRD), Government of India (GoI);
- SSA manual on Financial Management and Procurement, 2010;
- Rules regulating the appointment, terms and conditions of services of teachers;
- Data available on Unified District Information System for Education (U-DISE) and Education Portal of School Education Department;
- Financial Rules of GoI/State Government; and,
- Various guidelines, orders, notifications, circulars, instructions issued by GoI/State Government for implementation of Act.

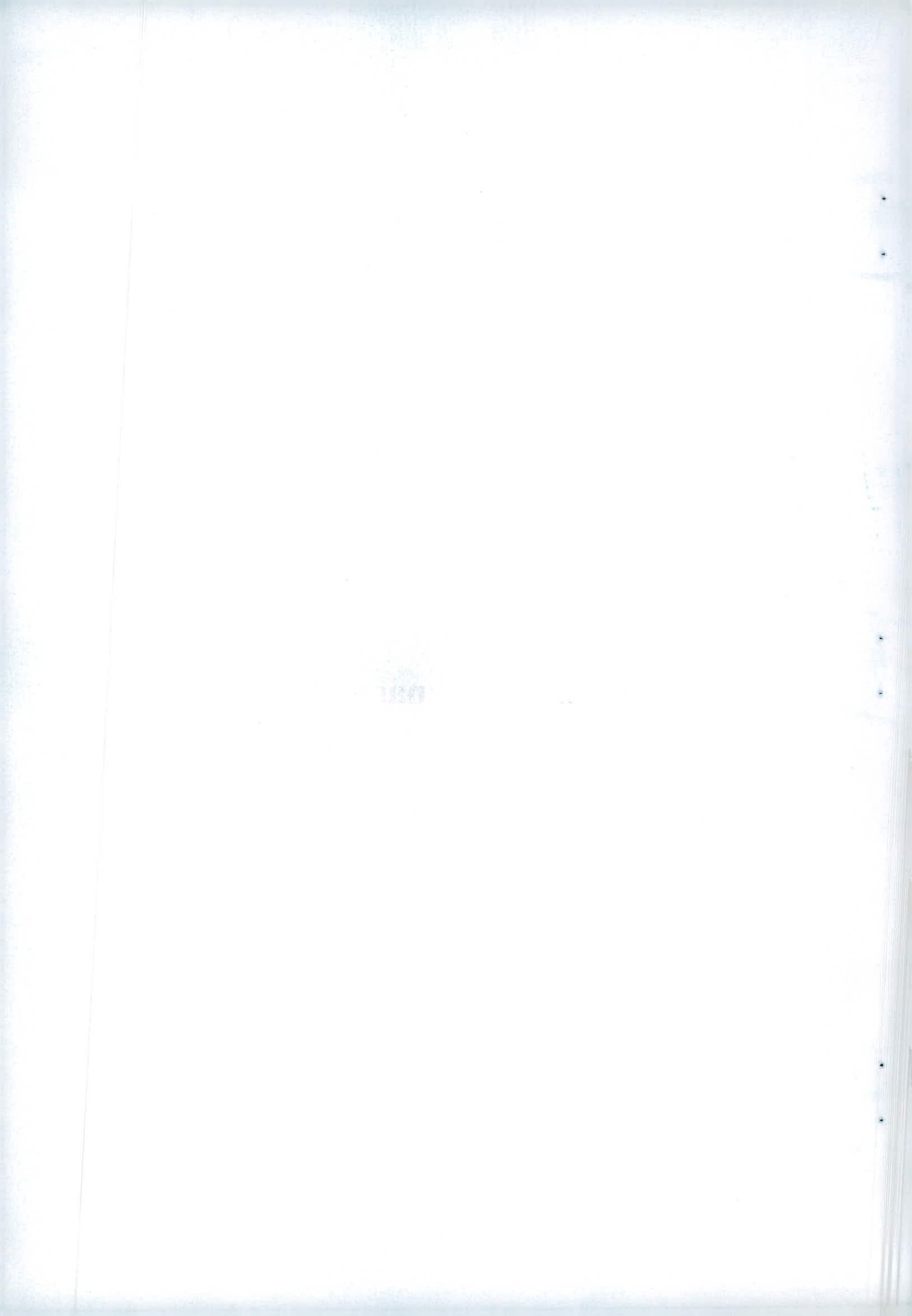
## **1.6 Structure of Audit Report**

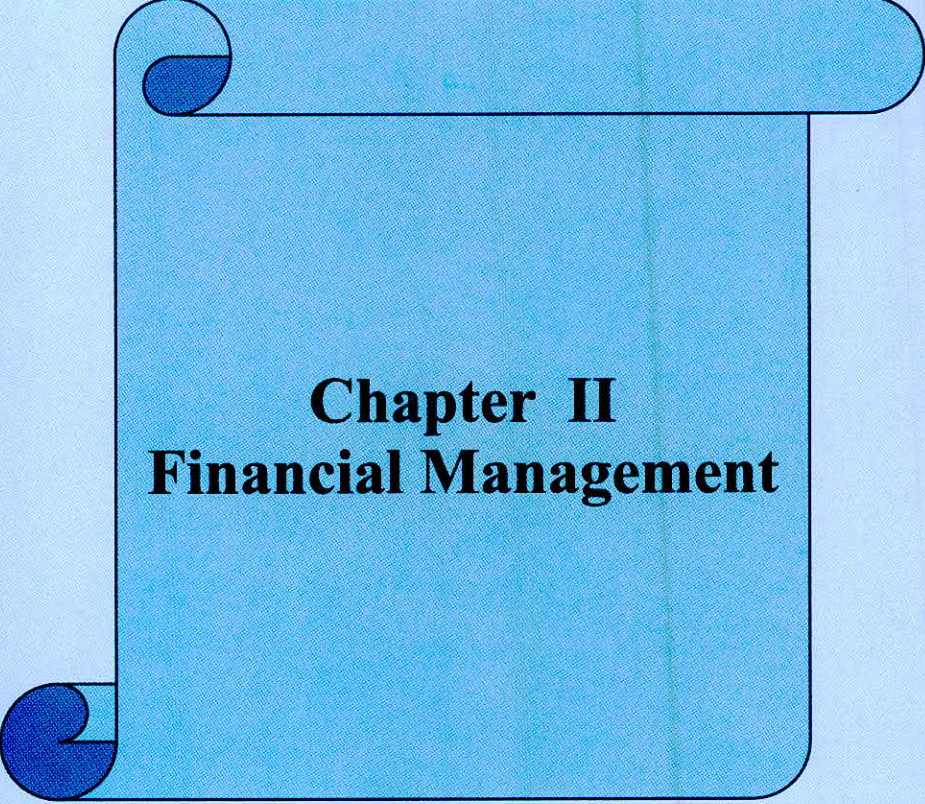
The layout of the Report is as under:

- Chapter II- Financial Management;
- Chapter III - Free and Compulsory Elementary Education;
- Chapter IV - Teachers;
- Chapter V - Quality of Education in State Government Schools;
- Chapter VI - Implementation of the RTE Act in other than State Government Schools;
- Chapter VII - Monitoring and Grievance Redressal;
- Chapter VIII - Conclusion

## **1.7 Acknowledgement**

We acknowledge the cooperation extended by State Government for conducting the performance Audit.





**Chapter II**  
**Financial Management**





## Chapter II

### Financial Management

Section 7 (1) of the Act states that the Central Government and the State Governments shall have concurrent responsibility for providing funds for carrying out the provisions of this Act. However, there was no separate budget for implementation of the RTE Act in the State. The activities under provision of the RTE Act were carried out through the funds available under SSA.

#### 2.1 Budget estimate and expenditure

The budget proposals under SSA are prepared in the form of Annual Work Plan and Budget (AWP&B), covering all the interventions specified in the SSA framework. Item wise budget demands for one year are included in the AWP&B, which are reviewed and approved by Project Approval Board (PAB). Each year, Government of India releases funds to State Government for implementation of SSA based on the approved outlay for the State by PAB.

The 13<sup>th</sup> Finance Commission (FC) had also allocated ₹ 2,216.00 crore for elementary education in the State. Out of which, ₹ 1,679 crore was released to State during 2010-14. The PAB approved outlay for SSA is reduced to the extent of 13<sup>th</sup> FC funds and the GoI and State's share in the prescribed ratio is then worked out.

The funding pattern for SSA between the Central and State Government was in ratio 65:35 from the year 2010-11 to 2014-15 and 60:40 from 2015-16. Government of India till the year 2013-14 released funds directly to RSK for implementation of SSA programme. From the year 2014-15, funds were released to State Government and the State Government transferred the funds to RSK through budget provision.

The details of allocation and expenditure against the approved AWP&B under SSA during the year 2010-11 to 2015-16 are shown in **Table 2.1**.

**Table 2.1: Status of expenditure against AWP & B**

(₹ in crore)

Year	Approved AWP & B	Allocation of funds (percentage)	Expenditure (percentage)
2010-11	3994.39	3289.52 (82)	2181.80 (55)
2011-12	4447.36	3322.27 (75)	3623.03 (81)
2012-13	4196.88	2625.99 (63)	3462.92 (83)
2013-14	3695.35	3625.45 (98)	3692.31 (100)
2014-15	4440.84	2225.67 (50)	2839.09 (64)
2015-16	4606.34	2470.65 (54)	2106.74 (46)

(Source: AWP&B and statutory audit reports of RSK)

The allocation of funds for implementation of SSA during 2010-16 was not at the level of outlays approved by AWP&B. The allocation of fund during the years 2014-15 and 2015-16 were substantially less at 50 per cent and 54 per cent. The expenditure during these years was 64 per cent and 46 per cent

Department failed to utilise available fund for SSA, which resulted in large unspent balances and less release of fund from GoI.

respectively of approved outlay. Department attributed (November 2016) less expenditure to short receipt of funds from GoI and State Government. However, audit scrutiny revealed that Department was unable to utilise funds available to it under SSA, which resulted in large unspent balances and less release of grants-in-aid from GoI in subsequent years.

### 2.1.1 Failure to utilise available fund for SSA

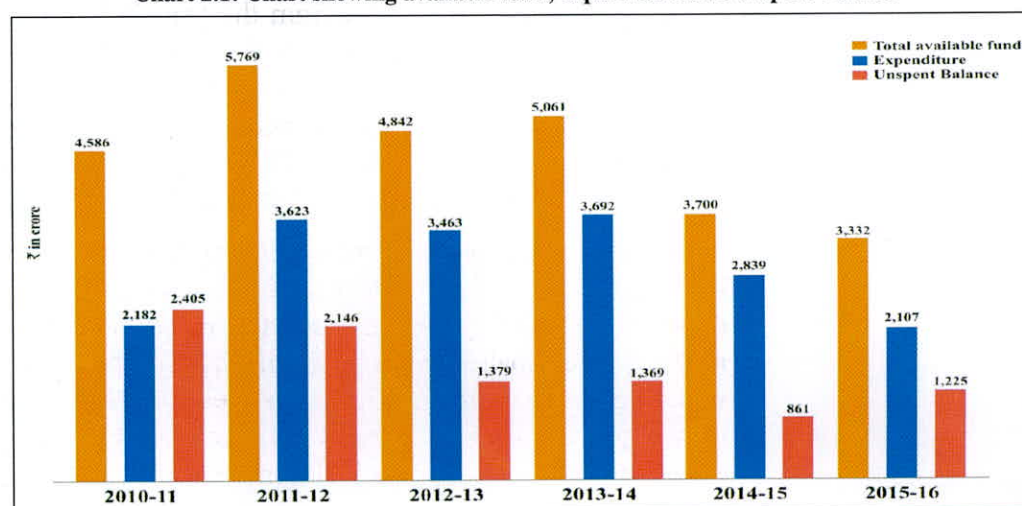
During the period 2010-16, out of the available ₹ 19171.30 crore for SSA, ₹ 17905.89 crore was utilised leaving an unspent balance of ₹ 1265.41 crore. The year wise details of total available fund for SSA, expenditure and unspent balances during 2010-16 were as given in **Table 2.2** and **Chart 2.1**.

**Table 2.2: Status of available fund, expenditure and unspent balance under SSA**  
(₹ in crore)

Year	Opening balance	GoI releases	State Government releases	13 <sup>th</sup> FC releases	Interest and other receipts	Total available fund	Expenditure	Unspent Balance (per cent)
2010-11	1263.65	1767.83	1201.69	320.00	33.23	4586.40	2181.80	2404.60 (52)
2011-12	2404.60	1904.27	1034.00	384.00	42.20	5769.07	3623.03	2146.04 (37)
2012-13	2146.04	1353.43	820.56	452.00	69.90	4841.93	3462.92	1379.01 (28)
2013-14	1379.01	2004.09	1098.36	523.00	56.95	5061.41	3692.31	1369.10 (27)
2014-15	1369.10	1490.95	734.72	Nil	104.82	3699.59	2839.09	860.85 (23)
2015-16	860.85	1601.98	868.67	Nil	41.00	3331.91	2106.74	1225.17 (37)
<b>Total</b>		<b>10122.55</b>	<b>5758</b>	<b>1679</b>	<b>348.10</b>	<b>19171.30</b>	<b>17905.89</b>	

(Source: Statutory audit reports of RSK)

**Chart 2.1: Chart showing available fund, expenditure and unspent balance**



(Source: Statutory audit reports of RSK)

As evident from Chart 2.1, Department could not ensure optimum utilisation of available resource under SSA. The unspent balance during 2010-11 to 2015-16 ranged from 23 per cent to 52 per cent. Audit noticed that unadjusted outstanding advances and delayed release of funds to RSK and districts were the main reasons of unspent balances. The advance of ₹ 720.71 crore remained unadjusted as on March 2016, of which ₹ 275.91 crore was lying with Parent Teacher Associations. Funds provided to districts and construction agencies

for civil works were not utilised. Large number of civil works were remained incomplete due to slow progress of works.

As on March 2016, ₹ 182.69 crore was lying in the bank account of RSK and ₹ 146.29 crore was available at district level bank accounts of SSA. RSK did not carry out different activities under SSA for which amount of ₹ 215.02 crore was provisioned during 2010-16. Further, ₹ 1.57 crore of closed scheme National Programme for Education of Girls at Elementary Level (NPEGEL) were lying in the bank accounts of district/block level agencies as on March 2016. These outstanding balances were not transferred to RSK, despite the order (June 2014) of RSK.

### **2.1.2 Delays in release of funds**

Central share of ₹ 345.82 crore and State share of ₹ 433.63 crore were released towards the end of financial year during 2010-14. Further, the Central share of ₹ 110.31 crore for the year of 2014-15 was received in the year 2015-16 and ₹ 399.12 crore for the year 2015-16 released in March 2016 was not received by RSK from State during the year 2015-16.

Audit scrutiny revealed that RSK released ₹ 837.45 crore in the month of March to districts during 2010-16. Of these releases, ₹ 299.47 crore was released on the last day of financial years. Release of funds to State by GoI and from State to districts in the month of March led to blockage of fund in the bank accounts or remained as unadjusted advances.

### **2.1.3 Negative balances in Utilisation Certificates**

GoI released funds separately under general head and capital head from the year 2011-12. However, separate utilization certificates for general and capital head was prepared and sent to GoI from the year 2012-13. Audit scrutiny revealed that the closing balance of funds at the end of March 2012 was not taken into account while preparing the utilization certificates of capital head for the year 2012-13. As a result, there was negative unspent balance of ₹ 119.10 crore as on March 2016 under capital head. RSK informed (June 2016) that the negative balances would be adjusted in next statutory audit report.

In the exit conference, Department stated (November 2016) that GoI share including State matching share, released at the end of financial year, was drawn from treasury and released to districts as per their requirement. As a result, unspent balances remained in bank accounts. Adjustment of advances was a continuous process and adjustments of account were done after getting utilisation certificates and works completion certificates. Action for adjustment of advances was under process.

The reply is not acceptable, as Department was not able to utilise available funds against the approved items of works in AWP&B. Further, large number of approved civil works remained incomplete, which resulted in unadjusted advances with construction agencies and districts.

## **2.2 Grant of ₹ 537 crore under 13<sup>th</sup> Finance Commission not released**

GoI allotted ₹ 2216.00 crore for elementary education in the State under 13<sup>th</sup> Finance Commission for the period 2010-11 to 2014-15. Funds of ₹ 320 crore

GoI did not release ₹ 537 crore of 13<sup>th</sup> FC grant for elementary education in the State, as the Department failed to fulfil the condition for release of the grant.

was released without any condition during 2010-11. However, for release of fund during 2011-12, the Budget Estimate for 2011-12 was required to be more than eight *per cent* of Revised Estimate for 2010-11. For the year 2012-13, the Budget Estimate for 2012-13 was required to be more than eight *per cent* Revised Estimate for 2011-12 and the actual expenditure of the year 2010-11 was to be more than eight *per cent* of the actual expenditure of the year 2009-10. For release of funds during the years 2013-14 to 2014-15 similar condition was applicable.

Scrutiny of records revealed that 13<sup>th</sup> FC grant of ₹ 537 crore for the year 2014-15 was not released by GoI as the expenditure in 2012-13 was only 7.36 *per cent* more than the expenditure of 2011-12, which was less than the required norms of eight *per cent* for release of 13<sup>th</sup> FC. Therefore, despite the request of State for release of 13<sup>th</sup> FC grant of 2014-15, GoI did not release the same and intimated (February 2015) that the State was not eligible to receive the grant.

During the exit conference (November 2016), Department stated that attempt was made to receive the fund from GoI.

The fact remains that Department failed to fulfil the condition for releasing 13<sup>th</sup> FC grant, which deprived the State of 13<sup>th</sup> FC grant amounting to ₹ 537 crore during 2014-15.

### 2.3 Short releases of funds by Government of India/State Government

As per financial manual of SSA, the Government of India was to release funds to the RSK in April and September every year and the participating State was to release its share within 30 days of the receipt of central contribution. The share of Central and State Government was to be calculated after deducting the allocation of 13<sup>th</sup> FC grant from the approved AWP&B outlay.

Audit scrutiny revealed the shortfall in releases of funds by both the GoI and the State Government against the approved AWP&B outlay during 2010-16, as detailed in **Table 2.3**.

**Table 2.3: Short release of fund by GoI and State Government under SSA**

GoI and State Government short released ₹ 7,284.61 crore for SSA against approved AWP&B outlay during 2010-16.

(₹ in crore)

Year	Approved outlay of AWP&B after deducting 13 <sup>th</sup> FC grant	Government of India share	Actual Government of India releases	Shortfall by Government of India	State share	Actual State releases	Short-fall by the State	Total shortfall (percentage)
2010-11	3674.39	2388.36	1767.83	620.53	1286.04	1201.69	84.35	704.88 (19)
2011-12	4063.36	2641.18	1904.27	736.91	1422.18	1034.00	388.18	1125.09 (28)
2012-13	3744.88	2434.17	1353.43	1080.74	1310.71	820.56	490.15	1570.89 (42)
2013-14	3172.35	2062.03	2004.09	57.94	1110.32	1098.36	11.96	69.90 (2)
2014-15	3903.84	2537.49	1490.95	1046.54	1366.34	734.72	631.62	1678.16 (43)
2015-16	4606.34	2763.80	1601.98	1161.82	1842.54	868.67	973.87	2135.69 (46)
<b>Total</b>	<b>23165.16</b>	<b>14827.03</b>	<b>10122.55</b>	<b>4704.48</b>	<b>8338.13</b>	<b>5758</b>	<b>2580.13</b>	<b>7284.61 (31)</b>

(Source: AWP&B, statutory audit reports and information furnished by RSK)

As against approved AWP&B of SSA, the short release of the Central share was ₹ 4704.48 crore and State share was ₹ 2580.13 crore during the period 2010-16. The overall shortfall amounting to ₹ 7284.61 crore was 31 *per cent* of the approved outlay after reducing 13<sup>th</sup> FC allocation. The annual shortfall in release ranged between two (2013-14) and 46 (2015-16) *per cent*.

During the exit conference (November 2016), Department attributed the shortfall in release of State share to short release of the approved Central share.

The reply is not acceptable, as there were large unspent balances with the Department at the end of each year, which resulted in short release of GoI share.

## 2.4 Fixation of financial ceiling

Annual Plan for SSA was prepared in the State on the basis of ceiling of expenditure fixed by the State Planning Commission each year. AWP&B prepared by the State covering all the interventions of SSA norms was got approved from PAB. The approved outlays specified in the AWP&B is the financial targets for various interventions.

Fixation of lower financial ceiling than the approved AWP&B affected the release of fund for SSA.

Central share was directly transferred to RSK during the period 2010-11 to 2013-14 and the State share was provided through budget provision. From 2014-15, Central share was released to State Government and the funds for SSA (Central Share and State Share) were provided through budget provision of the State. Therefore, the financial ceiling for budgeting under SSA was to be fixed by the State Planning Commission in view of proposed/approved share of State in the AWP&B during 2010-14 and total proposed/approved outlay on SSA in the AWP&B during 2014-16.

Audit noticed that the financial ceiling fixed by State Planning Commission for SSA were less than the financial targets in AWP&B during 2010-16 as shown in **Table 2.4**.

**Table 2.4: Financial ceiling**

(₹ in crore)

Year	AWP&B	GoI share	State share	Financial ceiling
2010-11	3994.39	2388.36	1286.04	863.63
2011-12	4447.36	2641.18	1422.18	1103.10
2012-13	4196.88	2434.17	1310.71	1432.00
2013-14	3695.35	2062.03	1110.32	1584.79
2014-15	4440.84	2537.49	1366.34	3000.00
2015-16	4606.34	2763.80	1842.54	3500.00

(Source: AWP&B, statutory audit report and information furnished by RSK)

Thus, the financial ceiling was less than the State share as per AWP&B during the year 2010-12 and 2013-14. Further, during 2014-16, the financial ceiling was less than total approved outlay of AWP&B. Since the budgetary provision were based on the financial ceiling fixed by the State Planning Commission, the fixation of lower financial ceiling than the approved AWP&B affected the release of fund for SSA.

During the exit conference (November 2016), Department stated that PAB approved the AWP&B of the SSA. The Central share was less than the PAB approval as a result of which the State Planning Commission and State Finance Department made budget provision less than the financial ceiling. The targets of SSA could not be achieved due to shortage of funds. Department further stated that RSK had requested State Planning Commission and State Finance Department to provide sufficient financial ceiling in State Budget for coming years.

The reply is not acceptable, as the financial ceiling fixed for SSA during 2010-16 could not meet the requirement assessed in the AWP&B, which affected the release of fund for SSA.

## 2.5 Reimbursement of fees to private unaided school

Section 12 of the RTE Act provides that private unaided schools, providing free and compulsory education under the Act, shall be reimbursed expenditure incurred by them to the extent of per child expenditure incurred by the State, or actual amount charged from the child, whichever is less. Further, Rule 8 of MP RTE Rules specifies that the reimbursement shall be made at the end of academic session of every year in March as decided by the State Government from time to time.

As per the procedure laid down by Department, the submission of proposal for reimbursement of fees by schools, their sanctions by DPCs and release orders for payment to schools are done through the online RTE module developed by the Department in the Education Portal. DPC sanctions the proposal of school after verification by nodal officer. Thereafter, an advice is generated through the portal for issuing release order to the nodal bank for transferring the amount to the school's bank account.

Audit scrutiny revealed that the Department fixed the annual per child expenditure as ₹ 2,607 in the year 2011-12, ₹ 3,065 in the year 2012-13, ₹ 3,478 in the year 2013-14, ₹ 3,826 in the year 2014-15 and ₹ 4,209 in the year 2015-16. Out of ₹ 426.54 crore released to districts for reimbursement of fees, ₹ 357.70 crore was utilised as on March 2016. The proposal submitted by the private schools for reimbursement of fees in Education Portal and the number of sanctioned cases in the State during 2011-12 to 2015-16 are shown in **Table 2.5**.

**Table 2.5: Status of proposal and sanction of fees reimbursement**

(Figures in number)

Year (academic session)	Proposal submitted by schools		Sanctioned cases	
	No. of schools	No. of students	No. of schools	No. of students
2011-12	18,105	1,40,920	14,748	1,15,892
2012-13	18,430	2,88,728	17,675	2,63,288
2013-14	18,195	4,34,822	18,005	4,18,156
2014-15	19,248	5,24,837	18,939	5,28,391
2015-16*	19,950	7,04,647	19,324	6,75,537
<b>Total</b>	<b>93,928</b>	<b>20,93,954</b>	<b>88,691</b>	<b>20,01,264</b>

(Source: Information furnished by RSK) \*payment for 2015-16 was in progress

Thus, reimbursement of fees for 20.01 lakh students of 88,691 schools were sanctioned in the State during 2011-16. However, the number of proposals sanctioned during the year 2014-15 was more than the number of proposal submitted in the portal. Audit noticed following deficiencies in reimbursement of fees in test-checked districts:

In three test checked districts, fee reimbursement of ₹ 1.01 crore was paid to 303 unrecognised schools. There were cases of excess payment and double payments to schools for fee reimbursement.

- Only recognized schools were entitled for fees reimbursement under the RTE Act. However, in three districts (Burhanpur, Dhar and Jhabua), ₹ 1.01 crore was paid to 303 unrecognised schools for 4,361 students during 2011-15. We also noticed reimbursement of fees to 231 unrecognised schools in Balaghat during 2011-13.
- Payment of ₹ 1.63 crore was not made to schools in four districts (Balaghat, Datia, Dhar and Ratlam)<sup>1</sup> during 2011-16 due to wrong entry of account numbers in the portal of the Department and the amount was lying in the bank accounts of respective DPCs. As a result, the schools were deprived of their legitimate dues.
- In the test-checked districts, out of ₹ 132.62 crore received for fees reimbursement, ₹ 111.44 crore was utilized and ₹ 21.18 crore was lying unspent in the bank accounts of DPCs. Despite availability of fund, the reimbursement was not made in time and reimbursement for the year 2012-13 was made in 2014-15 and for the academic year 2013-14, fee were reimbursed in 2015-16.
- In test checked districts, except districts Bhopal and Morena, the actual reimbursement was made to 7,338 schools for 1.07 lakh students as against sanction to 6,896 schools for 0.97 lakh students. This resulted in excess reimbursement of fees to 552 schools for 10,253 students for the academic session 2011-15. Scrutiny of records revealed double payment of ₹ 6.12 lakh in 174 cases<sup>2</sup> in the districts, Balaghat and Ratlam. Further, in test checked districts (except district Shahdol), fees reimbursement to 634 schools for 13,375 students was not made for the academic session 2011-15, though sanctioned by DPCs.
- As per direction (February 2014) of the Department, the monthly inspection of the school was to be conducted by the nodal officer to examine the attendance of students and to ensure that double admissions were not made. The BRCC and DPC had to conduct random verification of fee reimbursement cases. However, inspection of nodal officer was not ensured due to absence of any monitoring mechanism. As a result of which, 75 per cent attendance of students, a mandatory requirement for fees reimbursement could not get independently verified by the department and the claims made by the schools were treated as final. The random verification of cases by the nodal officer was also not done by the BRCC and DPC.
- Manual reimbursement of fees was prohibited and release order was to be issued by generating advice in the education portal. However, audit scrutiny revealed that payments were not made by DPC as per release order in the portal. The actual amount of fees reimbursement was less than the amount

<sup>1</sup> Balaghat (₹ 10.90 lakh), Datia (₹ 2.06 lakh), Dhar (₹ 129.92 lakh) and Ratlam (₹ 19.68 lakh).

<sup>2</sup> Balaghat (₹ 3.33 lakh, 29 cases) and Ratlam (₹ 2.79 lakh, 145 cases).

of release order issued through portal. Further, the payments were also released by preparing manual lists. We noticed that show cause notice was also issued (May 2014) by RSK in one of such cases to the DPC, Ratlam.

- The utilization certificate of reimbursed amount of ₹ 104.56 crore was not received from schools in 11 districts, as directed (April 2015) by RSK. The DPCs stated that the utilisation certificates would be obtained from the schools.

- The Department had not prescribed any time limit for feeding the school wise number of students in the portal and no time limit was fixed for reimbursement, in the absence of which timely fees reimbursement could not be ensured. Priority was to be given to schools on first come first serve basis. However, no such record was found maintained in DPC office to ensure transparency in feeding the cases in portal.

- There was no provision for reimbursement of fee in respect of child enrolled in a private school for elementary education on transfer from another private school due to not having elementary level higher classes. RSK informed (June 2017) that the reimbursement in such cases was not admissible in view of Section 5(1) of the RTE Act.

In the exit conference, Department stated that excess sanction against proposal submitted in the year 2014-15 was a typographical error, which would be corrected with the help of National Informatics Centre (NIC). Department further stated that the claim was processed after due verification. Thus, less payment was made against the claim submitted in many cases. Department stated that the State government was considering making reimbursement of fees to private schools bi-annual.

Department assured that cases of excess payment and double payment would be enquired into and suitable action would be taken. The verification of 75 *per cent* attendance by nodal officer would be ensured. The districts which had not collected UCs from the private schools would be directed to ensure it.

## 2.6 Irregular reimbursement of fees to private aided schools

Under the RTE Act, there is no provision for reimbursement of fees to private aided schools. However, audit scrutiny revealed that reimbursement of fees amounting to ₹ 13.27 lakh was made to 30 private aided schools for 533 students by DPC of three<sup>3</sup> districts, which was irregular.

In the exit conference, Department stated (November 2016) that matter would be enquired into and suitable action would be taken.

## 2.7 Recommendations

- Department should make efforts to utilise the available funds provided by GoI and State Government to achieve the financial targets set in Annual Work Plan and Budget.

<sup>3</sup> Bhopal (71 students, ₹ 2.98 lakh), Burhanpur (152 students, ₹ 3.27 lakh) and Indore (310 students, ₹ 7.02 lakh)



*Department stated (November 2016) that RSK has given instructions to make activity wise monthly expenditure plan in all districts to ensure timely utilisation of available funds.*

- Department should take initiative by launching special drive for settlement of outstanding advances lying at different levels.

*Department stated (November 2016) that efforts had been made to settle the outstanding advances by holding monthly meetings and reviewing the progress in video conferencing and initiating a special drive programme.*

- Timely release of funds to district implementing agencies should be ensured to avoid blockage of funds in bank accounts.
- The financial ceiling in the State Budget should be according to the financial targets of Annual Work Plan and Budget.

*Department stated (November 2016) that RSK had requested State Planning Commission and State Finance Department to provide sufficient budget provision ceiling in State Budget for coming years.*

- The expenditure control mechanism should be strengthened.

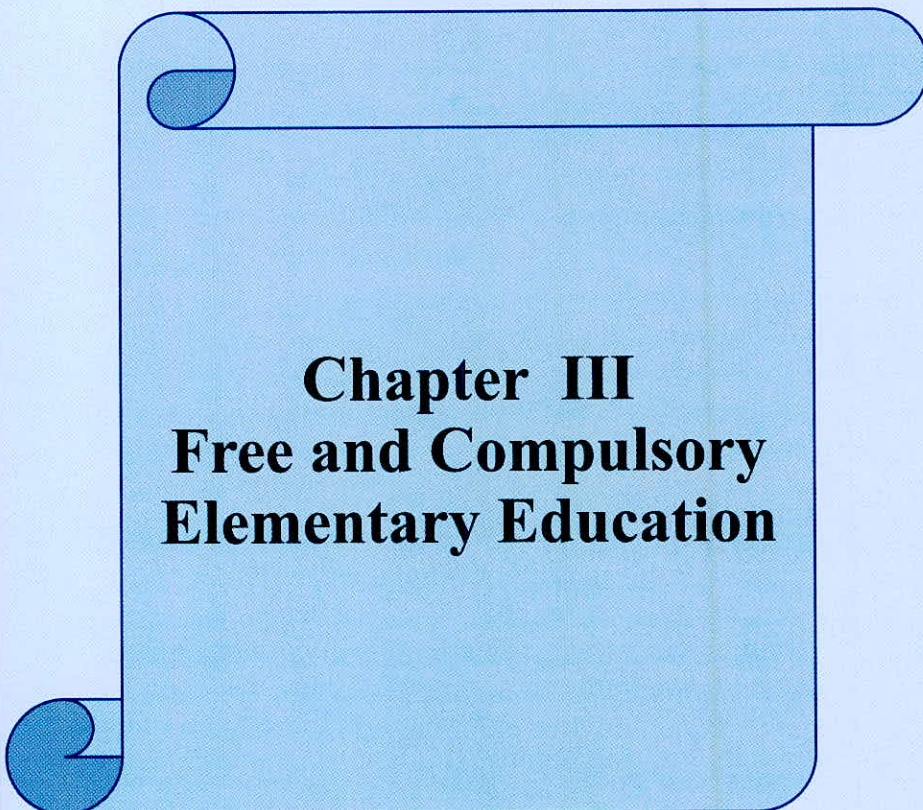
*Department stated (November 2016) that RSK was strengthening the expenditure control mechanism for better financial monitoring through monthly review meeting, video conferencing, field visit and quarterly audit process.*

- Department should develop mechanism to ensure the monthly inspection conducted by the nodal officer, in order to ensure verification of 75 per cent attendance of children required for fees reimbursement.

*Department stated (November 2016) that instructions had been issued in this regard.*

- Proper records of receipt of fee reimbursement proposals at DPC level should be maintained to ensure transparency in feeding the cases in portal on first come first serve basis. Department should ensure timely reimbursement of fees to private schools.





**Chapter III**  
**Free and Compulsory**  
**Elementary Education**



## Chapter III

### Free and Compulsory Elementary Education

Article 21A of the Constitution of India has provided for free and compulsory education of all children in the age of six to 14 years as a Fundamental Right. National Policy on Education, 1986 (revised in 1992) resolves to ensure that free and compulsory education of satisfactory quality is provided to all children upto 14 years of age. The RTE Act has provided further impetus for universal access to elementary education, compulsory enrolment of children, universal retention and completion of elementary education.

#### 3.1 Status of Educational Indicators

The RTE Act envisages that every child of the age six to 14 has a right to free and compulsory education in a neighbourhood school till completion of elementary education. Achieving universal primary education was one of the Millennium Development Goals (MDGs) of India, which aimed to ensure that by 2015, children everywhere, boys and girls alike, would be able to complete a full course of primary education. Net Enrolment Ratio in primary education and proportion of pupils starting Class I who reach Class V, were identified as indicators to measure the achievement of MDG.

##### 3.1.1 Achievement of Net Enrolment Ratio in the State

The most commonly used school participation indicators are the Gross Enrolment Ratio (GER) and Net Enrolment Ratio (NER). GER of an age group is the number of children enrolled in a specified stage of schooling as a proportion of estimated child population in the age group which is appropriate to that stage of schooling. GER shows the overall coverage of educational system in relation to the population eligible for participation in the system. Net Enrolment Ratio (NER) of an age group is the number of children in the age group attending their age appropriate level of schooling as a proportion of the estimated child population in the age group.

<b>Gross Enrolment Ratio</b>	=	(Number of children enrolled in primary & upper primary school) X 100 ÷ (Number of children in the age group 6-14)
<b>Net Enrolment Ratio</b>	=	(Number of children of age group enrolled in primary & upper primary school) X100 ÷ (Number of children in the age group)

The status of enrolment in elementary education in all management schools in the State during 2010-11 to 2015-16 was as shown in **Table 3.1**.

**Table 3.1: Enrolment in elementary education in the State**

(Figures in lakh)

Year	Primary education (Classes I to V)	Upper primary education (Classes VI to VIII)	Elementary education (Classes I to VIII)
2010-11	106.58	47.66	154.24
2011-12	103.98	49.22	153.20
2012-13	99.51	50.84	150.35
2013-14	95.03	49.92	144.95
2014-15	86.62	48.15	134.77
2015-16	80.94	46.86	127.80

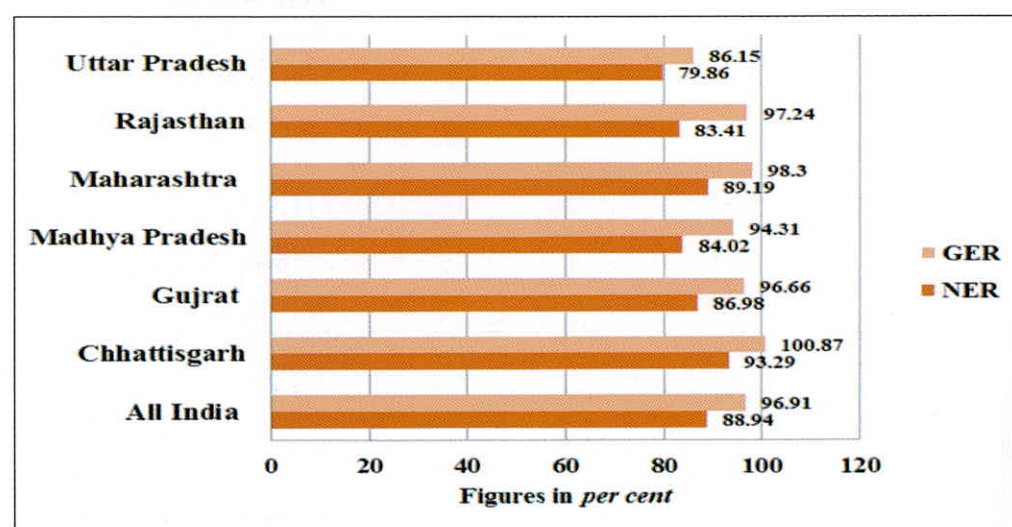
(Source: Information furnished by RSK)

Thus, there was overall decrease of 26.44 lakh enrolments in elementary education during 2010-11 to 2015-16, which included decline of 25.64 lakh in primary education (Classes I to V) enrolments and 0.80 lakh in upper primary education (Classes VI to VIII) enrolments. Audit scrutiny revealed that the decrease in enrolments were mainly due to dropouts of children and transition loss from primary to upper primary level education, as discussed in succeeding paragraphs.

U-DISE is the data capture format used across the country for entire school education. A comparison of GER and NER for elementary education in the State as on March 2016 with other neighbouring States and national average, as per U-DISE, is given in **Chart 3.1**.

**Chart 3.1: Comparison of GER and NER of MP with other States**

Achievement of Madhya Pradesh in terms of NER was less than All India average due to large dropout of children.



(Source: U-DISE report 2015-16 of MoHRD, GoI)

Thus, the achievement of Madhya Pradesh in terms of NER was less as compared to All India average and other neighbouring States, viz., Chhattisgarh, Gujarat and Maharashtra. However, the NER of Madhya Pradesh was more than Rajasthan and Uttar Pradesh. The achievement of GER and NER of the State between 2010-11 and 2015-16 is as detailed in **Table 3.2**.

**Table 3.2: Comparative Status of GER and NER in the State**

(Figures in per cent)

Indicators	Primary				Upper primary			
	2010-11		2015-16		2010-11		2015-16	
	State	All India	State	All India	State	All India	State	All India
GER	136.65	118.62	94.47	99.21	102.11	81.15	94.02	92.81
NER	Not available	99.89	79.83	87.30	71.54	61.82	72.31	74.74

(Source: U-DISE reports of MoHRD, GoI)

As evident from Table 3.2, State was able to achieve marginal growth in NER at upper primary level by one per cent between 2010-11 and 2015-16. However, the achievement of State with reference to NER at upper primary level was very less as compared to average growth of 21 per cent at All India level. Further, GER at upper primary level reduced by eight per cent during 2010-16.

GER of the State at primary level decreased from 136.65 per cent during 2010-11 to 94.47 per cent during the year 2015-16. The decrease in GER at primary level was 31 per cent between 2010-11 and 2015-16, which was higher as compared to 16 per cent decrease in GER at All India level during the same period. NER of the State at primary level for the years 2010-13 was not available. However, there was decline in NER at primary level from 93.66 per cent (2013-14) to 79.83 per cent (2015-16). Audit noticed that the enrolment ratio in the State had gone down at Primary level due to large dropouts.

### Over reporting of GER and NER in AWP&B

Further scrutiny revealed that there was over reporting in achieving GER and NER by the State as compared to U-DISE Report of GoI. The deviation in reporting GER and NER as on March 2016 was as shown in Table 3.3.

**Table 3.3: Over reporting of GER and NER as on March 2016**

(Figures in per cent)

Indicators	As per U-DISE report of GoI		As per AWP&B of the State	
	Primary	Upper Primary	Primary	Upper Primary
GER	94.47	94.02	115	113
NER	79.83	72.31	99.52	99.57

(Source: AWP&amp;B 2016-17 of RSK and U-DISE report 2015-16 of MoHRD, GoI)

RSK could not provide any proper reason for variation of State data with the U-DISE data and informed (June 2017) that the difference in U-DISE report and AWP&B figures might be due to difference in methods adopted for calculating child population and variation in time of data compilation.

### 3.1.2 Proportion of pupils starting Class I who reach Class V

Under Section 8(2) of the RTE Act, State Government was required to ensure completion of elementary education by every child of the age of six to fourteen years. The proportion of pupils starting Class I who reach Class V was one of the indicators to measure MDG of universalisation of primary education.

The number of students who enrolled in class I during 2010-11 to 2014-15 and who continued their education in higher classes are detailed in **Table 3.4**.

**Table 3.4: Proportion of pupils starting class I who reach Class V**

(Figures in lakh)

Year of enrolment	No. of students enrolled in Class I	No. of students who continued their education in higher classes and percentage of dropouts				Overall dropouts		
		II	III	IV	V	Number	Per cent	Remarks
2010-11	23.38	21.85 (7)	20.55 (6)	19.42 (5)	17.83 (8)	5.55	24	Dropout upto class -V
2011-12	20.45	18.99 (7)	18.11 (5)	16.59 (8)	15.77 (5)	4.68	23	Dropout upto class -V
2012-13	20.51	19.09 (7)	17.48 (8)	16.55 (5)	-	3.96	19	Dropout upto class -IV
2013-14	19.27	17.20 (11)	16.28 (5)	-	-	2.99	16	Dropout upto class -III
2014-15	17.52	16.28 (7)	-	-	-	1.24	7	Dropout upto class -II

State could not achieve MDG target of universal retention of Children after their enrolment in Class I.

(Source: Information provided by RSK)

Thus, State Government could not achieve the MDG target for retention of pupils after their enrolment in Class I, though it was under obligation to ensure completion of elementary education of every child under the RTE Act.

The status of educational indicators in test checked districts during the year 2015-16 are given in **Appendix- 3.1**. The test checked districts, except Indore, had GER below the State level GER as on March 2016. Dropout rates at Primary School (PS) level (for first class to fifth class) in five districts, Burhanpur, Datia, Jhabua, Ratlam and Panna were more than the average dropout rate at State level. The dropout rate at Upper Primary School (UPS) level (for sixth class to eighth class) in district Jhabua was more than the State level dropout rate.

During exit conference (November 2016), Department did not offer any comment on the status of education indicators.

### 3.2 Identification of children

Under the RTE Act, the Government is under the obligation to ensure compulsory admission, attendance and completion of elementary education by every child. For this purpose, identification of children is a critical starting step followed by their enrolment in school.

Section 9 of the RTE Act provided that every local authority would maintain records of children up to the age of 14 years residing within its jurisdiction. Rule 6 of MP RTE Rules further stated that the local authority would maintain records of all children in its jurisdiction, through a household survey, from their birth till they attain 14 years. This record was envisaged to include status of pre-primary/elementary education of the child in the jurisdiction of respective local authorities, children requiring special facilities/residential facilities on account of migration and sparse population, etc. Further, every



Local authorities did not maintain records of children prescribed under MP RTE Rules.

child was to be assigned a unique number to monitor his/her enrolment, attendance and learning achievement.

Audit scrutiny revealed that none of the local authorities in the test checked districts were maintaining prescribed record relating to children from their birth till they attain 14 years. Further scrutiny revealed that the School Education Department was conducting annual door to door household survey (HHS) under *School Chalein Hum Abhiyan* for identifying children from zero to 14 years to update the village education register (VER) in rural areas and ward education register (WER) in urban areas. However, identified children were not assigned any unique number to monitor their enrolment after survey. Further, the format for HHS under *School Chalein Hum Abhiyan* did not capture data relating to requirement of special facilities/residential facilities on account of migration and sparse population.

During the exit conference (November 2016), Department stated that Commissioner, RSK issued letter in April 2011 to all District Collectors and CEOs of Zila Panchayats to conduct HHS. Hence, it could not be said that local authorities had not conducted HHS since 2011. Department further stated that the DEO was the ex-officio additional CEO, *Zilla Panchayat* and Block Education Officer was ex-officio additional CEO, *Janpad panchayat*. Thus, *School Chalein Hum Abhiyan* and updation of VER/WER was carried out by Education Department in coordination with the local authorities. The VER/WER was kept in a school, which was a local authority school. Department stated that Unique ID for each child was being issued in the form of SAMAGRA ID.

The reply of Department is not acceptable, as local authorities informed during the performance audit that the duties prescribed under the RTE Act were being performed by the district authorities of Education Department. Further examination of records revealed that School Education Department had earlier requested (February 2010) Panchayat and Rural Development Department (PRDD) as well as Urban Administration and Development Department (UADD) for implementing relevant provisions of the RTE Act. However, PRDD intimated (December 2013) to School Education Department that the duties assigned in the RTE Act for local authority were being performed by district level, block level and field level staff of School Education Department and the services of these staff had not been transferred to local authorities.

Audit noticed that School Education Department had directed (September 2014) the local authorities under section 35 of the RTE Act to perform the duties assigned to them by State Government from time to time for implementing the RTE Act. As informed by the School Education Department during exit conference, the notification for further delineating the role and responsibilities of various tiers of local authorities was under process.

Thus, even after more than six years of implementation of the RTE Act, State Government could not ensure preparation of prescribed records of children upto 14 years in the State. As a result, the data related to children enrolled in school, children out of school, children requiring special facilities/residential facilities on account of migration and sparse population remained unreliable, as detailed in succeeding paragraphs.

### 3.2.1 Coverage of vulnerable category of children

One of the objectives of enactment of the RTE Act was to bring down the number of out of school children particularly from the disadvantaged groups and those engaged in labour. In its 162<sup>nd</sup> meeting for approval of AWP&B 2011-12 of Madhya Pradesh, the PAB stated that the HHS was not an effective strategy to reach out to the most vulnerable category of children in the urban area, as this kind of survey was not going to record the street children, children without adult protection, migrant children living in temporary or unauthorized settlements and those employed as labour. PAB expressed concern that the State had not come up with a credible strategy for the identification of these children. Further, in its 235<sup>th</sup> meeting (March 2016) PAB stated that State Government did not furnish information regarding coverage of different vulnerable groups, such as primitive tribal groups and any initiative for them.

Audit scrutiny revealed that the format of annual HHS under *School Chalein Hum Abhiyan* for updation of VER/WER did not capture details of vulnerable category of children. Thus, the children of vulnerable categories were not identified for enrolment in school under *School Chalein Hum Abhiyan*.

**Vulnerable categories of children were not identified for their enrolment in elementary education.**

Further scrutiny revealed that National Child Labour Project (NCLP), which was a Central Sector Scheme to rehabilitate the children withdrawn from employment, was being implemented in 17 districts of the State. NCLP provided for convergence with the annual survey of 'out of school' children under SSA so as to reduce duplication of efforts at the District and State Level. Audit noticed that there was no such convergence in the State.

RSK stated (July 2016) that children residing in platform, street, bus stand etc. were covered separately by Labour Department for bringing them into mainstream. During exit conference (November 2016), Department replied that children living on streets or homeless were also covered during the survey of urban areas. It further stated that, a special drive for street children, children without adult protection, migrant children living in temporary or unauthorised settlements was conducted in the year 2011. Children at work site were also focused upon in the survey in convergence with the Labour Department. In 2016, with the decision to have unified database a more focussed approach was taken to ensure identification of children in the urban areas.

The reply is not acceptable, as Labour Department informed (May 2017) that it was not carrying out any survey on child labour in the State. Besides, Labour Commissioner was not maintaining any data for identified child labour and their rehabilitation/schooling under NCLP. Further, RSK informed (May 2017) that Labour Department had not shared any information on survey conducted on child labour. The reply confirms that HHS was deficient in as much as it ignored marginalised children.

Thus, vulnerable category of children were not being covered under surveys conducted by State Government for implementation of the RTE Act and their enrolment for elementary education was not ensured.

### 3.3 Access of children to school

Section 6 of the RTE Act provides for establishing a school in the neighbourhood, as may be prescribed, within a period of three years from the

commencement of the Act, i.e., by March 2013. MP RTE Rules defines the limit of neighbourhood for classes I to V, in rural area as the village and adjoining villages and adjoining wards of urban area, if any, and in urban area as the ward and adjoining wards and adjoining villages, if any, and in case of classes VI to VIII, area of three km from this limit.

MP RTE Rules further provides that the State government shall provide primary school facility in a habitation, if the habitation has no primary school facility within a radius of one km. and minimum 40 children of 6-11 years of age are available. If any habitation within the area of the limit of neighbourhood has no middle school facility within a radius of three km. and minimum 12 children of 11-14 years of age are available, the State Government shall provide middle school facility in such habitation.

The availability of Government PS and UPS in habitations at the end of March 2011, March 2013 and March 2016 are shown in **Table 3.5**.

**Table 3.5: Position of availability of PS and UPS in habitations**

(Figures in number)

Sl. No.	Particulars	2010-11	2012-13	2015-16
1	Total habitation	95193	95193	95198
<b>Primary level</b>				
2	Number of PS	82450	83144	83872
3	Habitation with PS within one km	94188	94211	94658
4	Habitation without PS within one km	1005	982	540
5	Habitation eligible for PS as per State norms	560	639	0
6	Habitation not eligible for PS as per State norms	445	343	540
<b>Upper Primary level</b>				
7	Number of UPS	28136	29260	30383
8	Habitation having UPS facility in three km	94035	94544	94912
9	Habitation without UPS facility within three km	1158	649	286
10	Habitation eligible as per State norms	684	256	0
11	Habitation not eligible as per State norms	474	393	286

(Source: AWP&B of State and appraisal report of 2016-17)

State Government failed to provide neighbourhood schools for every habitation in the State.

As detailed in Table 3.5, there was 982 habitations in the State without primary schooling facilities within one km as on March 2013. Similarly, 649 habitations were without UPS in the neighbourhood of three km. Thus, State Government failed to achieve the time line prescribed in the RTE Act to establish a school in the neighbourhood of every habitation by March 2013.

The shortfall in establishing neighbourhood school was still persisting and 540 habitations were without PS within one km and 286 habitations were without UPS within three km as on March 2016.

Audit noticed discrepancy in number of habitations without school reported at district level AWP&B and State AWP&B. In seven test-checked districts out

of 14,445 habitations, 3,661<sup>1</sup> (25 per cent) were without PS/UPS schooling facilities as of March 2013 and as of March 2016, 340<sup>2</sup> habitations were without having PS and UPS schooling facilities in four districts. The habitations without schooling facilities in test-checked districts are detailed in *Appendix 3.2*.

During exit conference (November 2016), Department did not furnish the reason for not providing schooling facilities in all the habitations required as per norms within three years of implementation of Act. However, the Department stated that schooling facilities were not provided to some habitations in 2015-16 as these habitations did not fulfil the State norms. Department further stated that the demand from districts for new schools were not found justified in many cases and therefore, not accepted.

The reply is not acceptable, as there were only 83,872 primary schools as against 95,198 habitations and State Government neither established school in remaining 11,326 habitations due to neighbourhood criteria fixed by it nor made adequate arrangement for access of identified children residing in these habitations without school, as discussed in paragraph 3.3.1.

### **3.3.1 Transport Arrangement**

As per rule 4(4) of MP RTE Rules, for children from small hamlets or any other place as identified by the State Government/local authority, where no school exists within the area of neighbourhood, the State Government/local authority shall make adequate arrangements, such as free transportation, residential facilities and other facilities for providing elementary education in a school.

Audit scrutiny revealed that State AWP&B proposed for providing transport facility to 8,906 children in 2011-12, 4,140 children in 2012-13 and 3,267 children in 2013-14. Besides, 9,971 children in 786 habitations of 20 districts during 2014-15 and 9,535 children of 826 habitations in 21 districts during 2015-16 were eligible for transportation facility under MP RTE Rules. Further scrutiny revealed that State Government did not make arrangement for transportation of children during 2011-16, except in case of five districts Damoh, Dewas, Harda, Khandwa and Jabalpur where transport arrangement to 3,740 students were provided during 2012-13.

Further, none of the test checked districts made arrangement for providing access to schools for children residing in habitations without neighbourhood school. Audit noticed that 3,929 children in 334 habitations of three test checked districts (Chhindwara, Panna and Shahdol) were affected during 2015-16 due to not providing transport arrangement to access the school.

Thus, State Government failed to make adequate arrangement of free and compulsory education to children, who were residing in habitation without neighbourhood school.

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<sup>1</sup> Chhindwara (350), Datia (48), Dhar (2848), Jhabua (314), Panna (28), Ratlam (7), Shahdol (66).

<sup>2</sup> Chhindwara (269), Panna (45), Ratlam (6), Shahdol (20).

Audit scrutiny revealed that the proposal of transportation facility in AWP&B 2011-12 was not approved by the PAB as the justification for proposal was vague and complicated. However, PAB approved ₹ 1.24 crore for transport facility to 4140 children in the AWP&B 2012-13. Further, in the AWP&B 2013-14, the PAB did not approve proposal for transportation as the MP RTE Rules did not notify the area/limits of neighbourhood in which the transport facility was to be provided. In response to an audit query, RSK informed (June 2016) that the notification for the area/limit of neighbourhood in which the transport facility was to be provided, was in process.

During exit conference (November 2016), Department stated that the proposal for transportation arrangement was formulated as per need.

The reply is not acceptable, as the Department identified the habitations without neighbourhood school, but it did not make arrangement for transportation of children in these identified habitations as required under MP RTE Rules.

### 3.4 Enrolment of target population

Section 3(1) of the RTE Act provides that every child of the age group six to 14 years shall have a right to free and compulsory education in a neighbourhood school till completion of elementary education. Sections 8(a)(ii) and 9(e) of the Act states that it is the duty of appropriate Government and local authority to ensure compulsory admission, attendance and completion of elementary education by every child of the age of six to 14 years.

The child population (6-14 year age group) and enrolment in elementary education in the State for the period 2010-16 as per HHS was as given in **Table 3.6**.

**Table 3.6: Status of elementary school enrolment of targeted population**

(Figures in lakh)

Particulars	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Child population in the age group 6-14 years	137.11	139.33	138.71	138.31	135.65	131.40
Enrolment as per HHS	136.40	138.06	137.97	137.67	134.63	130.80

(Source: AWP&B of RSK)

Universal enrolment of targeted child population in schools was not achieved.

Thus, the universal elementary school enrolment of targeted child population was not achieved, despite obligation of the State to ensure compulsory admission of every child of the age group of six to fourteen years. Further, audit noticed that the figures of enrolment aggregated in VER/WER on the basis of HHS was not tallying with the enrolment figures reported in U-DISE. The enrolment in VER indicates status of enrolment as in previous academic year and U-DISE capture class wise enrolment figures of the current years. The difference in U-DISE and VER data of enrolment was as detailed in **Table 3.7, Chart 3.2 and Chart 3.3**.

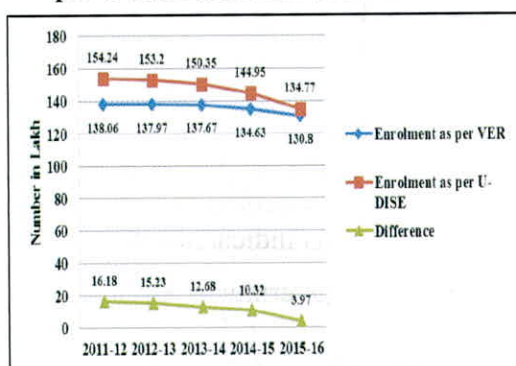
**Table 3.7: Difference in U-DISE and VER data of enrolment**

(Number of students in lakh)

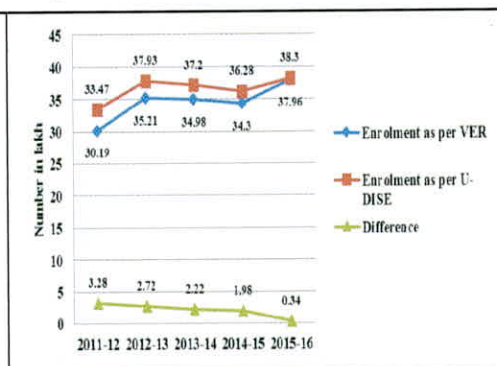
Year of Household survey	State Level			Test-checked Districts		
	As per VER – enrolment in previous year	U-DISE Enrolment	Difference (per cent)	As per VER – enrolment in previous year	Enrolment as per U-DISE	Difference (per cent)
2011-12	138.06	154.24	16.18 (10)	30.19	33.47	3.28 (10)
2012-13	137.97	153.20	15.23 (10)	35.21	37.93	2.72 (7)
2013-14	137.67	150.35	12.68 (8)	34.98	37.2	2.22 (6)
2014-15	134.63	144.95	10.32 (7)	34.3	36.28	1.98 (5)
2015-16	130.80	134.77	3.97 (3)	37.96	38.3	0.34 (1)

(Source: Information furnished by RSK and DPCs and VER data as per AWP&B)

**Chart 3.2: Discrepancies in enrolment as per U-DISE and VER at State Level**



**Chart 3.3: Discrepancies in enrolment as per U-DISE and VER at district level**



(Source: Information furnished by RSK and DPCs and VER data as per AWP&B)

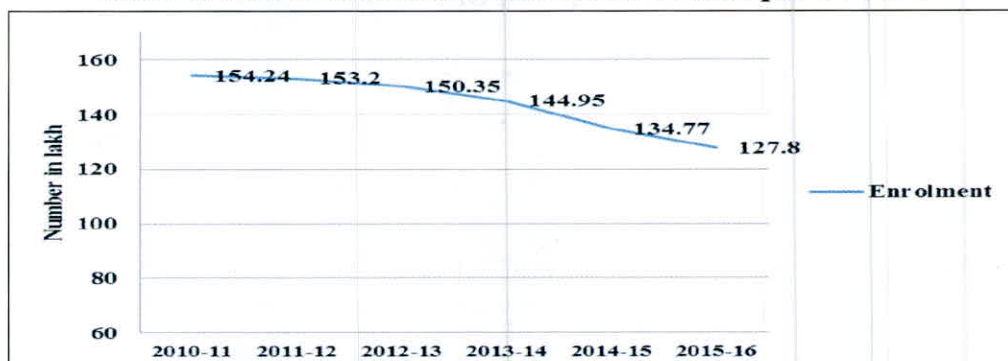
As evident from Table 3.7, difference in enrolment figure of VER data and U-DISE data of students for class I to VIII ranging between 3.97 lakh to 16.18 lakh during the HHS survey period 2011-12 to 2015-16 at State level. This difference, however, decreased from 10 per cent (2011-12) to three per cent (2015-16).

During exit conference (November 2016), Department stated that U-DISE data was class wise data which included below six year and above 14 years age children, whereas VER data was limited to six to 14 age group population. In order to remove the discrepancies in the enrolment figures of VER data and DISE data, both VER and DISE have been integrated with SAMAGRA in the year 2016-17 to ensure uniformity of data.

Fact remains that there was large difference in enrolment figures of U-DISE and HHS reports. Thus, the data compiled for enrolment of children for elementary education were not reliable.

### 3.4.1 Decline in enrolment

The enrolment status of students from classes one to eight as per U-DISE data at State level during 2010-11 to 2015-16 is shown in **Chart 3.4**.

**Chart 3.4: Decline in enrolment at State level as per U-DISE**

(Source: Information furnished by RSK)

The enrolment of students in elementary education consistently declined during 2010-11 to 2015-16. However, there was excessive decline of seven lakh to 10 lakh per year during the period 2013-14 to 2015-16. Department attributed the reason for decline in enrolment to decreasing trend of child population in the age group of zero to six, migration of children and dropout.

Scrutiny of records revealed that RSK directed (October 2015 and February 2016) districts collectors to assess the reasons of decline in enrolment. Accordingly, 21 districts reported decline in enrolment of 6.94 lakh students from the year 2013-14 to 2014-15 due to double and fake enrolments especially in private schools, wrong entry in U-DISE, duplication of students and migration with families etc. In five test-checked schools (PS Kokawad, Navapada, Gopalpura, Bhootkhedi and GMS Kalidevi) of Rama block, Jhabua, 14 cases of double enrolments of students were reported in investigation report of DPC. This indicated that U-DISE data was not reliable.

Thus, enrolment reported by government as well as private schools was not verified before including in U-DISE. Detection of fake enrolment in private schools indicated that the inspection required before providing recognition/renewal of recognition to these schools was not conducted properly. With reference to fake enrolments, RSK informed (May 2017) that districts were being again directed to provide exact information on school wise reasons of decline in enrolment and action on fake enrolment would be taken after receipt of school wise information.

In SSA, the financial target/cost of different activities, i.e. construction of additional rooms, headmaster's room, uniforms, free text books, deployment of guest teachers, head teachers and additional teachers were fixed on the basis of number of students. State government received funds from GoI against the target, which got inflated due to double/fake enrolment. Besides, it affected the planning for augmentation of resources, such as classrooms and teachers, in a school.

During exit conference (November 2016), Department stated that the State had done an exercise of allocating unique *SAMAGRA* ID to all families and children in order to avoid double and fraud enrolment. Fake enrolment, especially in private schools, had been traced and removed as duplicate enrolments. GoI gave sanction on the basis of actual enrolment reported in U-DISE. Expenditure was done accordingly and incentives like free text

books, uniform etc was done as per the children actually enrolled in government schools.

The reply is not acceptable, as 11 *per cent* of students enrolled in the government and private schools were without SAMAGRA ID. Thus, process of linking SAMAGRA ID with students was not achieved entirely. Further, as discussed in Paragraph 3.2, local authority were required to assign unique number to every child for monitoring their enrolment, assessment and learning achievement under Rule 6(1) of MP RTE Rules, which was not being complied.

### 3.5 Enrolment in Government and Private Sector Schools

The enrolment in State government schools and schools run by private sector in the State as on March 2016 is detailed in **Table 3.8**.

**Table 3.8: Enrolment in State Government schools and private schools**

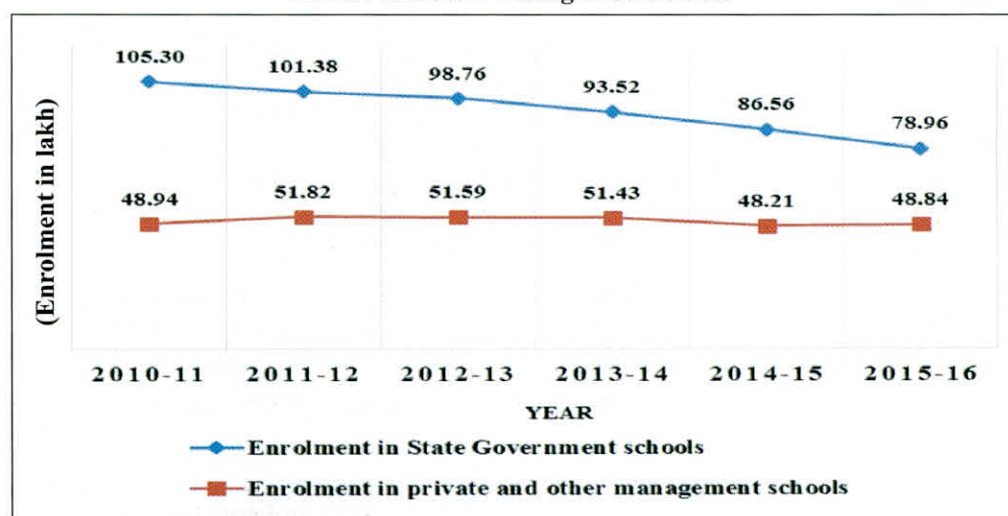
(Figures in number)

School management	Number of schools	Enrolment (in lakh)
State Government school	1,14,255	78.96
Private sector schools	26,446	46.87
Schools in other management (Central schools, <i>Madarsa</i> , etc.)	1,880	1.97
Total	1,42,581	127.80

(Source: U-DISE data)

Though the number of government schools was 80 *per cent* of total schools, only 62 *per cent* children were enrolled in these schools. The enrolment in private sector school was 37 *per cent* of total enrolment in elementary education in the State as on March 2016. Audit further noticed decrease in enrolment in State government schools from 105.30 lakh to 78.96 lakh from 2010-11 to 2015-16. The trend of enrolment in State government, private and other management schools during 2010-11 to 2015-16 is reflected in the **Chart 3.5**.

**Chart 3.5: Comparison of enrolment from I to VIII in State Government schools, Private and other management schools**



(Source: Information furnished by RSK)



People preferred sending their children to private schools, despite various incentives to enrolled child in State Government schools.

Thus, people preferred sending their children to private schools, despite supply of free text books, providing mid-day meals and free supply of uniforms in State Government schools under various schemes. Low enrolment in State Government schools could be attributed to lack of basic facilities and inadequate number of teachers, as discussed in succeeding chapters.

During exit conference (November 2016), Department stated that the admission in private school was the decision of parents. It was not correct to say that decline in enrolment was due to lower quality in government school. The other reasons were interest of parents in English medium and pre-schooling facilities in private schools. Students were also admitted in private schools under 25 per cent reservation quota under RTE.

The reply is not acceptable, as there was increasing trend of enrolment in private schools compared to government schools. Further, the dropout rate in State Government schools was much higher than the private sector schools. The number of category 'A' government schools in the State had declined over the years, as discussed in Paragraph 5.7. These reflected failure of the Department in providing satisfactory quality education in Government schools.

### 3.6 Retention and transition at Primary and Upper Primary level

Under the RTE Act, appropriate Government/local authorities were required to ensure and monitor attendance and completion of elementary education by every child. The status of class wise enrolment in all management schools in the State during 2010-11 to 2015-16 was as shown in **Table 3.9**.

**Table 3.9: Class wise enrolment in elementary education in the State**

(Number of students in lakh)

Year	Classes								Total enrolment	Year wise drop out
	I	II	III	IV	V	VI	VII	VIII		
2010-11	23.38	22.30	21.14	20.44	19.32	17.13	16.17	14.36	154.24	
2011-12	20.45	21.85	21.55	20.42	19.71	17.38	16.36	15.48	153.20	7.13 <sup>3</sup>
2012-13	20.51	18.99	20.55	20.22	19.24	17.87	16.97	16.00	150.35	7.88
2013-14	19.27	19.09	18.11	19.42	19.14	17.19	16.77	15.96	144.95	8.67
2014-15	17.52	17.20	17.48	16.59	17.83	16.61	15.95	15.59	134.77	11.74
2015-16	16.06	16.28	16.28	16.55	15.77	15.94	15.82	15.10	127.80	7.44

(Source: Information furnished by RSK)

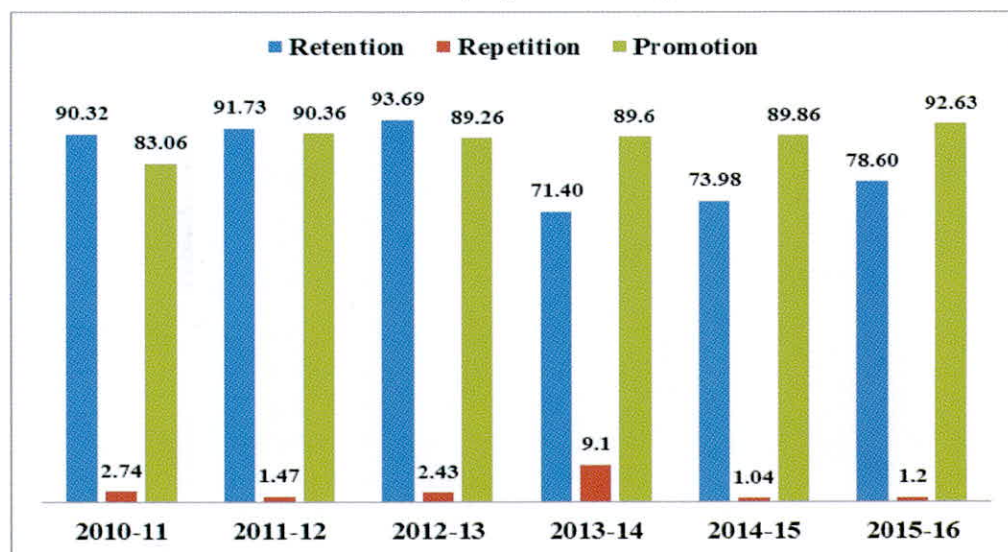
As evident from Table 3.9, there were total drop out of 42.86 lakh children from elementary education in State during 2011-16. This included drop out of 28.81 lakh children from State Government schools and 14.05 lakh from private sector and other management schools. The repetition, retention and

<sup>3</sup> (total enrolment during 2010-11 + enrolment in class I during 2011-12) – (enrolment in class VIII during 2010-11 + total enrolment during 2011-12)

State could not achieve universal retention in elementary education due to high dropout at primary level and transition loss from primary to upper primary level.

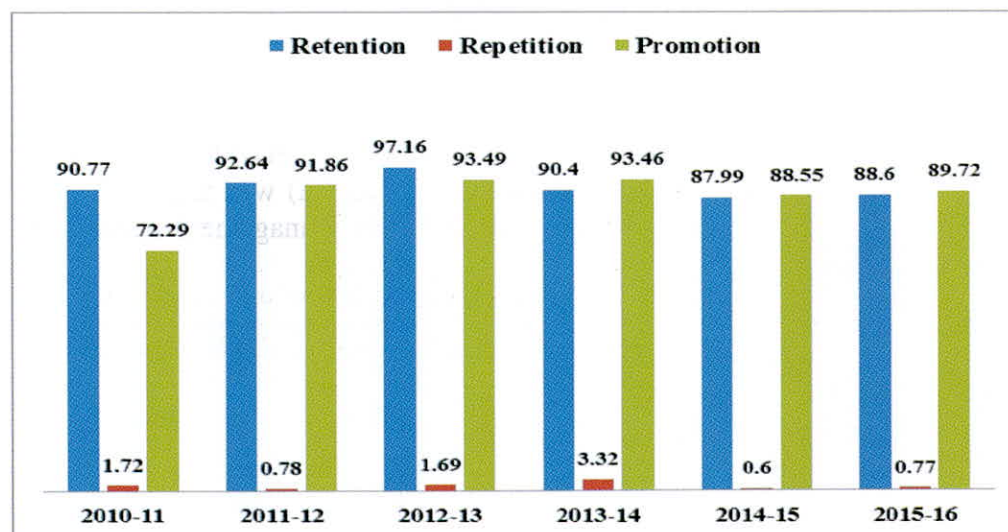
promotion rates in PS and UPS during 2010-16 were as depicted in **Chart 3.6** and **3.7**.

**Chart 3.6: Status of retention, repetition and promotion rates in PS**



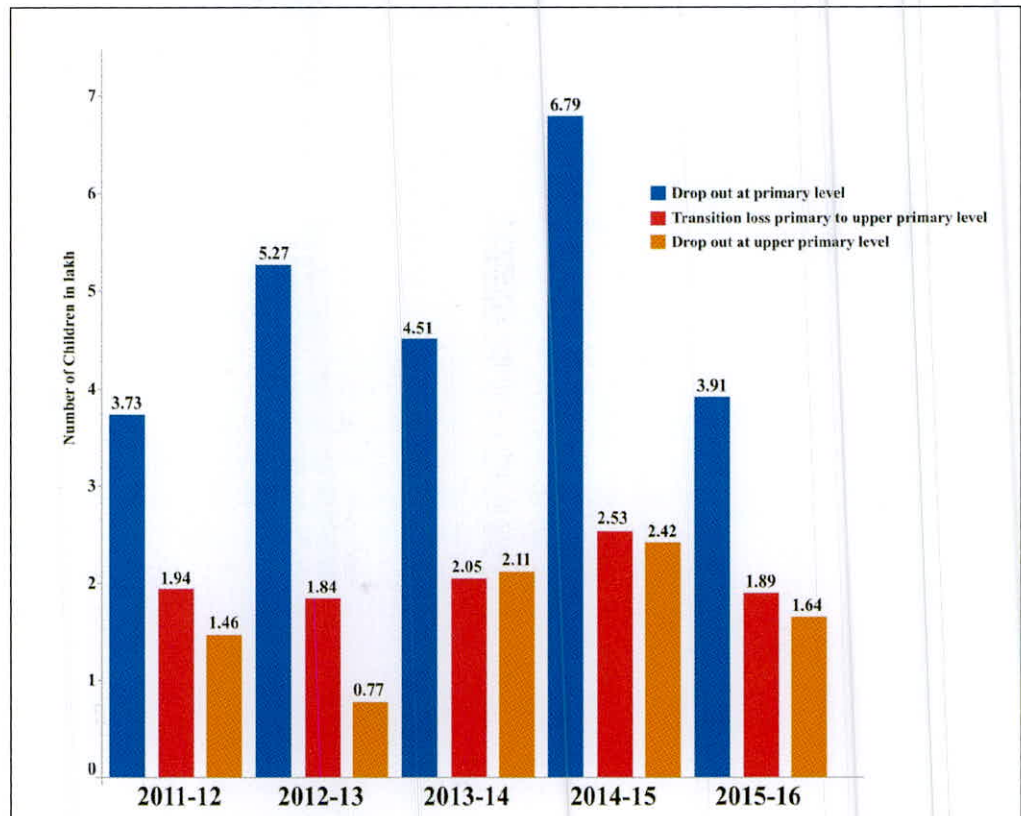
(Source: AWP&B of RSK)

**Chart 3.7: Status of retention, repetition and promotion rates in UPS**



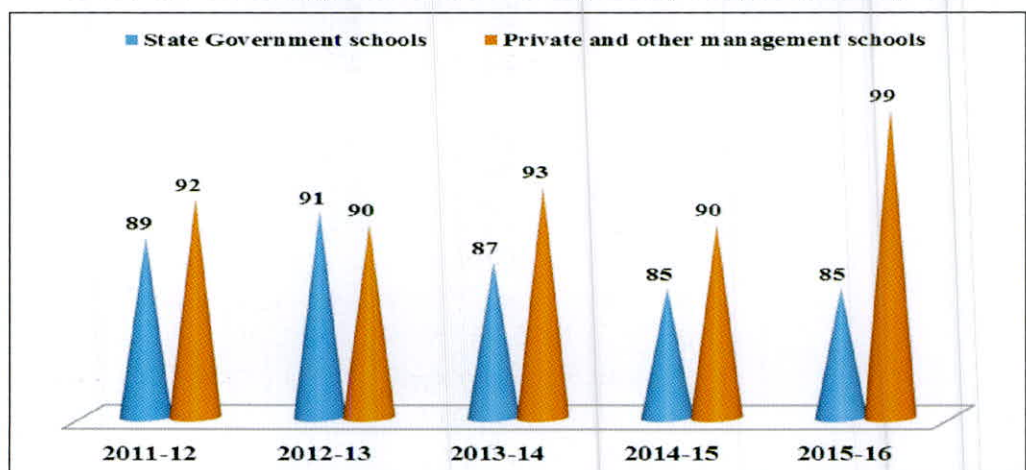
(Source: AWP&B of RSK)

Thus, retention at UPS level was better than the retention at PS level. During the year 2010-16, the retention of children in classes I to V varied from 71.40 per cent to 93.69 per cent and in classes VI to VIII, it varied from 87.99 per cent to 97.16 per cent. Further, 10.25 lakh children in the State left the schooling after primary stage (class V), while 4.09 lakh children left the schooling after class VII without enrolling in class VIII during 2010-16. The year wise dropout of children in elementary education in the State ranged between 7.13 lakh and 11.74 lakh during 2011-16. The dropout of children at primary level, upper primary level and transition loss from primary level to upper primary level was as depicted in **Chart 3.8**.

**Chart 3.8: Dropout of Children from elementary education in the State**

(Source: Information furnished by RSK)

The dropout of children at the level of transition from primary level (class V) to upper primary level (Class VI) was more in State Government schools as compared to private and other management schools, as depicted in **Chart 3.9**.

**Chart 3.9: Percentage of transition from primary to upper primary level**

Audit noticed that the attendance and progress for individual child in the age group six to 14 enrolled in government PS/UPS was not monitored at district level. Thus, there was inadequate efforts on the part of Department to tackle the situation of dropout. The State government nominated (December 2013) *Jan Shikshak* as the attendance authority, who was responsible for enrolment of all students in their habitation, their attendance and completion of qualitative elementary education. Audit noticed shortage of *Jan shikshak*

against the sanctioned posts, which led to poor monitoring of attendance, as discussed in paragraph 7.5.

Further, section 16 of the RTE Act prohibits holding back of students in any class and provides no detention policy. However, analysis of U-DISE data for all schools at State level revealed the repetition/withholding of 16.10 lakh students in class one to five and 5.10 lakh students in classes six to eight during 2010-16.

In the test-checked districts, during 2010-16, the percentage of retention from class I to V ranged between 53 *per cent* and 100 *per cent* and for class VI to VIII, it ranged between 58 *per cent* and 100 *per cent*. The transition rate of students from Primary level (Class V) to Upper Primary level (Class VI) was 68 to 100 *per cent*. In the districts Burhanpur, Dhar, Jhabua and Morena, the retention rate was below the State average at PS level. Similarly, districts Burhanpur, Datia, Dhar, Morena and Panna had less retention rate at UPS level than the State Average. Further, during 2015-16, the transition rate from primary to upper primary school levels in six districts, Bhopal, Burhanpur, Datia, Dhar, Jhabua and Ratlam was below the average transition rate at State level.

In the State Government schools in test-checked districts, it was noticed that:

- During 2010-16, the retention rate at primary level was 50 to 100 *per cent* and at upper primary level was 80 to 100 *per cent*. The transition rate from primary classes to upper primary classes was 67 to 100 *per cent*. In nine<sup>4</sup> test-checked districts, out of 103.16 lakh students admitted during 2010-16, 5.69 lakh (six *per cent*) students did not continue their study till the last working day of the school. The percentage of dropout was four to seven *per cent*.
- In 140 out of 390 test-checked schools, 6,136 out of 3.11 lakh students dropped out during the academic session during 2010-16. The DPCs attributed low retention to migration of children with their parents who left their home in search of job to other places.
- We noticed that the average percentage of daily attendance of students was 54 to 95 in PS and 58 to 97 in UPS in 12 test-checked districts during 2010-16. Four districts, Morena, Panna, Ratlam and Singrauli had less than 75 *per cent* attendance. In 94 test-checked government schools and seven private aided schools, percentage of the average daily attendance was less than 75 *per cent*.

During the exit conference (November 2016), the Department attributed decline in enrolment in higher classes to fake enrolment in private schools and migration of children with their families to other states. Further, it was stated that the SAMAGRA ID allotted by State Government was the unique ID for each child and was used to monitor, plan and transfer benefits under various welfare schemes from all the department from the year 2013-14. With the generation of this ID, the duplicate enrolment of a child in both government and private schools had been removed. Department further stated that cases of

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<sup>4</sup> Balaghat, Burhanpur, Chhindwara, Datia, Dhar, Jhabua, Morena, Shahdol and Singrauli.

dropout of children were monitored on-line and identified dropout children were being brought into mainstream.

The reply is not acceptable, as the HHS had identified the reasons for out of schools children as working in field for agriculture labour or other labour works, sibling care, cattle grazing, weak financial condition, migration, lack of middle schools, etc. State Government was required to address these issues, including review of criteria for upgrading primary school to upper primary school. The poor retention in government schools were also due to inadequate teachers and lack of basic amenities in schools. Further, the retention and transition could not be improved in State Government schools due to lack of monitoring at district level and inadequate number of *Jan Shikshak*.

Thus, the State could not achieve the universal retention of children in elementary education due to high dropout of children at primary level and large transition loss during shift of children from primary level to upper level.

### 3.7 Out of school children and their mainstreaming

The child population (6-14 year age group) and out of school children (OOSC)<sup>5</sup> for the period 2010-16 as per HHS at the State level was given in **Table 3.10**.

**Table 3.10: Position of child population and out of school children**

(Figures in lakh)

Particulars	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Child population in the age group 6-14 years	137.11	139.33	138.71	138.31	135.65	131.40
Out of school children (percentage of child population)	0.71 (0.52)	1.27 (0.91)	0.74 (0.53)	0.64 (0.46)	1.02 (0.75)	0.60 (0.46)
Dropout (percentage of OOSC)	0.26(37)	0.71(56)	0.25(34)	0.21(33)	0.21(21)	0.09(15)
Never Enrolled (percentage of OOSC)	0.45(63)	0.56(44)	0.49(66)	0.43(67)	0.81(79)	0.51(85)

(Source: AWP&B of RSK)

Data of out of school children were not reliable.

The OOSC in the State during the year 2010-11 to 2015-16 ranged between 0.46 and 0.91 *per cent* of child population in the age group of 6-14 years. There were 60,124 OOSC in the State as on March 2016. Of OOSC, the percentage of dropout students and never enrolled children during 2010-11 to 2015-16 ranged from 15 *per cent* to 56 *per cent* and 44 *per cent* to 85 *per cent* respectively.

Similarly, as per HHS in the test-checked districts, the percentage of OOSC with reference to child population ranged between 0.03 and 4.70 *per cent* during 2010-11 to 2015-16. In three test checked districts, Burhanpur, Dhar and Jhabua, the percentage of OOSC was more than the State average in 2015-16.

However, the data of OOSC was not reliable as the dropout of children from primary and upper primary levels in the State ranged between 7.13 lakh and 11.74 lakh during 2011-16. Besides, the National Sample Survey on

<sup>5</sup> Out of school children comprised of never enrolled students and dropout students.

Estimation of OOSC (September 2014) reported 4.51 lakh OOSC in the State, comprising of 1.04 lakh children in urban area and 3.47 lakh children in rural area. The discrepancy in figures of OOSC indicates that HHS did not cover the entire population. It was further noted that the orders for HHS did not demarcate areas within village or ward for a particular survey team, which could lead to gaps in coverage of households.

During exit conference (November 2016), Department stated that the Department had conducted survey every year to know the eligible children who must be enrolled. In the year 2016-17, SAMAGRA/VER/U-DISE had been integrated for effective monitoring of all children in the target age group which covered both enrolled children and OOSC also. Department further stated that it had taken steps for strengthening HHS, which included individual child wise tracking of OOSC. As a result, the name wise data of OOSC was available on Education Portal.

The reply is not acceptable, as the large discrepancy in OOSC figures indicate that HHS did not cover entire child population of the age six to 14. The enrolment figure was not reliable due to discrepancy in U-DISE data and VER data. Further, vulnerable categories of children were not being covered under surveys conducted by State Government for implementation of the RTE Act.

### 3.7.1 Mainstreaming of identified out of school children

All identified out of school children were not brought into mainstream due to delayed arrangement of training programme.

Section 4 of the RTE Act provides that where a child above six years of age has not been admitted in any school or though admitted could not complete his or her elementary education, then, he or she shall be admitted in a class appropriate to his or her age. In order to be at par with others, the child shall have a right to receive special training in such a manner or within such a time limit as may be prescribed. Rule 3 of MP RTE Rules prescribes that the School Management Committee under the guidance of the local authority shall identify children requiring special training. The duration of training shall be for a minimum period of three months and a maximum period not exceeding two years.

The status of training of OOSC at State level during 2011-12 to 2015-16 are shown in **Appendix 3.3**, which has been summarised in **Table 3.11**.

**Table 3.11: Status of OOSC, target of training and children brought into mainstream**

(Figures in number)

Year	Identified OOSC during previous year	Target approved by PAB	Target sanctioned by State	Enrolment in training	Children brought into main stream
2011-12	70,486	73,379	65,322	55,449	39,409
2012-13	1,26,485	1,21,465	1,21,465	1,83,982	1,01,524
2013-14	74,415	47,682	47,682	42,864	34,199
2014-15	63,587	39,262	39,262	33,484	25,805
2015-16	1,01,234	39,245	39,245	21,573	18,507

(Source: AWP&B and Information furnished by RSK)

As evident from Table 3.11, target fixed for trainings for OOSC were less than the number of identified OOSC. Against the identified OOSC, target for training did not include 5,164 children in 2011-12, 5,020 in 2012-13, 26,733 in 2013-14, 24,325 in 2014-15 and 61,989 in 2015-16 respectively. RSK informed (July 2016) that the targets were fixed on the basis of children in migratory families. The number of children enrolled for training was less than the targeted OOSC during 2011-12 and 2013-16. However, only 18 per cent (2015-16) to 80 (2012-13) per cent OOSC were brought into mainstream.

Audit noticed that training programmes were organized with a delay after the children had been identified. The children identified in the survey were targeted for training after expiry of approximately nine months after approval of target of training by PAB. However, Department lacked tracking mechanism for OOSC. As a result, the number of students enrolled for training was less than the target set.

In 13 test checked districts, special training was provided to 0.36 lakh children out of 1.15 lakh OOSC identified during 2010-16. However, the details of the evaluation of children after training and the schools where they were admitted in the age appropriate classes, were not availed in the records. Thus, status of enrolment of OOSC and their continuation in elementary education was not monitored by DPCs. The details of district wise position of OOSC, their training and mainstreaming in schools are given in **Appendix 3.4**. Further scrutiny revealed that no children were brought into mainstream in eight<sup>6</sup> districts during 2013-15 and in four<sup>7</sup> districts during 2010-12.

### **3.7.2 Hostels for OOSC of migratory families**

In AWP&B 2011-12, PAB suggested for developing a systematic mapping of the sending areas and putting in place a mechanism for the intra district and inter district sharing of information on the migrant children. Further, in AWP&B 2012-13, PAB asked to undertake mapping of areas prone to seasonal migration and mount an intensive advocacy programme to ensure that the child did not migrate with the families.

Audit security revealed that high migration areas were not identified in the test-checked districts. DPCs stated that migration of children with their parents was not in the notice of schools and the available children were covered under training. The shortfall in mainstreaming was due to migration of children with their parents. DPCs further stated that their absence was not intimated by the parents and efforts were being made to mainstream the OOSC.

RSK informed (July 2016) that 95 migratory hostels were operated in 2014-15. In 2015-16, 109 migratory hostels for three months and 587 migratory hostels for six months were operated to check migration. The objective of opening migratory hostels was to admit children belonging to migratory families in order to ensure retention and increasing attendance.

<sup>6</sup> Balaghat, Bhopal, Burhanpur, Datia, , Indore, Jhabua, Ratlam and Shahdol.

<sup>7</sup> Balaghat, Burhanpur, Datia and Dhar.

The details of physical and financial targets and expenditure relating to hostel for children belonging to migratory families during 2011-16 are given in **Table 3.12.**

**Table 3.12: Physical and financial targets and expenditure on migratory hostels**

Year	Number of Districts	No. of children targeted	Financial target (₹ in crore)	Expenditure (₹ in crore) (percentage)
2011-12	9	8557	7.53	0.40 (5)
2012-13	15	6359	3.18	1.34 (42)
2013-14	13	6251	2.00	1.10 (55)
2014-15	13	4689	1.50	0.55 (36)
2015-16	17	11259	5.48	0.50 (9)

(Source: Information provided by RSK)

The purpose of operating hostels for migratory children defeated due to temporary arrangement of these hostels.

The percentage of expenditure on migratory hostels ranged from five to 55 per cent during 2011-16. Out of 37,115 children targeted to be accommodated in migratory hostel, only 16,256 children (44 per cent) were benefited. PAB commented in AWP&B 2015-16 that the migratory hostel was a temporary arrangement with no fixed structure for retaining children affected with migration. The location and timing of these facilities were not fixed.

Audit noticed that the teachers of neighbourhood schools/district authorities were not aware of likelihood dates of migration of families. Further, the date of operating the migratory hostels was also not in the notice of migratory families. The district authorities made arrangements after receiving the target from RSK. Further, there was no effort for intensive advocacy to ensure that the child did not migrate with the families. As a result, this arrangement was not successful to retain the children of migratory families in the school. Moreover, such hostels were not opened in each district. Thus, the purpose of operating the hostels for migratory children was defeated.

During exit conference (November 2016) Department stated that migratory hostels were established as per requirement of districts and were not mandatory for every district. The AWP&B contained the possible number and areas based on experience of previous years and new demands for districts. Department further stated that it noted the issue regarding intensive advocacy programme to ensure that the children did not migrate with their families.

Thus, the requirement of establishment of migratory hostels was not properly assessed by the Department. Proper steps were not taken keeping in view the highly migratory areas of the State, despite the fact that migration of children with their families was identified by the Department as one of the reasons for decline of enrolment.

### 3.8 Inclusive Education for Children with Special Needs

Section 3(2) of the RTE Act read with Chapter V of the Persons with Disabilities (Equal opportunities, Protection and Full Participation) Act 1995 states that the appropriate Government and the local authority should ensure that every child with a disability has access to free education in an appropriate environment and endeavour to provide integration of students with disabilities in the normal schools.



As per SSA frame work and MoHRD guideline, children with special needs (CWSN) should be identified by household survey and as far as possible, every child with special needs should be placed in regular schools with needed support services. Special training should be provided to them through residential and non-residential or home based education to bring them in mainstream. Trained special teachers and resource teachers should be recruited to provide education. Resource support could be given by teachers working in special schools.

Support services like physical access, special equipment, reading materials and remedial teaching etc. should be provided. GoI also launched (April 2005) scheme of Assistance to Disabled Persons (ADIP) for providing standard aids and appliances to these children.

The Mobile Resource Consultants (MRCs) appointed in the block are responsible to identify CWSN and preparing their profile, monitoring the retention, providing information to parents of CWSN about the use of appliances. They have to visit at least once in three months to schools where CWSN enrolled, providing home based education to 12 CWSN in a month and guidance to parents.

Scrutiny of records of RSK and test-checked districts and information made available to audit revealed the following:

#### **Identification, enrolment and teaching of CWSN**

Audit noticed that CWSN children were identified during HHS by the teachers. PAB in 162<sup>nd</sup> meeting (April 2011) commented that identified CWSN were 0.66 *per cent* of total child population, whereas CWSN constitute 1.59 *per cent* of the total child population. As per National Sample Survey on Estimation of OOSC report (September 2014), there were 2.14 lakh CWSN in Madhya Pradesh whereas the State survey reported 1.34 lakh in 2014-15. This showed that targeted population were not covered in the household survey.

MRCs also identified CWSN during their school visits. However, out of 644 posts of MRC, 247 posts were vacant in 322 blocks at State level. In 11 test-checked districts, only 78 MRCs were working against sanctioned strength of 134.

The number of CWSN identified and enrolled in the school in the State during the period 2010-11 to 2015-16 were as given in **Table 3.13**.

**Table 3.13: CWSN identified and enrolled in the school at State level**

(Figures in number)

Year	CWSN identified	Children enrolled in the school	Out of school children
2010-11	90,931	87,691	3,240
2011-12	1,26,181	1,22,145	4,036
2012-13	98,838	95,051	3,787
2013-14	93,711	91,865	1,846
2014-15	1,33,834	1,31,161	2,673
2015-16	1,40,269	1,38,365	1,904

(Source: Annual report, AWP&B and information provided by RSK)

- It can be seen from the Table 3.13 that there were 0.91 lakh to 1.40 lakh CWSN identified during the period 2010-16. Of which, 1,846 to 4,036 children were not enrolled in schools. RSK stated (July 2016) that these children were having severe disability and multiple disabilities and they were provided home based education by MRCs. However, the number of students to whom home based education provided was not found on record of RSK. Besides, in the test-checked districts, visit of MRC for providing home based education was not found from their monthly report submitted to BRCC and MRCs spent their majority of time in BRCC offices for official work.
- The arrangement of special teachers was inadequate for CWSN students studying in the schools. As reported by RSK, the qualification of special teachers was incorporated in the teachers' recruitment rule 2005 and approximately 50 to 75 *Samvida Shala* teachers were recruited for CWSN students, against the requirement of 17,296 special teachers. Existing regular teachers were provided training for providing service to the CWSN students in schools. However, the number of teachers trained against the target set for 19,910 teachers was not available at State level.

### **Transport and Escort Allowance**

As per order of RSK (September 2012 and October 2014), transport allowance of ₹ 2500 for a year at the rate of ₹ 250 per month is to be paid to CWSN, who are unable to go to school and there is no school nearby their home, whose disability percentage is more than 40 *per cent* and those who are not resided in hostel. Similarly, escort allowance at the rate of ₹ 250 per month is to be provided to those CWSN who was earlier provided home based education and at present they are admitted in general schools and assistant is required for taking them from home to school and school to home.

In 11 test-checked districts transport/escort allowance was paid to 29,020 CWSN students during 2010-16. However, audit scrutiny revealed that the payment was made on adhoc basis without working out total number of beneficiaries actually entitled in the district for transport allowance and escort allowance. RSK informed (July 2016) that payment of these allowances were made on the basis of available budget under SSA.

### **Aids, appliances and special books**

- Medical camps were organized for evaluation of the disability percentage for providing aids and appliances. As per information furnished to audit by RSK, in 35 districts 30 to 59 *per cent* CWSN students attended the camps for getting aids and appliances during 2010-16. Thus, district authorities could not motivate the children/parents to attend the camp. The number of children benefited in these camp was 32,026, which were seven to 20 *per cent* of total CWSN in these districts.
- Timely supply of braille books to blind students was not ensured. The number of Braille books distributed against the target of 9,613 for years 2011-16 was not available in RSK. Due to delayed placing of orders for 2,157 braille books in June 2013 to braille press by RSK, the books for academic

Adequate supply of braille books and large print books for blind/low vision student was not ensured.

session 2013-14 were supplied up to March 2014 to districts. Similarly, in the year 2014-15, 2,031 sets of Braille books were supplied with delays by the press from July 2014 to November 2014. In 10 test-checked districts, the Braille books were provided to 2,351 out of 4,684 blind students. In the test-checked districts, large print books were provided only in district Balaghat to 19 students in 2015-16 out of 10,162 low vision students in nine districts<sup>8</sup>.

During exit conference (November 2016), Department stated that filling up of vacant posts of MRC was under consideration. The recruitment procedure of special teacher had been fixed by government and action being taken for recruitment of special teacher under education department setup. Since the categories of CWSN, their difficulties and their teaching procedure were different, the short period trained teachers were helpful to them. The transport and escort allowance could not be provided to all eligible CWSN due to fund constraints. Action for dissemination of information would be taken for participation of more and more CWSN students in the health evaluation camp.

### 3.9 Early Childhood Care and Education

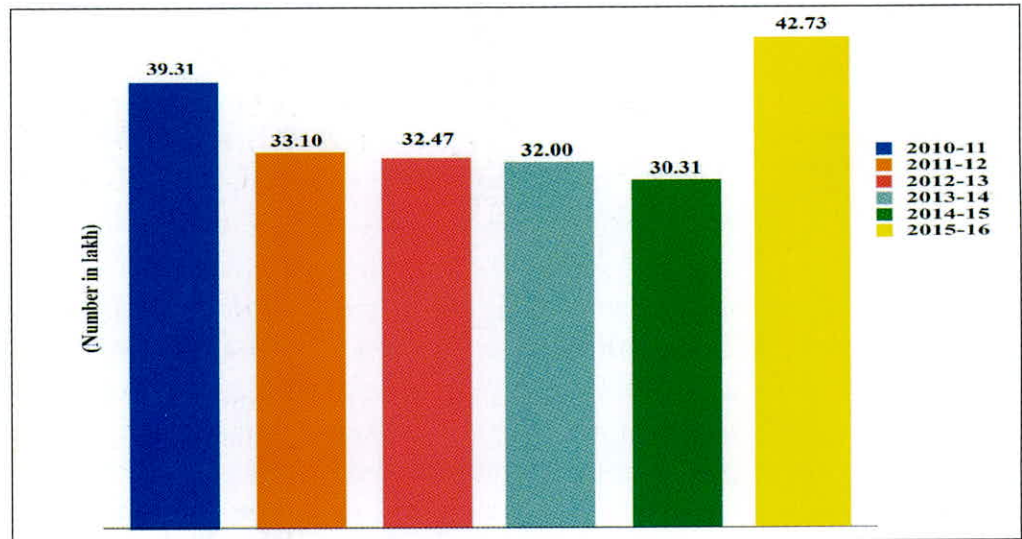
The 86<sup>th</sup> Constitutional Amendment Act, 2002 provided under Article 45 that the State shall endeavour to provide early childhood care and education for all children until they complete the age of six years. With a view to prepare children above the age of three years for elementary education and to provide early childhood care and education for all children until they complete the age of six years, Section 11 of the RTE Act provides that the State government may make necessary arrangement for providing free pre-school education for such children.

Audit scrutiny revealed that the pre-school education facility was not provided in government schools. School Education Department informed (July 2016) that all activities related to pre-school was carried out by Women and Child Development Department (W&CD). Children in the age group three to six years were provided pre-school education in *Anganwadi* centres operated under Integrated Child Development Services (ICDS) Scheme. Audit noticed that the financial assistance of ₹ 10.05 crore was made from SSA to ICDS during 2010-12 for strengthening pre-school education in the State. In 2012-13, ₹ 1.67 crore was approved under SSA for support to *Anganwadi* centres and pre-school education kits, but entire fund was refunded to RSK. However, there was no provision of fund in SSA during the period 2013-16.

As of March 2016, 92,210 *Anganwadi/mini-Anganwadi* centres were operating in the State. The number of children of the age three to six years registered in *Anganwadi/mini-Anganwadi* centres during 2010-11 to 2015-16 was as depicted in **Chart 3.10**.

<sup>8</sup> Balaghat-2,227, Bhopal-1,455, Burhanpur-994, Datia-400, Dhar-1,854, Indore-722, Jhabua-436, Ratlam-361 and Shahdol-1,713.

**Chart 3.10: Status of registration of children in Anganwadi Centres**



(Source: Information furnished by Commissioner, ICDS)

Commissioner, ICDS informed (August 2016) that Early Childhood Care and Education (ECCE) council, a decision making authority for preparation of guideline and instruction of ECCE programme had been formed. State curriculum for ECCE was prepared and coordinators were appointed in 453 ICDS projects for effective implementation of ECCE programme.

Standard of pre-primary education remained unregulated in private sector schools.

As per U-DISE 2015-16 data, 15,565 private sector schools had pre-primary sections in which 9.64 lakh children were enrolled for pre-primary education. Audit noticed that there was no mechanism for granting recognition to pre-primary schools or granting permission to commence pre-primary sections in the private sector schools. The Commissioner, ICDS informed (August 2016) that the pre-school education system was under the School Education Department and the action for transferring it to W&CD was under progress. Thus, standard for pre-primary education were not ensured in private sector schools and it remained unregulated.

During the exit conference (November 2016), Department stated that there was no provision for pre-schooling facilities under SSA. However, the reply was silent on absence of mechanism for recognition of schools for pre-primary education in private sectors.

### 3.10 Recommendations

- The performance of duties assigned to Local Authorities in the RTE Act / MP RTE Rules should be ensured.

*Department stated (November 2016) that notification for further delineating the roles and responsibilities of the various tiers of local authorities under the RTE Act was in process.*

- Department should ensure Aadhaar seeding with SAMAGRA ID, which is allotted by State Government as the unique ID for each child, to monitor his/her enrolment, attendance and learning achievement and to prevent double enrolment and duplication in enrolment.

*Department stated (November 2016) that this was being done by Education Portal.*

- Concerted effort should be made for identification of the most vulnerable categories of children in urban areas to ensure the coverage of all targeted child population in the age group six to 14 years. This can be done by simultaneous tracking of vulnerable disadvantaged children in all districts on same day to provide them a unique ID, so that they can be identified on migration too.

*Department stated (November 2016) that CWSN were being covered in Household survey and entries were made in Education Portal.*

- Responsibility for providing pre-school education for early childhood care and education to children above three years should be clearly demarcated to one department. If this is to be done under ICDS in *Anganwadi* centers, then there should be arrangement to oversee the quality of pre-education and ensure transition from pre-education to formal school education.

- Department should develop mechanism for reporting attendance of children and maintain records of retention at district level to monitor the attendance and continuing of children in the class till last working day of the session.

*Department stated (November 2016) that this was being done by Education Portal.*

- Steps should be taken to notify the area /limit of neighbourhood in which the transport facility is to be provided for children.
- Department should undertake the mapping of areas prone to seasonal migration and provide migratory hostel facilities in these areas. Efforts should be made for providing residential facility round the year to the children of migratory families and intensive advocacy programme should be undertaken to check potential dropout.

*Department stated (November 2016) that mapping was being done and recommendation of advocacy programme had been noted.*

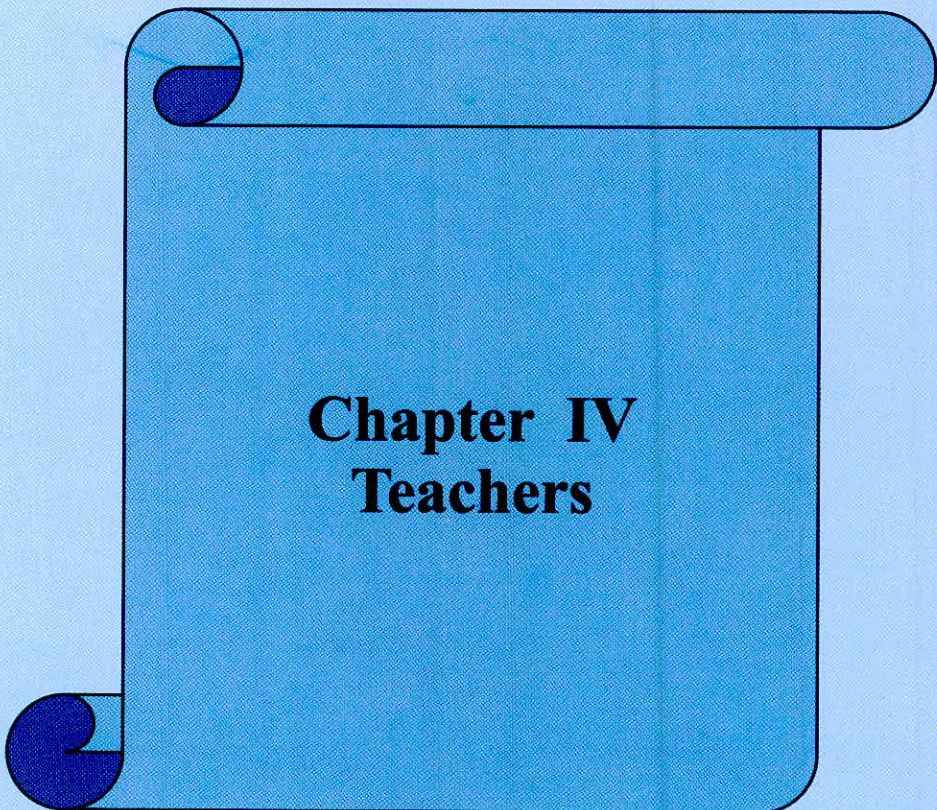
- Efforts should be made for arranging special training for out of school children immediately on their identification and mainstreaming these children in the school without any delay.

*Department stated (November 2016) that action in this context were being taken.*

- Department should take immediate steps to appoint qualified Mobile Resource Consultants against the vacant posts. Efforts should be made to provide home based education to children with special needs and required facilities, i.e., aids and appliances, braille books and transport/escort allowance timely to the children with special needs.

*Department stated (November 2016) that the filling up of the post of MRC was under process as per approval of annual work plan 2016-17.*





**Chapter IV**  
**Teachers**





## Chapter IV

### Teachers

A teacher has a pivotal role in schooling system. The RTE Act and MP RTE Rules have made provisions for norms and standards for number of teachers in a school, maintaining Pupil Teacher Ratio (PTR), professional qualification for recruitment of a teacher, their training and prohibition of deployment of teacher for other than educational purposes.

According to the norms and standards for a school under the RTE Act, there should be two teachers in a PS for number of admitted children up to 60, three teachers for children between 61 and 90, four teachers for children between 91 and 120, five teachers and one head teacher for children above 150. Thus, PTR in a PS should be 30:1 for number of children up to 200. For above 200 children in a PS, the PTR (excluding head teacher) should not exceed 40:1.

Similarly, UPS should have at least one teacher per class so that there shall be at least one teacher each for - (i) science and mathematics (ii) social studies, and (iii) language, with PTR 35:1. One full time head teacher is also to be appointed in a UPS where admission of children in a UPS is above 100. These norms clearly prohibit single teacher schools.

#### 4.1 Availability of teachers

Section 25 of the RTE Act provides that the appropriate Government and local authority shall ensure specified PTR within three years of the commencement of the Act, i.e., by March 2013. The Department issued (June 2010) instructions to ensure the required minimum number of teachers in schools. Further, Rule 17 (2) of the MP RTE Rules prescribes that RSK shall review the teacher position every year before the academic session.

Audit noticed that the requirement of teachers for elementary education in government schools of the State was met by regular teachers, contractual teachers (*Samvida Shala Shikshak* Grade 3 for PS and Grade 2 for UPS) and guest teachers. The sanctioned strength of teachers and persons-in-position in PS and UPS at State level and in the test-checked districts as on March 2016 is given in **Table 4.1**.

**Table 4.1: Sanctioned strength of teachers and Persons-in-position in government PS and UPS as on March 2016**

(Figures in number)

Particulars	Sanctioned post		Persons-in-position		Vacant post	
	PS teacher and Head teacher	UPS teacher and head teacher	PS teacher and Head teacher	UPS teacher and head teacher	PS teacher and Head teacher (per cent)	UPS teacher and Head teacher (per cent)
State level	2,43,342	1,19,757	2,05,409	93,839	37,933 (16)	25,918 (22)
12 test-checked districts, except Indore*	62,010	32,226	46,942	22,203	15,068 (24)	10,023 (31)

(Source: AWP&B 2016-17 of the State and information furnished by districts)

\* Information not provided by DEO, Indore

State Government could not ensure availability of teachers in government school as per norms prescribed under the RTE Act.

As detailed in Table 4.1, as per AWP&B of the State, there were 63,851 vacant posts of teachers/head teachers as on March 2016, which included 16 *per cent* vacancy in PS and 22 *per cent* vacancy in UPS. However, as per U-DISE data for 2015-16, State Government PS/UPS had 2.85 lakh teachers resulting in vacancy of 77,611 teachers in these schools.

In the test-checked districts, the vacant posts at PS level and UPS level were 24 *per cent* and 31 *per cent* respectively. Thus, despite its obligation under the RTE Act, State Government could not ensure required number of teachers for government schools. Further analysis of information provided by RSK (June 2016) revealed the following:

- 1.96 lakh teachers were posted in PS against the requirement of 2.20 lakh teachers as per RTE norms. Audit scrutiny revealed that 381 teachers were excess in three districts Bhopal, Indore and Shajapur, whereas there was shortfall of 24,468 teachers in remaining 48 districts. Further, 4,124 Head teachers were posted in PS against the requirement of 3,284 Head teachers. However, 1,445 Head teachers were excess in 29 districts and 605 Head teachers were less in 21 districts.
- In UPS, 70,875 teachers were available against the requirement of 1.19 lakh teachers. As against the RTE norms of minimum required three teachers in a UPS, only two teachers were available 7,937 UPS during 2015-16. The number of such UPS with two teachers increased by 388 UPS as compared to 2011-12. Further, 9,155 Head teachers were posted in UPS against the requirement of 12,453 Head teachers. However, 204 Head teachers were posted in excess of RTE norms in six districts.

Scrutiny of records in test checked districts and schools revealed shortfall in subject specific teachers in UPS. As against the requirement of 26,715 subject specific teachers, 16,692 teachers were available. In test-checked UPS, teachers for Science and Mathematics were not available in 39 schools and Social Science teachers were not available in 15 schools. Further, 136 teachers in 65 PS and 27 teachers in 14 UPS were posted in test checked districts, except districts Shahdol and Singrauli, where there was no enrolment.

Thus, large number of vacant posts of teachers co-existed with posting of excess number of teachers in many districts/schools. Department though issued instructions for rationalisation, the system adopted for posting of teachers was not objective.

With reference to vacant post of teachers, DPI stated (August 2016) that the filling of vacant posts of 25,356 *Samvida Shala Shikshak* Grade-2 and 3 was under process.

During the exit conference (November 2016), Department stated that the process of recruitment of 19,200 PS and 6,500 UPS teachers had been initiated. Department further stated that the system in place for rationalisation was transparent and objective leaving no scope for discretion and instructions of rationalisation of teachers were issued every year.

The reply is not acceptable, as State Government was required to ensure availability of teachers as per RTE norms by March 2013. Further, posting of excess teachers in some schools clearly reflect that the requirement of teachers

was not properly reviewed and the instructions for rationalisation of teachers were not complied by district/division level authorities. Besides, this indicate lack of monitoring by RSK in positing of teachers.

#### 4.1.1 Pupil-Teacher Ratio

As prescribed under the RTE Act, the pupil teacher ratio for PS and UPS were 30:1 and 35:1 respectively. The PTR in State Government schools and private sector schools during 2015-16 is given in **Table 4.2**.

**Table 4.2: Pupil-teacher ratio in State Government and private schools**

(Figures in number)

School management	Number of schools	Enrolment	Number of teachers	Teacher per school	PTR
State government schools	1,14,255	78,95,815	2,85,488	3:1	28:1
Private schools	26,446	46,86,979	1,96,800	7:1	24:1

(Source: U-DISE)

As evident from Table 4.2, PTR was better in private schools in comparison to government schools. Further, the per school teachers in private schools was seven teachers as against three teachers in government schools. Audit scrutiny revealed that 18,940 to 48,132 government schools at primary level and 13,763 to 15,107 upper primary level in the State had adverse PTR during 2010-16. Thus, the PTR norms prescribed under the RTE Act, which was to be achieved in the government schools by March 2013, could not be ensured even by 2015-16, as indicated in **Table 4.3**.

**Table 4.3: Number of Government schools in the State with adverse PTR**

(Figures in number)

Year	Primary Schools with adverse PTR		Upper Primary Schools with adverse PTR	
	Number	Percentage	Number	Percentage
2012-13	38,759	47	15,107	52
2015-16	18,940	23	13,763	45

(Source: U-DISE)

As detailed in Table 4.3, there were improvement in PTR of PS/UPS and the number of PS/UPS with adverse PTR reduced between 2012-13 and 2015-16. However, State had still large number of schools with adverse PTR. Adverse PTR was noticed in 4,075 PS and 2,495 UPS in 12 test-checked districts, in 57 PS out of 191 test-checked PS and 67 UPS out of 199 test-checked UPS. The number of PS and UPS in which PTR was not maintained in the test-checked districts and test-checked schools during 2015-16 are shown in **Appendices- 4.1 and 4.2**.

Audit noticed that there were UPS without adequate number of subject specific teachers. The average subject PTR for UPS was 331:1 in Languages, 128:1 in Mathematics and 172:1 in Social Science.

Further, there should no single teacher school as per RTE norms. However, 18,213 government schools in the State were running with single teacher as on

Adverse Pupil Teacher Ratio was noticed in 18,940 PS and 13,763 UPS in the State as on March 2016.

There were 18,213 single teacher schools, which were in violation of norms prescribed in the RTE Act.

March 2016. During 2010-2016, single teacher government schools ranged from 17,938 to 20,245. The percentage of single teacher schools was 17 per cent in 2010-12, 18 per cent in 2012-13 and 16 per cent in 2014-16. Thus, the number of single teacher schools declined only by one per cent from 2010-11 to 2015-16. In nine test-checked districts, 3,110 schools had single teacher and in 38 test-checked schools, single teacher was posted.

During the exit conference (November 2016), Department stated that Government was making efforts to fulfil this requirement.

#### 4.2 Engagement of Part Time Instructors

Under RTE norms, UPS having more than 100 children should have part time instructors for - (i) Art Education, (ii) Health and Physical Education, and (iii) Work Education. School Education Department issued (October 2014) orders to DEOs for making arrangement of part time instructors in middle schools as required under the RTE Act. As per the order, the physical training instructors, trained yoga teachers/music/art teachers working in high schools / higher secondary schools were to be engaged at least one day in a week in UPS with enrolment more than of 100.

Department did not comply with norms under the RTE Act for arrangement of Part Time instructors in UPS.

Audit scrutiny revealed that part time instructors were not engaged in test checked districts. As a result, the syllabus of art education, physical education and work education was not taught in government schools.

During the exit conference (November 2016), Department stated that State required sanction of 13,022 post of part time instructors of Art education, Health and Physical education and Work education each. Of these 26,044 posts had been sanctioned and arrangement would be made immediately to fulfil the part time instructors.

Fact remains that Department failed to comply with the norms under the RTE Act for arrangement of part time instructors in UPS.

#### 4.3 Qualification of teachers

Section 23(1) of the RTE Act states that any person possessing such minimum qualifications as laid down by an academic authority authorized by the Central Government, by notification shall be eligible for appointment as a teacher. Relaxation in minimum qualification was permitted up to March 2013 to the State by the notification of GoI issued in December 2011 under Section 23(2) of the RTE Act. A teacher who at the commencement of the Act, did not possess minimum qualification, was required to acquire such qualification within a period of five years.

State informed PAB in the AWP&B 2012-13 that there were 28,000 untrained teachers in government schools and special permission was obtained from National Council for Teacher Education (NCTE) for Diploma in Elementary Education (D.El.Ed.) for these teachers through Indira Gandhi National Open University (IGNOU). In response to an audit query, RSK informed (August 2016) that 1,311 teachers were trained from 2012-13 and 1,455 teachers remained untrained. Thus, the status of training of remaining 25,234 teachers was not clear.

Analysis of data furnished by RSK in respect of 35 districts revealed that 1188 teachers remained untrained due to following reasons – (i) 398 teachers were having below 50 *per cent* marks in higher secondary level, (ii) 323 failed in D.El. Ed. Examination, (iii) 109 teachers did not pass higher secondary examination, and, (iv) 358 teachers were untrained for other reasons i.e. medical ground, handicapped and excess age limit. Data for the remaining 16 districts was not furnished by RSK.

The minimum qualification prescribed for primary level teachers and UPS teachers by NCTE was to be followed. School Education Department, GoMP issued (August 2013) instructions to District Collectors/DEOs to ensure the minimum qualification of teachers by March 2015. In the test-checked 390 schools, out of 1,599 teachers, four teachers in four schools did not have the minimum academic qualification and 174 teachers in 67 schools did not possess professional qualification.

Audit scrutiny revealed that out of 2.49 lakh teachers in private sector schools in the State, 1.26 lakh teachers (51 *per cent*) were untrained. In the test check districts, records of DEOs revealed that 18,715 teachers in private schools did not possess the prescribed academic/professional qualifications in seven<sup>1</sup> districts. Further, in the year 2015-16, DEO, Datia renewed recognition of 13 private schools having untrained teachers.

During the exit conference (November 2016), Department stated that there were 1,455 untrained teachers in the year 2015-16. Department further informed that 8,840 teachers were trained in State DIETs, 1,311 teachers were trained through IGNOU and 22,800 teachers were trained through correspondence course during 2011-15. The State had requested MoHRD for providing relaxation for giving opportunity to teachers not having the prescribed qualification.

The reply is not acceptable, as the number of teachers reported to be trained during 2011-15 was 32,951 which was more than the number of untrained teachers (28,000) in government school as on March 2012. Thus, the data of training of teachers was not correct. Further, the norms and standards prescribed for the teachers' qualification were not ensured by Department even after expiry of six years of implementation of the RTE Act.

#### **4.3.1 Teacher eligibility test for teachers in private schools**

As per NCTE notification (August 2010), one of the essential qualification for a person to be eligible for appointment as a teacher in any of the schools, including private sector schools imparting elementary education, was that he/she should pass the teacher eligibility test (TET) to be conducted by appropriate government in accordance with the guidelines framed by NCTE. As per the direction issued (May 2012) by RSK passing TET was mandatory for recruitment of teachers in both government and private schools.

Audit noticed that TET was not conducted in the State. However, *Samvida Shala Shikshak* eligibility examination for the purpose of appointment of *Samvida Shala Shikshak* was held in 2011-12 in the State as per provision of

**There is no examination for teachers' eligibility test for private schools, though it was to be mandatorily passed for appointment as teacher.**

<sup>1</sup> Bhopal (6,904), Burhanpur (997), Balaghat (2,153), Datia (2,731), Dhar (3,505), Jhabua (936) and Ratlam (1,489).

Rule 6(2) of M.P. *Panchayat Samvida Shala Shikshak* (Employment and Condition of Contract) Rules, 2005. Any candidate having minimum marks in the eligibility examination may apply to *Panchayat* for appointment as teacher. For selection of *Samvida Shala Shikshak*, the marks obtained in this eligibility examination was to be considered for preparing merit list, along with marks awarded for teaching experience and professional qualifications. As per information furnished by DPI (October 2016), 40,458 *Samvida Shala Shikshak* Grade 2 and Grade 3 were appointed in the year 2013-14 on the basis of *Samvida Shala Shikshak* eligibility examination.

Commissioner RSK and DPI did not furnish information about conducting TET or any such eligibility examination for teachers of private schools. As per information furnished to audit by RSK, 2.49 lakh teachers were working in the State in 36,507 private schools.

During the exit conference (November 2016), Department stated that State conducted TET as per guideline of NCTE. The private schools had been informed that the recruitment of teacher would be from the candidates who had cleared TET. There was no provision for organising TET for private school teachers.

The reply is not acceptable, as TET was not conducted in the State. *Samvida Shala Shikshak* eligibility test was conducted for appointment of *Samvida Shala Shikshak* in government schools. No such eligibility test was conducted for availability of human resources for private sector schools, though TET was a mandatory qualification for appointment of teachers in government as well as private schools.

#### **4.4 Appointment of Guest Teacher**

The arrangement for engaging guest teachers was made by Department in case of shortfall in teachers against RTE requirement, opening of new upper primary school where there was no arrangement for teacher and when regular teacher was on leave and absent for more than seven days. They were not entitled for any training programme relating to improving the teaching learning process. The guest teachers were paid an amount of ₹ 100 for PS and ₹ 150 for UPS per day.

The engagement of guest teacher was not to be treated as posting against any post and it was an alternative and immediate arrangement for shortage of teachers. No experience certificate was to be issued to such guest teachers and his work experience was not to be considered in recruitment of any official jobs. The selection of guest teacher was valid for a particular academic session.

In the State, 75,698 guest teachers were engaged in PS/UPS of School Education Department and 7,934 guest teachers were engaged in middle school of Tribal Welfare Department during 2015-16. Such type of arrangement was compromising with the quality of elementary education due to low motivation of guest teachers owing to poor service conditions without scope of career advancement.

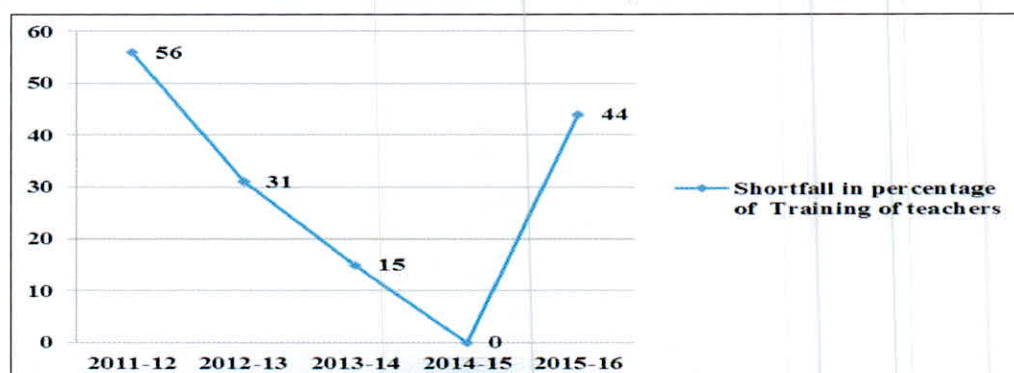
During the exit conference (November 2016), Department stated that the qualification for selection for guest teachers was same as prescribed for recruitment for other teachers.

The reply is not acceptable, as guest teachers were not TET qualified teachers. Further, better qualitative teaching could not be expected from guest teachers in the absence of job security and in-service training.

#### 4.5 Induction/In-service Training of Teachers

Audit scrutiny revealed that targets fixed for different training programmes for in-service training of teachers and induction training for newly appointed teachers were not achieved during 2011-14 and 2015-16 (*Appendix- 4.3*). Out of 40,458 *Samvida Shala Shikshak* grade-2 and 3 recruited in 2013-14, only 20,746 were imparted induction training. The percentage of shortfall in training of teachers during 2011-16 is depicted in the **Chart 4.1**.

**Chart 4.1: Shortfall in training of teachers**



(Source: Information provided by RSK)

There was shortfall in targets of induction training and in-service training of teachers in State Government schools.

Audit scrutiny revealed that a three-year perspective plan for teacher's in-service training was developed by RSK during 2013-14. Teachers of class III, IV and V were to be trained under this plan during year 2014-15, 2015-16 and 2016-17 respectively. However, training was organised only in 2014-15 for class III in Mathematics and English. No training was organised in 2015-16.

During the exit conference (November 2016), Department stated that the targets of in-service training could not be achieved due to lack of budget allotment under this component of SSA.

#### 4.6 Responsibility of teacher

Section 24(1) of the RTE Act states that teachers should maintain regularity and punctuality in attending school, assess the learning ability of each child and accordingly supplement additional instructions, if any as required. It further prescribes 45 hours, including preparation hours, as the minimum number of working hours per week for teachers. The minimum number of working days in an academic year should be 200 working days for classes one to five and 220 working days for classes six to eight. Similarly 800 instructional hours per academic year is fixed for classes I to V and 1,000 instructional hours for classes VI to VIII.

Analysis of information furnished to audit and scrutiny of records in test-checked districts and schools revealed the following:

The minimum number of working days, instructional hours and per week working hours prescribed were not followed under the RTE Act.

- 11 to 46 per cent PS in eight<sup>2</sup> test checked districts and 10 to 68 per cent UPS in eight<sup>3</sup> test checked districts did not follow the RTE norms of 200 working days and 220 working days respectively.
- In 356 out of 390 schools the shortfall in per week working hours was between three hours and 18 hours. The shortfall in instructional hours in 11 UPS ranged between 11 hours and 168 hours.
- Audit scrutiny revealed that 5.21 lakh children of class I to VIII were enrolled in PS/UPS, which were running in shifts in 5,190 government school buildings during 2015-16. In the test-checked schools, we noticed that three UPS were running in PS building in two districts<sup>4</sup>, one UPS (M.S. Jamunia Kalan Bhopal) was running in High School building and one PS, (P.S.No-2 Betma, Depalpur Indore) was running in Middle School Building. Of these, the instructional hours of N.M.S. *Gelarbadi* Jhabua was found short.
- At State level, 3,946 to 4,720 schools were having single classrooms and 17,938 to 20,245 schools were having single teachers during 2010-16. This led to arrangement of multi grade classes in the schools which would affect the quality of education. Similarly, in 10 test-checked schools multi grade classes were running due to unavailability of teachers and classrooms or where the schools were upgraded due to rationalisation. As a result, RTE mandate of maintaining minimum instructional hours and working hours in these schools could not be ensured.
- Under the provisions of the RTE Act, the teachers were required to hold regular meetings with parents and guardians and apprise them about the regularity in attendance, ability to learn and progress made in learning about the child. However, audit noticed that there was no periodicity fixed for holding parent teacher meeting by the school or by the Department. In 241 (62 per cent) selected schools, the parents teacher meetings were not held during 2010-16.
- Department issued instructions (March 2010 and February 2014) for obtaining undertaking from teachers for compliance of teacher's responsibilities under the RTE Act. However, scrutiny of records revealed that the required undertaking from teachers were not obtained.

During the exit conference (November 2016), Department stated that compliance of the instructions would be ensured.

#### 4.7 Deployment of teachers in other duties

Section 27 of the RTE Act states that no teacher shall be deployed for any non-educational purpose other than the decennial population census, disaster relief duties or duties relating to elections to the local authority or the State legislature or Parliament, as the case may be. As per the direction of Hon'ble Supreme Court (December 2007) the engagement of teacher for other duties

<sup>2</sup> Balaghat, Bhopal, Burhanpur, Chhindwara, Datia, Dhar, Jhabua and Shahdol.

<sup>3</sup> Balaghat, Bhopal, Chhindwara, Datia, Dhar, Indore, Jhabua and Shahdol.

<sup>4</sup> Jhabua (N.M.S. *Gelarbadi*, M.S. *Guda Chotta*) and Ratlam (Navin M.S. *Jamdabhilan*).



relating to electoral roll revisions would be undertaken on holidays and non-teaching days and during non-teaching hours.

The Chairperson National Commission for Protection of Child Rights (NCPCR) also wrote (March 2013) to Chief Secretary of MP Government to ensure that teachers did not remain away during school hours on working days for election related works or use the pretext of Booth Level Officer (BLO) related duties. The School Education Department issued (March 2013) instructions to Collectors to assign the duty of BLO to other government employees and teachers should be free from the BLO duty and if necessary, they could be engaged on holidays and non-teaching days and in the habitations where they were posted in the school.

Audit noticed that DEO/DPC of the test checked districts, who had administrative control over the teachers, had no information about the number of teachers deployed as BLO during 2010-16. As per information obtained by Audit from the district collectorate, 3,469 teachers were deputed as BLO in 10 districts during 2010-16. In test-checked 58 schools, 91 teachers were deployed as BLOs during 2010-16.

Audit scrutiny revealed that orders issued for appointment of teacher as BLO did not mention whether they were deployed during school hours or afterwards. Further, in test-checked schools, teachers appointed on 'BLO duty' did not mark their attendance and recorded 'BLO duty' in the attendance register (PS 29<sup>th</sup> Battalion, Datia and Purusharthi Hindi Middle School, Burhanpur).

During the exit conference (November 2016), Department stated that the teachers were deployed as BLO to carry out election related duties by the district election machinery as per the guidelines of Election Commission.

The reply is not acceptable, as Department/District Collectors did not ensure engagement of teachers as BLO after the teaching hours, as directed by NCPCR which compromised the quality of education being imparted to children.

#### 4.8 Recommendations

- Department should ensure that the instructions for rationalisation of teachers are implemented effectively so as to ensure that there are no adverse pupil teacher ratio and single teacher schools in the State.
- Arrangement should be made for engaging part time instructors in upper primary schools as required under the RTE Act and implement the syllabus for work education, art education and health and physical education.

*Department stated (November 2016) that arrangement would be made soon to fulfil the post of part time instructors.*

- Steps should be taken to fill up the vacant posts and not rely on the guest teachers to provide children with qualitative education.

*Department stated (November 2016) that the process of recruitment of 19,200 PS and 6,500 UPS teachers had been initiated.*

- Arrangement should be made for teacher's eligibility test and sustained initiative should be taken for training of new and untrained teachers and to reinforce the skill of in-service teachers.

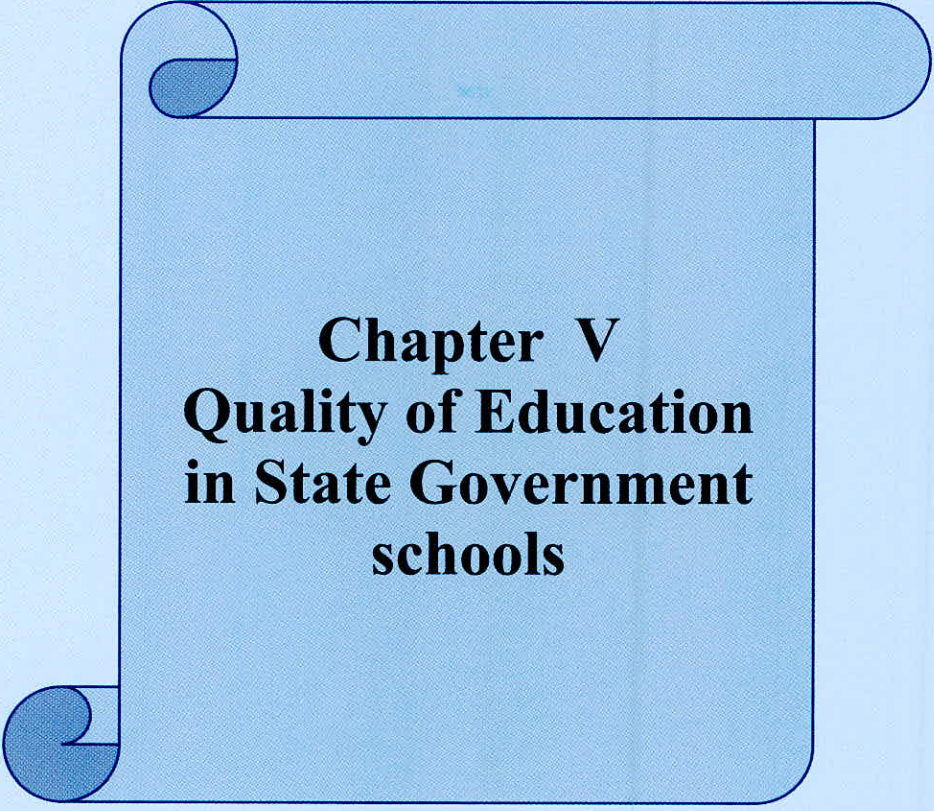
*Department stated (November 2016) that teacher eligibility test would be organised in near future for recruitment of teachers. The induction training would be organised for newly appointed teachers. The State had provided professional training to untrained teachers barring 1,111 teachers.*

- The requirement of minimum working days, instructional hours and per week working hours should be strictly adhered to.

*Department stated (November 2016) that academic calendar issued to districts envisages minimum prescribed days. Instructions had been issued to adhere to prescribed working days.*

- The periodicity of holding Parent Teacher Meeting should be prescribed and regular meetings should be held.

*Department stated (November 2016) that instructions would be issued to specify periodicity of parent teacher meeting.*



**Chapter V**  
**Quality of Education**  
**in State Government**  
**schools**



## Chapter V

### Quality of Education in State Government schools

Quality of education is contingent upon many factors, like quality of teachers, teaching techniques and aids, syllabus and evaluation process, environment for learning etc. In Madhya Pradesh, there were 1.14 lakh Government Schools at Primary and Upper Primary level as on March 2016. Learning in school can be of high quality, if safe and secure environment is provided by adequate infrastructure and the progress is regularly evaluated. Further quality of education in school also ensure retention of children in the school and their regular participation.

#### 5.1 Infrastructure in schools

As per norms and standards under the RTE Act for a school, an all-weather building consisting of at least one classroom for every teacher and an office-cum-store-cum-Head teacher's room was to be ensured. The other infrastructural requirements of school are separate toilets for boys and girls, safe drinking water facilities to all children, a kitchen where mid-day meal is cooked in the school, library, playground and arrangement for securing the school building by fencing/boundary wall.

Section 19(2) of the RTE Act provides that where a school established before the commencement of the Act does not fulfil the norms and standards specified in the Act, it shall take steps to fulfil such norms and standards within a period of three years from the date of commencement of Act, i.e., by March 2013.

Audit scrutiny revealed that the required facilities were not ensured in government schools in the State by March 2013. The infrastructure facilities in government schools had improved between 2012-13 and 2015-16. However, there were still large number of schools without the prescribed infrastructure according to norms and standards under the RTE Act, as detailed in **Table 5.1**.

**Table 5.1: Government schools without prescribed infrastructure in the State**

(Figures in number)

Year	Total number of schools in the State	Number of schools without required facilities (percentage)							
		Room for head teacher	Separate toilet for boys	Separate toilet for girls	Kitchen shed for mid day meal	Drinking water	Play ground	Library	Boundary wall
2012-13	112404	72389 (64)	16189 (14)	11001 (10)	55 (0.05)	5150 (5)	55627 (50)	31710 (28)	72703 (65)
2015-16	114255	64278 (56)	7180 (6)	5945 (5)	14564 (13)	5176 (5)	44754 (39)	10763 (9)	53345 (47)

(Source: U-DISE)

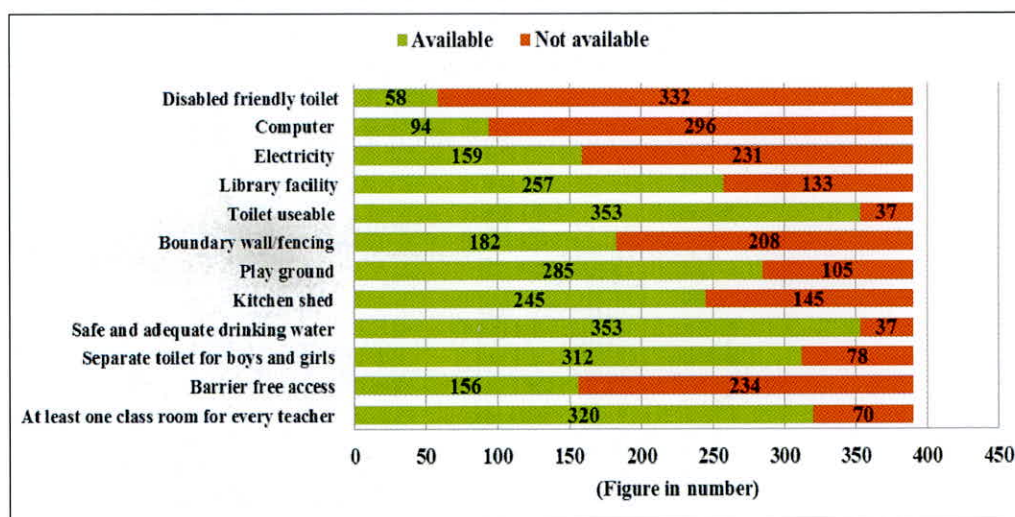
Deficiencies noticed in infrastructural facilities of 390 sampled schools in the test-checked districts are detailed in *Appendices 5.1 and 5.2.*, which revealed the following:

**Norms and standards laid down for basic infrastructure in the Act were not adhered to in State Government schools.**

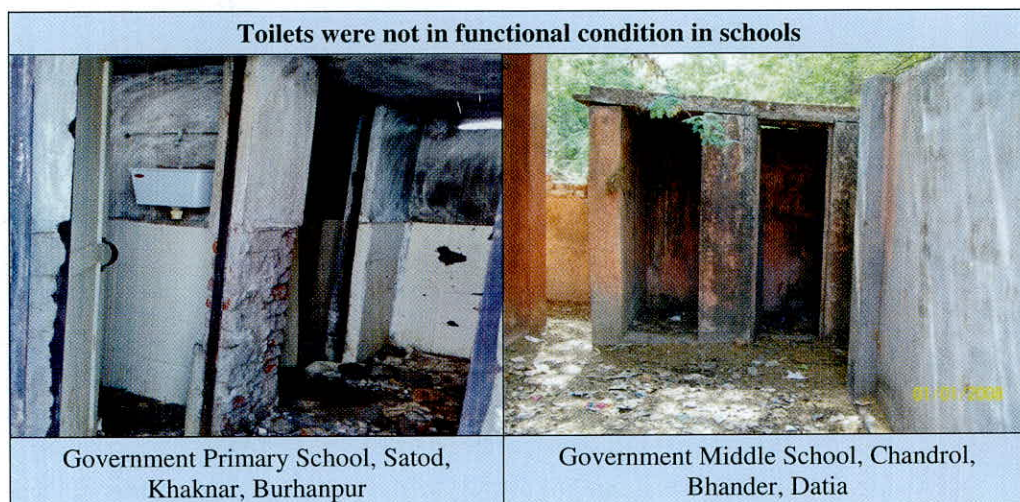
- At least one classroom for every teacher and an office-cum-head master room was not found in 70 schools. School buildings of 51 schools was not in good condition. Proper demarcated approach road to school was not available for 43 schools. Kitchen shed was not in 145 schools. Barrier free access was not in 234 schools. Boundary wall/fencing was not available in 208 schools.
- Separate toilets for boys and girls were not available in 78 schools. Toilet was not in usable condition in 37 schools. Disabled friendly toilet was not available in 332 schools.
- Safe and adequate drinking water was not available in 37 schools. Playground was not in 105 schools. Library facility was not available in 133 schools. Desks were not available in 295 schools and children were sitting on mat in these schools.

The status of infrastructure facilities in the visited schools is summarised in **Chart 5.1**.

**Chart 5.1: Infrastructure facilities in test checked schools**



(Source: Information provided by selected schools)



**Schools situated in road side and without any boundary wall/ fencing**



*Government Primary School Khedi, Jhabua*



*Government New Middle School, Gelar Badi, Jhabua*

**Case study: Government Middle School, Jamunia Kalan, Phanda Rural, Bhopal**

The school building of Government Middle School, Jamunia Kalan, Phanda Rural, Bhopal was in poor condition since last five years. Both boy's and girl's toilets, which were constructed in the year 2012-13, were not functional. The headmaster and the school management committee (SMC) of the School intimated (June 2013) the condition of the School to DPC followed by further communications to DEO and BRCC. The infrastructure of middle school is depicted in the photographs:



School building of Middle School, Jamunia Kalan



Condition of Girls' toilet in Middle School, Jamunia Kalan



Condition of Boys' toilet, Jamunia Kalan



School building of High School Jamunia Kalan in which the classes of Middle school shifted

Since August 2015, the school was running in the building of High School, Jamunia Kalan as per the order of DEO Bhopal. During visit of audit team to

the school, it was noticed that the classes VI to VIII were running in a single classroom in the morning shift from 7 am to 1 pm. The high school was running in the same building from 10 am to 5 pm. The high school building had problem of toilet and drinking water. Further, as reported by head teacher to BRCC (August 2015), running classes in the high school building was not safe for children due to bad condition of classroom and approach to school.

During the exit conference (November 2016), Department stated that instructions were issued (November 2016) to Collector to make usable girls and boys toilets of Middle School *Jamunia Kalan* and prepare the estimate for repairing of school building.

Beneficiary Survey conducted during the performance audit in 283 test-checked schools (1,274 students) revealed that 43 *per cent* students did not use library facility, 22 *per cent* students were not satisfied with playground, seven *per cent* students reported that the drinking water facility was not available all-round the year and 15 *per cent* students did not find their school toilet usable. The DPCs stated that the required facilities were not provided due to unavailability of funds.

During exit conference (November 2016), Department stated that the works were undertaken according to sanction and funds made available by GoI. Works which were not sanctioned would be submitted to GoI in next work plan. The proposal for construction of boundary wall for Government Primary School Khedi, Jhabua and Government New Middle School, Gelar Badi, Jhabua would be sent to GoI in the next work plan.

The fact remains that Department could not ensure availability of school infrastructure prescribed under the RTE Act within the specified time period for providing such facilities in schools, i.e., by March 2013 and schools were lacking these facilities even as on March 2016.

## 5.2 Availability of school buildings and classrooms

Audit scrutiny revealed that out of 1.14 lakh government PS and UPS in the State, 1.12 lakh were running in their own building and remaining were in rental building and other buildings. Further, 32,825 school buildings required minor repair and 18,267 schools buildings required major repair.

### 5.2.1 Adverse student classroom ratio

Under the RTE Act and SSA norms, at least one classroom was to be provided for every teacher and the student classroom ratio (SCR) of 30 students per classroom in PS and 35 students per classroom in UPS was to be maintained. However, audit scrutiny revealed adverse SCR in 12,769 (2015-16) to 37,387 (2010-11) PS and 10,218 (2015-16) to 14,669 (2011-12) UPS during 2010-16. Further, 4,149 schools had only single classrooms as on March 2016. In the test-checked schools, student classroom ratio was not maintained in 83 out 390 schools during 2015-16.

### 5.2.2 Status of construction of school building and other infrastructure

RSK provided administrative and technical sanction of civil works in schools after their approval in AWP&B. In some construction works, technical sanctions were provided at district level as per direction of RSK. Funds for

Adverse student classroom ratio was noticed in 12,769 PS and 10,218 UPS as on March 2016.



civil works were released by RSK to DPCs, who in turn released funds to construction agencies, *Gram Panchayats* and Urban local bodies. DPCs were required to make entries of the progress of works in Education Portal for monitoring of works. The status of civil works, such as building works, additional classrooms, boundary walls, etc., at State level and work wise details of not completed works are given in **Table 5.2** and **Table 5.3**.

**Table 5.2: Status of completion of civil works as on March 2016**

(Figures in number)

Year	Number of works sanctioned	Number of incomplete works	Number of works not started	Number of works held up	No of works in which completion certificate not issued
2001-02 to 2009-10	1,47,291	5,175	418	32	2,712
2010-11 to 2015-16	1,26,229	9,479	342	5	1,738
Total	2,73,520	14,654	760	37	4,450

(Source: information provided by RSK)

**Table 5.3: Details of incomplete civil works as on March 2016**

(Figures in number)

Sl. No.	Name of works	Number of works sanctioned	Number of incomplete works	Number of works not started	Number of works held up	Number of works in which completion certificate not issued
1	Additional room (PS/UPS/HM-PS+UPS)	1,42,133	10,915	523	21	1,779
2	School building (UPS)	20,226	1,770	39	0	325
3	School building (PS)	26,864	1,006	28	4	251
4	Toilet (Girls /PS/UPS)	66,620	257	42	2	1,299
5	Drinking water PS/UPS	5,712	114	62	9	647
6	Boundary wall	6,496	547	46	0	47
7	Kitchen shed	5,380	45	20	1	93
8	Block Resource Centre (BRC) buildings	32	0	0	0	5
9	KGBV hostel	57	0	0	0	4
	<b>Total</b>	<b>2,73,520</b>	<b>14,654</b>	<b>760</b>	<b>37</b>	<b>4,450</b>

As evident from Tables 5.2 and 5.3, large number of approved civil works in schools remained incomplete. Out of 2.74 lakh works sanctioned during 2001-16, 14,654 works were incomplete, which included construction of 2,776 school buildings, 10,915 additional classrooms and 547 boundary walls. The completion certificate were not issued in case of 4,450 completed works, out of which 2,712 works pertained to period 2001-10.

As on March 2016, 2,721 civil works for which ₹ 55.81 crore was released to DPCs, were incomplete in 11 test-checked districts. These incomplete works included 707 school buildings, 1,709 additional classrooms and 358 girl's

toilets. The status of construction of civil works in test-checked districts are detailed in **Appendices 5.3 and 5.4**. Work completion certificate by the construction agencies for 1,100 works amounting to ₹ 18.53 crore were not issued in nine districts during 2004-16. Further, 423 works in 10 districts, for which ₹ 3.77 crore were released during 2001-15, were not started.

Audit noticed that lack of monitoring of civil works by RSK and DPCs. The Education Portal was the only source to monitor the progress of civil works in schools. However, the related information was not updated by DPCs in the education portal. Audit scrutiny revealed that RSK issued sanction orders for 85,563 works during 2011-16, whereas sanction of only 83,631 works were shown in portal. The details of released amounts, expenditure on works and sanctioned cost of works were also not available in the portal.

The PAB directed the State in 162<sup>nd</sup> meeting (April, 2011) to revisit the decision to assign civil works to *Panchayat* and find ways to involve the SMC for this task in view of the decline in the pace of execution of civil works and also in the quality of works. It was also suggested to take up the matter with State Government for transferring back the civil works to SMC, as new SMCs were being constituted as per the provisions of the RTE Act. However, Audit noticed that no action was taken to change the agency.

During the exit conference (November 2016), Department stated that the variation of actual sanctioned works and works displayed in portal was due to not updating the works in portal by districts for which instructions had been issued (September 2016). Division wise monthly review meetings were being organised to complete the incomplete works. Action would be taken to cancel the not started works in the districts.

### **5.2.3 Irregular drawal of funds provided for construction works**

According to directions issued (September 2005) by *Rajya Shiksha Kendra*, Madhya Pradesh, Bhopal for construction works in schools under *Sarva Shiksha Abhiyan (SSA)*, *Zila Shiksha Kendra* would release the fund in three instalments to the construction agency *Gram Panchayats*. Fifty per cent of construction cost as first instalment would be provided in the bank account of concerned *Gram panchayats* opened for construction work under SSA. The second instalment of 35 per cent was to be released after utilization of first instalment and evaluation of work by Sub Engineer. Third instalment of remaining 15 per cent was to be released after utilization of second instalment and evaluation by Sub Engineer. Concerned *Gram panchayat* was responsible to start the work and complete it within the stipulated time.

Further, as per the revised pattern of funding (September 2011), RSK directed districts to release first instalment up to 40 per cent of work cost, in second instalment up to 70 per cent, third instalment up to 90 per cent and amount of last instalment after getting work completion certificate limited to actual evaluation of work.

Scrutiny of records and information furnished to audit in test-checked DPCs revealed that in 39 blocks of eight districts<sup>1</sup>, 799 works were sanctioned during 2005-06 to 2012-13. Total amount of ₹ 18.93 crore was released for

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<sup>1</sup> Balaghat, Bhopal, Burhanpur, Datia, Dhar, Indore, Jhabua and Ratlam.

Release of fund to construction agencies without ensuring evaluation of constructed works resulted in excess drawal of ₹ 10.71 crore.

723 works. The amount released for seven works of Block Dharampuri, Dhar and for 69 works of two blocks Piplaoda and Sailana, Ratlam were not made available to Audit. Out of 799 works, 701 works were incomplete, 96 works were not started and two works were completed.

The total valuation amount of 544 incomplete works was ₹ 10.17 crore against which the *Gram Panchayats* withdrew an amount of ₹ 17.18 crore from their respective bank account. The recoverable amount including interest from the construction agency was worked out to ₹ 7.49 crore by respective DPCs. Besides, the recoverable amount from the construction agencies of two blocks Piplaoda and Sailana, Ratlam including interest in respect of 112 incomplete works was worked out to ₹ 3.22 crore. Thus, total amount recoverable from construction agencies was ₹ 10.71 crore.

The Department had registered cases for 97 construction works against the construction agency in two districts, Jhabua and Ratlam and First Information Report was lodged in six cases in district Jhabua.

This indicated that without ensuring the evaluation of constructed work done by the previous instalment, DPC released subsequent instalments to construction agencies resulting in withdrawal in excess of work executed by them. Thus, lack of supervision and monitoring by DPC and not observing the instruction of RSK led to excess drawal by the construction agencies.

The DPCs stated that action would be taken to recover the amount from construction agencies. During the exit conference (November 2016), Department stated that action for recovery from construction agencies drawing excess amount was under process and the incomplete works would be completed by the agencies.

#### 5.2.4 Residential school not established

PAB approved five<sup>2</sup> residential schools for the State in the year 2010-11. Audit scrutiny revealed that the residential school approved for district Bhopal was not established and a residential hostel for homeless children, orphan and without adult protection, etc. was opened in place of the residential school.

During the exit conference (November 2016), Department did not furnish the reason for not opening the residential school at Bhopal.

#### 5.2.5 Third Party Evaluation of civil works

Para 6.10.2 of the SSA Framework states that in order to assure quality of civil works, an independent assessment of the technical quality of civil works, through Third Party Evaluation is mandatory. The State committed to conduct the third party evaluation of civil works in PAB 162<sup>nd</sup> meeting (April 2011) and 177<sup>th</sup> meeting (March 2012). However, audit scrutiny revealed that third party evaluation of civil works was not carried out during 2013-16 in four test-checked districts Bhopal, Burhanpur, Indore and Morena.

During the exit conference (November 2016), Department stated that tender was received for eight out of 10 divisions and agreement was made for seven divisions for third party evaluation for works of the year 2011-13. Third party

Third party evaluation of civil works was not carried out to ensure the quality of civil works.

<sup>2</sup> Bhopal, Gwalior, Indore, Jabalpur and Ujjain.

evaluation was not practicable due to less number of works and large number of small size of works for the year 2013-16.

Reply was not acceptable, as Third Party Evaluation was mandatory and there was no criteria of size or number of works for conducting third party evaluation.

### **5.2.6 Vacated school building not taken into use**

School Education Department directed (September 2013) that schools located in same campus or PS having enrolment less than 20 and UPS having enrolment less than 10 were to be merged with nearby schools.

In five test-checked districts, Balaghat, Bhopal, Burhanpur, Datia and Indore, 282 schools were merged due to rationalisation and 235 school buildings were vacated due to such merger of schools. Of which, the value of 118 buildings in two districts, Bhopal and Datia was ₹ 12.02 crore. However, the vacated school buildings were not taken in use. The DPCs did not furnish reply relating to action taken for utilisation of vacated school buildings.

During the exit conference (November 2016), Department stated that the instructions would be issued to districts for utilisation of vacated buildings.

## **5.3 Curriculum and evaluation process for elementary education**

Section 29 (1) of the RTE Act states that the curriculum and evaluation procedure for elementary education shall be laid down by the academic authority to be specified by the appropriate Government by notification. The Act further provides for laying down curriculum for Comprehensive and Continuous Evaluation (CCE) of child's understanding of knowledge and his or her ability to apply the same. State Government notified (July 2010) State Council of Educational Research and Training (SCERT) as the academic authority for the purpose. As per the directions issued (January 2012) by MoHRD, the academic authority notified by the appropriate Government should ensure adherence to child-centred principle of National Curriculum Framework (NCF) 2005.

Audit scrutiny revealed that the text books of elementary education were reviewed on the basis of NCF 2005 by desk analysis during 2012-15. However, the approval for incorporating suggestions of desk analysis on subjects – language and social science, was taken only in August 2016 and November 2016 respectively. The curriculum on health education, work education and art education for classes one to eight were approved in February 2016. For the remaining subjects, Mathematics, Environmental Science and Science, adoption of NCERT text books had been decided in phased manner during 2017-18.

Further scrutiny revealed that the department issued new guidelines (July 2011) for evaluation of student of classes 1 to 8 on CCE pattern in the view of provisions of the RTE Act. The new guidelines was applicable to all private and government schools. To make CCE more practical and qualitative, CCE pilot project was started in 2013-14 for which field trial was conducted in 116 selected schools during 2013-14 and in 118 selected schools during

2014-15. However, the new CCE guidelines developed on the basis of outcome gained under CCE pilot project was not finalised.

RSK stated (July, 2016) that evaluation guidelines was implemented in 2010-11 and it was printed in 2011-12. The new CCE guidelines was at the stage of finalisation and would be implemented after the approval of Examination Committee. During the exit conference (November 2016), Department stated that CCE was implemented in all government running schools.

The fact remains that even after six years of implementation of the RTE Act, modification/review of the syllabus as required under the Act was not completed. Further, the implementation of new CCE guidelines was still under process.

## 5.4 Learning Enhancement Tools

### 5.4.1 Distribution of free text books

As per SSA Manual, free text books would be provided to all children in classes I to VIII of Government schools/local bodies. RSK after receiving the demand of books from DPCs, placed order to *MP Pathya Pustak Nigam*, Bhopal for supply of the books to districts.

Scrutiny of records of RSK revealed that 42.88 lakh books were short supplied to districts against the supply order of 26.49 crore books during 2010-16. However, RSK did not examine the reason for short supply. Districts which were not provided books by the Nigam raised additional demand after the commencement of academic session. This led to delay in distribution of text books to children, which affected the quality of education.

In test-checked districts, it was noticed that 0.94 lakh books was not made available for distribution to children during 2013-16 in two districts<sup>3</sup>. In five<sup>4</sup> districts, 5.36 lakh books and 49,025 Activity Based Learning kit were distributed after the beginning of academic sessions between July and November.

The DPCs stated that delayed distribution was due to delay in supply from the *MP Pathya Pustak Nigam*. During the exit conference (November 2016), Department stated that printing of ABL Kits was done after printing of text books and timely supply was ensured in 2016-17.

### 5.4.2 Free Supply of Uniform

As directed (June 2011) by RSK, the assistance for cost of two pairs of uniform (₹ 400) each year would be provided to all categories of boys and girls enrolled in government schools. The amount of assistance was transferred from *Zila Shiksha Kendras* to SMCs till the year 2013-14 and from the year 2014-15, the amount was transferred to SMC by RSK. The assistance for all students, except Above Poverty Line (APL) boys, were paid from SSA fund and the assistance for APL boys were borne by the State Government.

<sup>3</sup> Balaghat 66474 (2013-16) and Ratlam 27636 books (2014-15).

<sup>4</sup> Balaghat 28963 (2013-15), Bhopal 25330 (2013-14 and 2015-16), 49025 ABL kit (2015-16), Burhanpur 254764 (2013-16), Datia 148770 (2013-16) and Indore 77908 (2015-16).

There were short supply and delays in supply of text books, which affected the quality of education.

Assistance was to be released to students by the month of June. The vouchers were to be collected from students and certificate of expenditure was to be sent to RSK. The number of students provided assistance for uniform during the period 2011-16 is given in **Table 5.4**.

**Table 5.4: Details of year wise benefited students under assistance for uniform in government schools**

(Figures in lakh)

Year	Number of enrolled students	Number of students benefitted
2011-12	101.38	100.41
2012-13	98.76	98.03
2013-14	93.52	94.06*
2014-15	86.56	86.55
2015-16	78.96	78.95
<b>Total</b>	<b>459.18</b>	<b>458.00</b>

(Source: Information provided by RSK) \* included children of previous year not covered

Scrutiny of records of RSK revealed the following:

- During 2011-16, 1.18 lakh students were not covered for providing uniform by RSK. Further, ₹ 662.08 crore was to be released for 165.52 lakh students during 2014-16. However, RSK released ₹ 677.77 crore for 169.44 lakh students resulting in excess release of ₹ 15.69 crore, which led to large unadjusted advances at SMC level, as discussed in Para 2.1.1.

- RSK reported in the PAB meetings that uniform was provided in the beginning of academic session. However, audit scrutiny revealed that Department did not ensure timely release of funds to SMC. For academic session 2014-15, RSK deposited ₹ 4.72 crore in SMC accounts for uniform of 1.18 lakh students under SSA on different occasions up to March 2015. Similarly, ₹ 22.56 crore for 5.64 lakh students were released from SSA fund during 2015-16 with delays of five months.

Further, RSK released ₹ 56.82 crore for 14.20 lakh APL students after the commencement of academic session 2013-14. For the academic session 2014-15, ₹ 5.52 crore for 1.38 lakh APL students and ₹ 20.31 crore for 5.08 lakh APL students were released in March 2015 and January 2016 respectively due to unavailability of budget. In 2015-16, ₹ 8.23 crore for 2.06 lakh APL students was released with delays of five months.

In the test-checked eight<sup>5</sup> districts, the assistance of ₹ 27.82 crore for uniform was released during the year 2013-16 with delays ranging between one to 19 months. The maximum delay of 19 months was noticed in the district Dhar. In two<sup>6</sup> test-checked districts, Bhopal and Indore, 35,528 students were not paid assistance of ₹ 1.42 crore for uniform in 2013-14, despite availability of fund. In District Dhar, assistance of ₹ 34 lakh for uniform was not paid to 8,500 students in 2013-14 due to unavailability of funds.

<sup>5</sup> Balaghat (₹ 3.47 crore), Bhopal (₹ 2.02 crore), Burhanpur (₹ 2.83 crore), Datia (₹ 2.52 crore), Dhar (₹ 6.16 crore), Indore (₹ 2.54 crore), Jhabua (₹ 3.04 crore) and Ratlam (₹ 5.24 crore).

<sup>6</sup> Bhopal (14,118 students, ₹ 56.47 lakh) and Indore (21,410 students, ₹ 85.64 lakh).

**Timely assistance for uniform was not ensured.**

- The certificate of disbursement by collecting vouchers were required for ensuring actual payment of assistance of uniform to students. However, this was not received by DPC from SMC and sent to RSK.
- PAB while approving AWP&B 2013-14 did not agree with the proposal of State for cash transfer for uniforms to children as the framework for implementation of the RTE - SSA programmes provides that the uniform would be procured and distributed to children through SMCs. The PAB approved an outlay of ₹ 328.09 crore for uniforms including children of previous years not covered by the State, on the condition that procurement would be strictly done in accordance with the RTE-SSA norms. However, the procedure for distribution of uniforms through SMC was not adopted.

During the exit conference (November 2016), Department stated that the funds for uniform for the year 2014-15 to APL students were released in 2015-16 due to unavailability of funds under State schemes. It further stated that funds for uniform was released in June on the basis of 80 *per cent* of previous year's enrolment and remaining amount was issued in September after reviewing the status of enrolment on Education Portal.

The fact remains that students were not provided the assistance for purchase of uniform timely due to delayed release of funds. Further, cash transfer for uniform to children was not in accordance with the RTE-SSA norms. Besides, actual purchase of uniform was not ensured due to the failure of RSK to follow the procedure to obtain certificate of disbursement.

### **5.4.3 Computer Enabled Education**

#### **5.4.3.1 Head Start Programme**

Department started (November 2000) Head Start programme for computer enabled education with the objective to eliminate the Information Technology gap between rural and urban area. Under this programme, computer centres were established in selected schools at cluster level. A trained teacher of Head Start Center was appointed as head-start co-ordinator and block co-ordinator of each block was head-start block co-ordinator at block level. Students of linked schools were to get the benefit of Head Start Center once in a week.

Scrutiny of records in test-checked districts revealed the following:

- Out of 5,106 computers and peripherals in 795 centres, 2,454 equipment were not in operation in nine<sup>7</sup> districts. Further, 270 centres were not functioning in 10 districts<sup>8</sup>, of these electricity facility was not available in 64 centres in six districts<sup>9</sup>. The districts did not make demand for fund for annual maintenance of centres to make them functional.
- In six districts<sup>10</sup>, ₹ 36.00 lakh was released to 72 UPS for preparing platform for new centres and ₹ 3.20 lakh was released to 32 UPS for upgradation of old centres in three districts<sup>11</sup>. The computers as required were

<sup>7</sup> Balaghat, Bhopal, Burhanpur, Chhindwara, Datia, Dhar, Indore, Jhabua and Ratlam.

<sup>8</sup> Balaghat, Bhopal, Datia, Dhar, Indore, Jhabua, Panna, Ratlam, Shahdol and Singrauli.

<sup>9</sup> Balaghat, Bhopal, Datia, Dhar Indore and Jhabua.

<sup>10</sup> Balaghat, Bhopal, Burhanpur, Dhar, Jhabua and Ratlam.

<sup>11</sup> Balaghat, Dhar and Ratlam.

not supplied by RSK to these schools. The certificates pertaining to preparation of platform along with photographs and proper earthing, which was mandatory in the computer room, were not available in the record of DPC. Thus, the utilisation of fund for the specific purposes was not ensured.

During the exit conference (November 2016), Department stated that Head Start centres were not functioning properly due to not receiving approval for funds from GoI from 2012-13. Poor maintenance of computer equipment was due to unavailability of funds. The establishment of computer lab was incomplete due to changes in framework of the scheme.

Thus, the objective of Head Start programme to provide computer enabled education in rural schools were not achieved due to failure of Department to provide fund for maintenance of computers.

#### **5.4.3.2 Computer aided learning**

The commitment of the State in 222<sup>nd</sup> PAB meeting (March 2015) was to link computer aided learning (CAL) with teaching Science and Mathematics in upper primary classes and to procure/develop Science and Mathematics kit in consultation with NCERT. State Government proposed for provision of new SMART classroom and capacity building of teachers. PAB approved the proposal for computer aided education in 3,153 schools and training of 644 teacher with an outlay of ₹ 22.14 crore.

Audit scrutiny revealed that the activities to link CAL with teaching Science and Mathematics and procuring Science and Mathematics kit were not carried out due to unavailability of fund.

During exit conference, (November 2016) Department stated that for promoting computer learning, the books of the subjects Science, Mathematics and language had been uploaded in the portal after digitalisation.

The reply did not address the issue raised in the audit observation, as Department did not inform progress achieved with reference to approved proposal for providing new SMART classroom and capacity building of teachers.

#### **5.4.4 Learning material for tribal children**

In the AWP&B 2014-15, the PAB advised the State to identify hamlets with 90 *per cent* tribal population and develop books and other learning materials for tribal children. Training modules for teaching tribal children was to be developed by the State. In response to an audit query, RSK informed (August 2016) that the pilot study was conducted in 15 schools each of districts, Mandla and Dindori by selecting 10 books of *Goudi* language and *Bega* language of these districts. Translation of text book of class I and II to *Goudi* and *Bega* language and developing training module was under process.

During exit conference, (November 2016) Department stated that bi-lingual learning equipment in *Bega* and *Goudi* language for tribal children of districts Mandla and Dindori had been prepared.

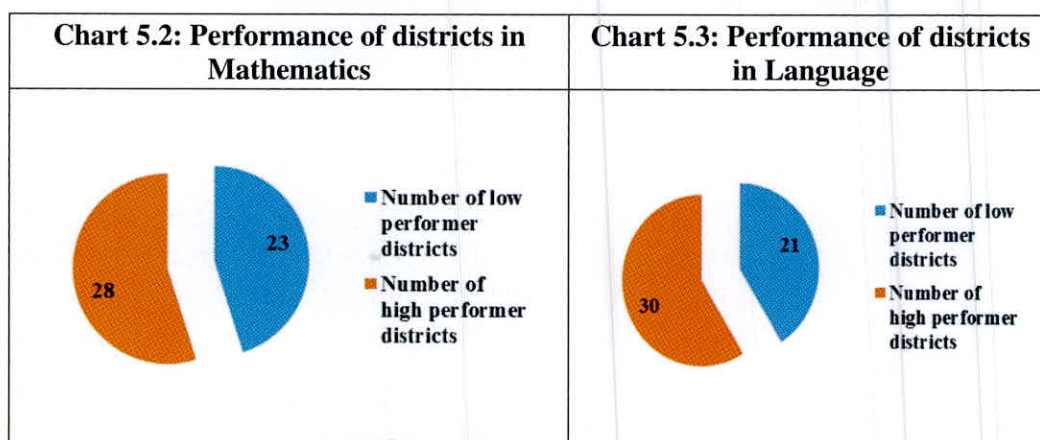
The fact remains that there was no progress in developing training modules for teaching tribal children.



## 5.5 State Level Achievement Survey

In State level achievement survey conducted in 2013-14 average achievement percentage of State was 63.32 in Mathematics and 62.56 in Hindi language.

Assessment surveys provide a measure of learning across a representative sample of students. It allows classification of students at specific grade level as per their ability in different subject on curriculum. Audit scrutiny revealed that State Level Achievement Survey (SLAS) was carried out for class III in year 2013-14 in the subjects Hindi and Mathematics on 30 students each from 60 PS of each district. The average achievement at State level was 63.32 per cent in Mathematics and 62.56 per cent in Hindi language. The performance of districts is shown in **Chart 5.2** and **Chart 5.3** respectively.



(Source: Information provided by RSK)

The State committed in PAB meeting (February 2014) that 70 per cent of children at the end of grade II and grade V would achieve learning outcomes as laid down by NCERT. Besides 70 per cent at the end of grade VIII would achieve learning outcomes for Mathematics and Science. SLAS was not conducted in 2014-15. In the year 2015-16, SLAS was conducted of 30 students each from classes 3, 5 and 8 in 30 PS and 30 UPS in every district. The outcome of SLAS report was not finalised as of November, 2016.

During exit conference (November 2016), Department stated that the report of SLAS conducted in 2015-16 had not been prepared.

## 5.6 National Achievement Survey

National Council of Educational Research and Training (NCERT) conducted National Achievement Surveys (NAS) for Class III (Cycle 3) in 2013. As per NAS Report, Class III children in the State were able to answer 58 per cent of language items correctly and 64 per cent of Mathematics questions correctly. The performance of students of Madhya Pradesh was significantly below the national average in both Language and Mathematics, as given below in **Table 5.5**.

**Table 5.5: Performance of students in language and mathematics**

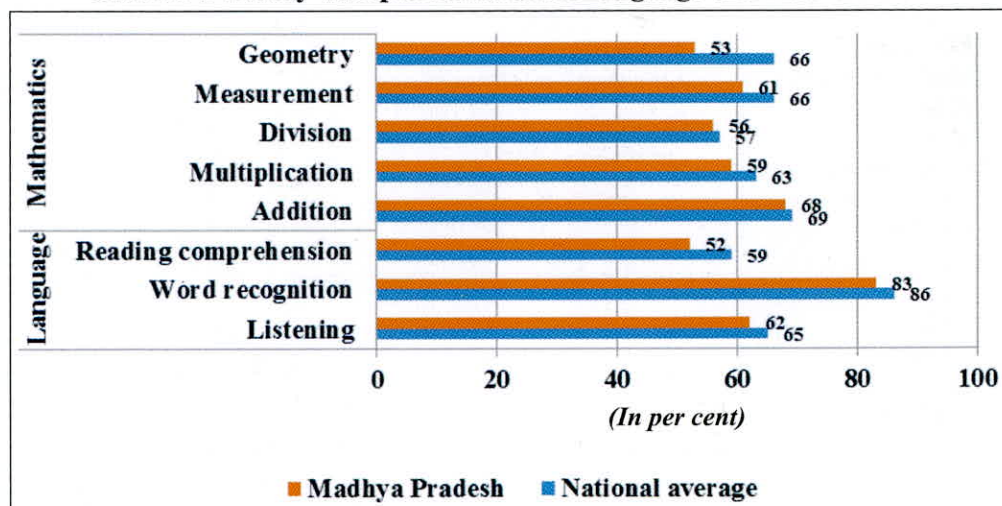
(Figures in number)

Performance	Language		Mathematics	
	National average	Madhya Pradesh	National average	Madhya Pradesh
Average score	257	239	252	243
Performance percentage	64	58	66	64

(Source: National Achievement Survey)

The percentage of students' performance in MP compared to national average in different abilities is given in **Chart 5.4**.

**Chart 5.4: Ability wise performance in Language and Mathematics**



Thus, the percentage of students able to listen, recognise words and read with comprehension was lower than national average. Students performed lower than the national average in most of the mathematical abilities.

### 5.7 Pratibha Parv: An initiative for quality improvement

As per Section 24 of the RTE Act, it is the duty of teachers to complete the curriculum on time and assess learning ability of each child to provide additional training. The Department introduced *Pratibha Parv* programme in the year 2011-12 for improvement in quality of elementary education. The objectives of this programme were to assess and evaluate the academic performance of students of all Government PS and UPS, to prepare profile of schools in terms of existing facilities and to provide quality based teaching learning process. The Department evaluated the performance of students and schools and categorised them as A, B, C, D and E grade on the basis of marks obtained in examination.

Scrutiny of records and information made available to audit by RSK revealed that during 2013-16, 84 *per cent* students of class I to VIII appeared in *Pratibha Parv*. Information for the year 2010-11 to 2012-13 was not furnished to audit. The result of evaluation conducted through *Pratibha Parv* at State level during 2013-14 to 2015-16 is given in **Table 5.6**, **Chart 5.5** and **Chart 5.6**.

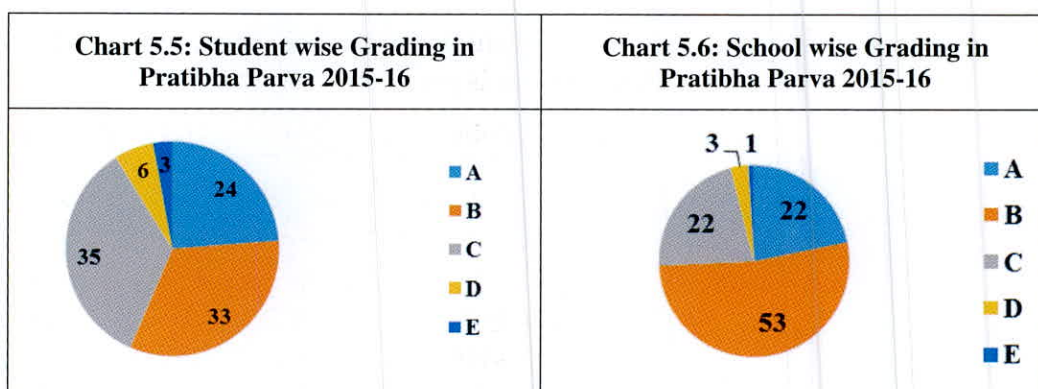
**Table 5.6: Percentage of students and schools in different grades**

(Figures in number)

Year	Percentage of students in different grades					Percentage of schools in different grades				
	A	B	C	D	E	A	B	C	D	E
2013-14	26.95	34.53	24.74	6.04	7.74	23	43	25	6	3
2014-15	26	34	25	6	8	24	44	24.4	5.3	1.6
2015-16	24	33	35	6	3	22	53	22	3	1

(Source: Information furnished by RSK)

Educational quality did not improve in State Government schools, as the number of Grade A and Grade B students steadily declined during 2013-16.



(Source: Information furnished by RSK)

Thus, the percentage of grade A, B and E students reduced and percentage of grade C students increased in 2015-16 compared to the year 2013-14. The percentage of students in grade D (six *per cent*) remained same during 2013-16. This indicates that the educational quality was not improved as the number of grade A and grade B students steadily declined.

During joint beneficiary survey conducted in 283 test-checked school (1,274 students and 1,007 parents), 18 and 29 *per cent* students said that they were weak in the Mathematics and English respectively and 66 *per cent* students said that they were not getting additional academic help. Further, 71 *per cent* parents also said that their children were not provided additional academic help by the schools.

In the *Pratibha Parv* programme 603 and 1,695 government schools were not covered in the year 2014-15 and 2015-16 respectively. The percentage of schools in grade D reduced from six *per cent* to three *per cent* and grade E schools reduced from three *per cent* to one *per cent* in 2015-16 compared to the year 2013-14. However, the category 'A' school reduced by one *per cent*.

During the exit conference (November 2016), Department stated that instructions were issued to collectors to follow up the academic support given by arranging special classes. Further, instructions would be issued to record the academic support provided to students in the schools.

The fact remains that the provision in the RTE Act for providing additional instruction was not followed. As indicated by the result of *Pratibha Parv*, further measures were required to ensure the availability of category 'A' PS and UPS in the State for improving quality of education in government schools.

## 5.8 Baseline and End line test

In the beginning of session 2016-17, Baseline test was conducted by the Department in the month of July 2016 to capture data regarding the status of basic competencies of students. After the Baseline test, the improvement classes were organised in all primary and middle school for one month. Further, the end line test was conducted to capture data regarding improvement of basic competencies in the month of August, 2016. The State report card in end line test is given in *Appendix- 5.5*, which revealed the following:

- **Proficiency of students in class V** – In language test, 17 per cent of children were at the level of recognising Hindi alphabets only and they had problem in reading/writing words. However, 25 per cent of children could read/write Hindi words. Further, 23 per cent of children could recognise number (1-9) only and 13 per cent were not able to recognise even number (1-9). In English, 24 per cent of children could read/write words.
- **Proficiency of students in class VIII** – In language test, 10 per cent of children were at the level of recognising Hindi alphabets only and 49 per cent could read/write Hindi stories. In Mathematics, 16 per cent of children could recognise number (1-9) only and 21 per cent students were not able to do measurement. Further, 28 per cent of children were able to read/write simple sentence in English.

Thus, the quality of education imparted in elementary education in government schools was lagging behind as the majority of students were not able to read, write and recognise words and lacks age appropriate mathematical ability.

### 5.9 Award of Certificate for completion of elementary Education

Section 30 of the RTE Act provides that no child shall be required to pass any Board examination till completion of elementary education. Further, every child completing his elementary education shall be awarded a certificate. Rule 19 of MP RTE Rule provides that the head teacher or the senior most teacher of the school shall issue the certificate of completion of elementary education of the child within one month of the completion of elementary education in the prescribed format.

Audit scrutiny revealed that out of 199 test checked UPS, only 28 schools awarded the completion certificate to 6,447 students. Thus, 39,148 students of remaining 153 schools were not awarded certificates for completion of elementary education, as required under the RTE Act. The head master of these schools stated that only mark sheets were issued to students.

During exit conference (November 2016), Department stated that instructions would be issued to ensure the compliance of the provision.

### 5.10 Recommendations

- Construction of civil works should be expedited for providing required facility in schools. The third party evaluation of civil works should be carried out to ensure the quality of works.
- The Department should ensure that all schools must comply with infrastructural norms for an effective learning environment.
- Efforts should be made to provide adequate classrooms in newly opened and upgraded schools to avoid running of school in shifts and multigrade classes.

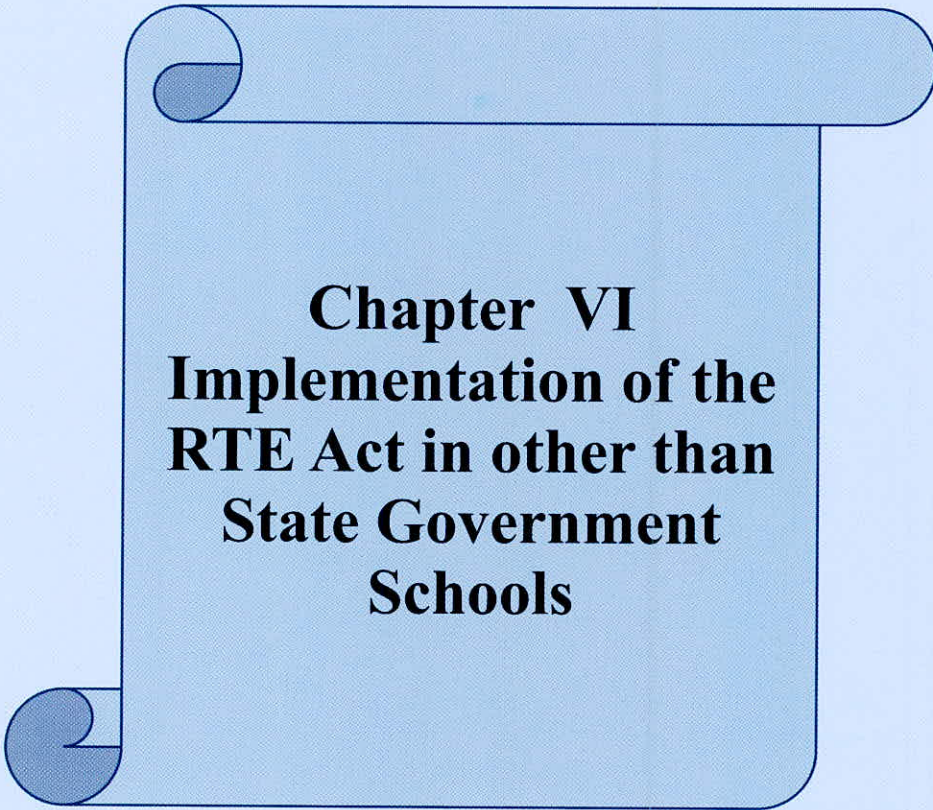
*Department stated (November 2016) that creation of infrastructure was dependent on fund made available by MoHRD. Department further stated that*

Certificate for completion of elementary education was not awarded to all students.

*this issue had been taken up in past and would also be taken up in future proposal.*

- The Department should ensure that all the government schools are well equipped to take in students, so that they are not left with the sole choice of going to private schools.
- The Department should make the continuous efforts to enhance the learning level of children at elementary classes.
- The training modules for teaching tribal children should be developed and linking computer aided learning with teaching science and mathematics in upper primary classes should be started.





**Chapter VI**  
**Implementation of the**  
**RTE Act in other than**  
**State Government**  
**Schools**





## Chapter VI

### Implementation of the RTE Act in other than State Government Schools

Section 18 of the RTE Act states that for imparting elementary education, no school other than a school established, owned or controlled by the appropriate government and local authority shall after the commencement of the Act be established or function without obtaining a certificate of recognition from competent authority. The recognition shall be granted to a school, which fulfils the norms and standards for a school specified under the RTE Act. On violation of conditions of recognition, the recognition shall be withdrawn by an order in writing and the children studying in these schools shall be admitted in neighbourhood schools. In Madhya Pradesh, DEO is the designated authority to issue certificate of recognition to the schools under the RTE Act.

Any person running the schools without getting certificate of recognition or continuing after withdrawal of recognition was liable to a fine of ₹ one lakh. Section 19 of the RTE Act states that where a school established before commencement of the Act does not fulfil the norms, it shall take steps to fulfil the norms within three years from the date of commencement of the Act. If schools fail to fulfil the norms, the recognition shall be withdrawn and the school shall cease to function.

#### 6.1 Recognition of private sector schools

MP RTE Rule 11 provides that private schools established before or after the commencement of this Act shall make an application to DEO, within a period of four months after the publication of the rules, i.e., 26 March 2011. The application addressed to the DEO shall be submitted through the BEEO. The BEEO will verify the information submitted by the school in application form and send the application form in original along with his report to DEO within fifteen days of receipt of application. If the school fulfils the norms and standards as prescribed under the RTE Act, the DEO may inspect or may cause to inspect the school. The DEO on being satisfied shall issue the recognition certificate in prescribed form within 45 days from the date of making application for recognition subject to conditions prescribed in this rule. The validity period of recognition is three years.

The schools have to apply for renewal of recognition at least 45 days before the expiry of period of recognition. If a school established before the commencement of the Act does not fulfil the norms and standards as prescribed, the DEO shall issue provisional recognition in the prescribed format for three years from the date of commencement of Act, i.e. up to March 2013. If the school, fails to claim further recognition within the period specified, it shall cease to be a recognised school. If the school contravenes the conditions of recognition, the DEO may pass order for withdrawal of recognition with prior approval of School Education Department.

The following observations were noticed during scrutiny of records and analysis of available information on education portal of Department:

### 6.1.1 Maintenance of records of private sector schools

Audit scrutiny revealed that there was no mechanism to track the opening, running and closing of private schools. As a result, Department could not assess the number of schools running without recognition, unless self-declaration were made by the school or applications for allotment of U-DISE number were received. The year wise data relating to number of private schools provided recognition, provisional recognition and schools running without recognition were not available at RSK level.

The State had adopted online procedure from the year 2010-11 for recognition of private sector schools through Education Portal. The portal contains data for current period of recognition, but the details of previous years regarding the number of schools provided provisional recognition were not available. The information pertaining to submission of proposal by schools and further submission by BEEO to DEO and date of providing recognition by DEO after implementation of the RTE Act was neither available on portal nor with DEO. Since the portal data was being updated from time to time, maintenance of these records was essential to avoid any future ambiguity and for effective monitoring of recognition.

There was no mechanism to track opening, running and closing of private sector schools. The records of recognition were not maintained by DEOs and BEEOs.

Audit scrutiny revealed that DEOs did not maintain year wise data of schools provided provisional recognition, permanent recognition, rejected applications for recognition or school due for recognition. However, some partial information was furnished by DEOs, Chhindwara, Datia, Dhar, Morena, Panna, Ratlam and Singrauli. In three test-checked districts, Bhopal, Datia and Indore, the proposals of school along with the original application forms were not available in the office of DEOs due to failure of BEEOs to submit these documents. Further scrutiny revealed that BEEOs/BRCCs had also not maintained any records of recognised schools and records of recognition cases forwarded by them to DEOs.

As per information available in Education Portal, the applications of 1,705 schools were rejected in 13 test-checked districts during 2010-16. However, the information about functioning or closure of these rejected schools were not available with DEOs. The information regarding rejection of the proposals for recognition of schools by DEOs, was not in the notice of the BEEOs, who initially verified the status of schools.

Further scrutiny revealed that 350 schools in test-checked districts, except district Shahdol, were granted recognition during 2010-13. However, the period of recognition of these schools was shown in the portal as January 1, 1900 to January 1, 1900. The DEOs could not clarify the period of recognition for which recognition certificate was actually issued.

There was no convergence between the authorities responsible for providing recognition (DEO) and allotment of U-DISE code (DPC). In test-checked districts except Datia, Department allotted U-DISE code to 7,613 schools, but the Education Portal showed the number of recognised schools in these districts as 8,599. The number of recognised schools in eight districts, Balaghat, Bhopal, Dhar, Jhabua, Morena, Ratlam, Shahdol and Singrauli was more than the schools allotted U-DISE code up to 2015-16. In three districts,

Burhanpur, Chhindwara and Indore, the number of schools allotted U-DISE code were more than the numbers of recognised schools.

During exit conference (November 2016), Department stated that records of recognition were available in the portal. However, instructions would be issued to DEOs and BRCCs for maintaining records of recognition and their updation. Both U-DISE and Education Portal would be linked to remove the discrepancies in number of recognised private schools in the districts. Department further stated that a system was in place in the State to impart recognition to the schools. Instructions had been issued to DEOs for periodical monitoring of functioning of the recognised private schools.

The reply is not acceptable, as RSK had accepted (July 2016) that if any school was not in U-DISE or Education Portal, there was no system for tracking the operation of private schools. Further, District officers also reported absence of any mechanism for monitoring of private schools.

### ***6.1.2 Provisional recognition of private sector schools***

As per Rule 11 of MP RTE Rules, schools who did not fulfil the RTE norms and were established before the commencements of the RTE Act were to be provided provisional recognition up to March 2013. The number of schools provided provisional recognition was not available at State level. In 12 test-checked districts, 1883 schools were running prior to the implementation of the Act. However, the submission of application for recognition by these schools and the date of providing recognition and the number of schools to whom permanent recognition was granted were not available.

During exit conference (November 2016), Department stated that there was no provision for provisional recognition at the present.

The reply is not acceptable, as Department did not ascertain as to whether schools running prior to implementation of the RTE Act were provided provisional/permanent recognition.

### ***6.1.3 Delays in recognition of private sector schools***

In 12 test-checked districts, 3,182 schools did not submit (lock) their applications in Education Portal within the time specified as per MP RTE Rules. In 5,612 cases, the BEEOs did not forward the applications within 15 days and in 6,074 cases the DEOs granted recognition with delay during the period 2010-11 to 2015-16. Further, it was noticed that the DEO locking date in the portal was shown as January 1, 00 in 868 cases of 10 districts.

Audit noticed time gap in the date of expiry of recognition and the date of renewal of recognition of 136 private sector schools in three districts. Thus, these 136 schools remained derecognised during the gap period. Of these, two schools in the district Balaghat and four schools in the district Indore were provided recognition after the academic session. Further, 414 cases were pending in the portal with the instruction "pending since long-possible reason may be double registration or dummy, districts programmer check it and report to RSK so that records may be removed".

**Audit noticed delays in recognition of private sector schools due to lack of system of monitoring.**

The DEOs stated that schools did not submit proposal timely and cases were also delayed at BRCC level. Action for recognition would be ensured in future.

During exit conference (November 2016), Department stated that DEOs had been instructed to follow the time frame laid down in the MP RTE Rules for processing for recognition.

Fact remains that there were delays at various steps in recognition due to lack of system of monitoring.

#### **6.1.4 Closing of schools not fulfilling RTE norms**

RSK informed (July 2016) that recognition of 998 private schools was withdrawn during 2010-16 due to violation of the RTE Act. Five schools appealed to the Department, recognition of one school was withdrawn and four other cases were returned to districts due to incomplete proposal, which were under process.

##### **Functioning of school without recognition**

Audit scrutiny of records revealed that two private schools (*Nutan Vidya Mandir Prathmik shala, shekhapur, Khakner and Swami Rewanandji vidyalaya, Ambura, Nepanagar*) in the district Burhanpur applied for recognition in March 2015 and September 2014 respectively. The applications for recognition were pending. Further scrutiny of records revealed that these schools were running without recognition. However, Department did not take any action against them.

In the exit conference, Department stated (November 2016) that action would be taken as per rule after investigating the two cases of districts Burhanpur.

##### **Recognition to school without proper inspection**

*Shri Laxmi Convent School, Pithampur, Dhar* was granted recognition in September 2015. However, on the complaint of a private person, a committee was constituted (March 2016) to investigate the availability of infrastructure in the school according to required norms for running school. As per the report of the committee, the following deficiencies were noticed during investigation:

- The residential house, where school was running, did not seem to be a school building. The building was without roof and having tin shed, with low height. There was absence of light in the rooms.
- The teachers were not professionally qualified.
- There was toilet nearby the entry gate of building and the dirty water flowing.

The District Collector, directed (April 2016) to withdraw the recognition of the school and accordingly DEO withdrew (May 2016) the recognition of the school. Thus, recognition to *Shri Laxmi Convent School, Pithampur, Dhar* was granted in September 2015 without proper inspection of facilities in the School.

In the exit conference, Department stated (November 2016) that action would be taken as per rule after investigation.

### 6.1.5 Renewal of Recognition

DEO Hold Application Option was developed in 2016-17 in Education Portal for schools whose teachers did not possess the minimum required qualification by March 2015. At State level, 3,370 renewal cases and 1,605 new cases of recognition were pending.

In the exit conference, Department stated (November 2016) that this issue had been brought to the notice of MoHRD and request being made for providing three years relaxation for giving opportunity to teachers not having professional qualification. Action would be taken for providing recognition to the schools kept on hold application option after getting guidance from GoI.

## 6.2 Admission of children belonging to disadvantaged groups and weaker section in private unaided schools

Section 12 (1) (c) of the RTE Act states that private unaided schools shall admit in class I, minimum 25 *per cent* of strength of that class, children belonging to disadvantaged groups and weaker section in the neighbourhood and provide free and compulsory elementary education till its completion.

Scrutiny of records revealed that every year instructions were issued by the Department for admission of children belonging to disadvantaged groups and weaker section in the neighbourhood private schools. Admission in these schools was started in the State from the academic session 2011-12.

### 6.2.1 Transparency in admission in unaided schools not ensured

Audit noticed the following deficiencies in the admission of children belonging to disadvantaged groups and weaker section in the neighbourhood private sector schools:

- The Department had no information about the intake capacity in class 1 or in pre-school education in unaided private schools operating during 2011-16. Similarly, DPCs of test-checked districts did also not have such information. Thus, the Department/DPC did not ensure admission of children belonging to disadvantaged groups and weaker section in the school to the extent of at least 25 *per cent* of the strength in Class 1 or in pre-school education.

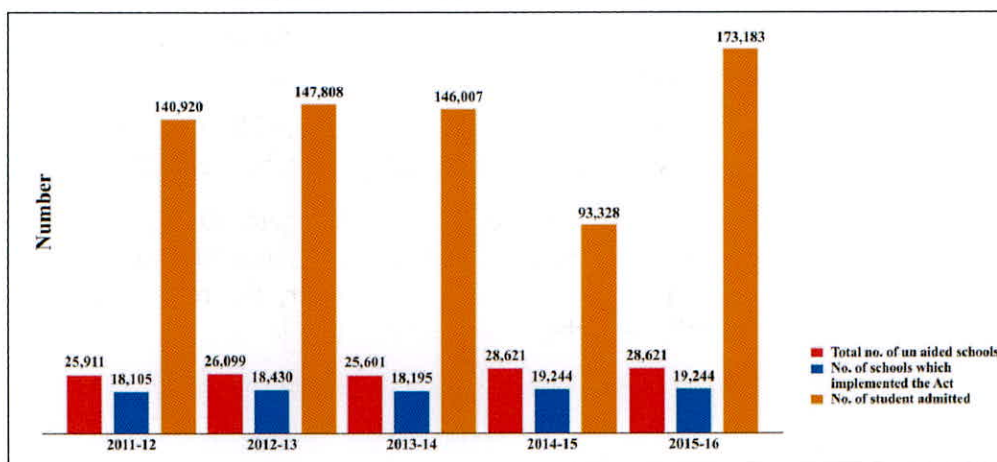
During exit conference, Department stated that school wise information of 25 *per cent* seats was collected before the beginning of the admission process.

The reply is not acceptable, as the DPCs in test-checked districts could not furnish the information on intake capacity of private sector schools.

- As per information furnished to audit by RSK, 67 to 71 *per cent* of private sector unaided schools in the State provided admission to 7.01 lakh students during 2011-16. Department had no information about the reason due to which remaining schools did not implement the RTE Act. The details of children enrolled in private sector unaided schools under the RTE Act are depicted in **Chart 6.1**.

Only 67 *per cent* to 71 *per cent* of private sector unaided schools in the State provided admission to children under the RTE Act.

**Chart 6.1: Details of enrolment of children in private sector unaided schools under the RTE Act at State Level**



(Source: Information provided by RSK)

- In test-checked districts 2.60 lakh students were enrolled in private unaided schools during 2011-16 and the percentage of schools providing admission was 83 to 88 per cent. Out of 61,307, students admitted in 2011-16 in four test-checked districts, 58,744 students continued studies till 2015-16. In three test-checked districts, during 2011-15, out of 61,594 students admitted only 58,782 were found studying in 2014-15. DPC did not intimate the reason of dropout of students.

**Children enrolled in the private sector schools under the RTE Act were dropped out due to lack of government support on uniform and textbooks.**

The Chief Minister of State in his letter (June 2014) to Minister of MoHRD stated that expenditure on uniform, textbooks and other requirement were borne by the parents of children admitted in private schools under the RTE Act. There was no provision for such entitled for these children in SSA. The feedback of first three years of such children revealed that if the government did not extend the helping hand to such children, they would be dropped out from school and the very purpose of providing education to such children in private school would be defeated.

During exit conference (November 2016), Department stated that development of mechanism for tracking dropout children admitted under 25 per cent reservation quota was being considered.

- Under Rule 7 (4) of MP RTE Rules, *Jan Shikshak* should maintain a list of children belonging to the disadvantaged group and weaker section in the limits of neighbourhood of private and specified category schools within his/her jurisdiction. However, audit scrutiny revealed that *Jan Shikshak* did not maintain information about the children of disadvantaged groups and weaker sections admitted in private sector and specified schools.

During exit conference (November 2016), Department stated that instruction had been issued to ensure better compliance of the provision of the MP RTE Rules.

- RSK directed (February 2014 and December 2014) DEOs and DPCs to issue certificates in three copies for getting admission under 25 per cent quota under the joint signatures of the nodal officer and head teacher of the concerned school and one copy would be issued to guardian of the child. From

the certificate, guardian would aware of the fact that the reimbursement of fees of child would be borne by the government.

Audit scrutiny revealed that the direction of RSK was not complied and the required certificates were not issued.

During exit conference (November 2016), Department stated that compliance of instructions issued earlier would be ensured.

- As directed by RSK (August 2015), students admitted under 25 per cent quota by providing forged documents was to be inspected by constituting a team at cluster level. However, the reports of such inspections were not available either at district or State level.

During exit conference (November 2016), Department stated that information of 10 districts had been received and information of remaining districts would be collected.

- Section 13(1) of the Act prohibits screening procedure for admission of students in unaided schools. As per directions issued by (November 2010) GoI for admission of remaining 75 per cent, each school had to formulate its own admission policy and display the policy for public information in the public domain, give wide publicity and mention in school prospectus. As directed by the Department, the admission procedure/rules framed by the private sector schools was to be sent to DEOs. However, audit noticed that private sector schools did not submit the admission procedure/rules framed by them to DEOs.

During exit conference (November 2016), Department stated that compliance of the instructions would be ensured.

### **6.2.2 Declaration of fees structure by Private School**

Rule 11 of the MP RTE Rules provides that the recognised school should notify the fee to be charged from the children every year to the DEOs before the commencement of the academic session. As per the instructions issued (March 2011) by the RSK, private sector schools had to intimate the class wise details of all types of fees to DEOs before one week of starting of academic session. The DEOs would upload the school fees in the Education Portal within three days from receipt of information from schools. However, these instructions were not followed by schools and no action was taken by DEOs.

During exit conference (November 2016), Department stated that compliance of the provision would be ensured.

Thus, the department did not ensure compliance of the provisions of the Act/Rules by private sector schools even after six years of implementation of the RTE Act.

Transparency  
in admission  
in unaided  
schools not  
ensured.

### **6.3 Admission in private aided schools**

Section 12(1)(b) of the RTE Act provides that private aided school should provide free and compulsory elementary education to such proportion of children admitted therein as its annual recurring aid or grants so received bears to its annual recurring expenses, subject to a minimum of 25 per cent.

There were 389 private aided schools running in test-checked districts, except district Singrauli. The number of students admitted in private aided schools under the RTE Act was not available in the district. Neither the DPC ensured admissions in aided school nor the DEO and the ACTD, who provided the grants-in-aid to the schools, had information about the students admitted in these schools. However, the analysis of information furnished by the test-checked private aided schools revealed that out of 87 schools, 61 schools were not charging fees from students and 26 schools were collecting fees. Out of these 26 schools, 10 schools did not provide any admission under the RTE Act and in other 10 schools, percentage of students admitted was less than minimum required 25 *per cent* during 2011-16.

During exit conference (November 2016), Department stated that information with regards to 26 schools was being collected.

#### **6.4 Admission of Students in specified category of school**

*Kendriya Vidyalayas* are categorised as 'Specified Category' as per section 2(p) of the RTE Act. Analysis of information and records made available to audit by 11 *Kendriya Vidyalayas* of 10 test-checked districts revealed the following:

- The number of students admitted in specified category of schools was not available with DPCs at district level.
- The disadvantaged group notified (July 2011) by the Government of Madhya Pradesh for the purpose of section 2(d) of the RTE Act are Scheduled Castes, Scheduled Tribes, De-notified Tribes, Lease holder families of forest villages and Children with Special Needs (with disability more than 40 *per cent*). According to this notification, the weaker section for the purpose of section 2(e) of the Act are families living below poverty line as defined by the Departments of Panchayat and Rural Development, and Urban Administration and Development in the State.

As per guidelines for admission in *Kendriya Vidyalaya*, the definition/eligibility criteria of disadvantage group/ weaker section/ Below Poverty Line/ Other Backward Classes (non-creamy layer) will be as per the notification of concerned State Government.

Audit noticed that the application forms and formats prescribed for admission did not contain two notified disadvantaged groups, namely, De-notified Tribes and Lease holder families of forest villages.

- *Kendriya Vidyalaya Sanghathan*, New Delhi issued (February 2012) directions to all the Deputy Commissioner and Directors of *Kendriya Vidyalaya Sanghathan* regarding implementation of the RTE Act. As per the order, fees was not to be charged from the children admitted under 25 *per cent* quota of the RTE Act. One set of NCERT text books for each child was to be provided by the school and other expenses on account of note books, stationery, uniform and transport was to be reimbursed to the parent on production of proper bills.

Analysis of information furnished by test-checked *Kendriya Vidyalayas* revealed that out of 2,928 students admitted under RTE quota, text book was



not supplied to 710 students. Further, reimbursement was not made to 994 students for uniform, 1,633 students for stationary and 1,431 students for conveyance during 2011-16.

During the exit conference (November 2016), Department stated that admission provided under RTE was as per *Kendriya Vidyalaya* admission guideline. Reimbursement was made to students according to the grants received from MoHRD.

## 6.5 Recommendations

- Department should develop effective mechanism to ensure the functioning of private school and monitoring their activities. A system should be developed to track the opening, running and closing of private schools in the interest of students.

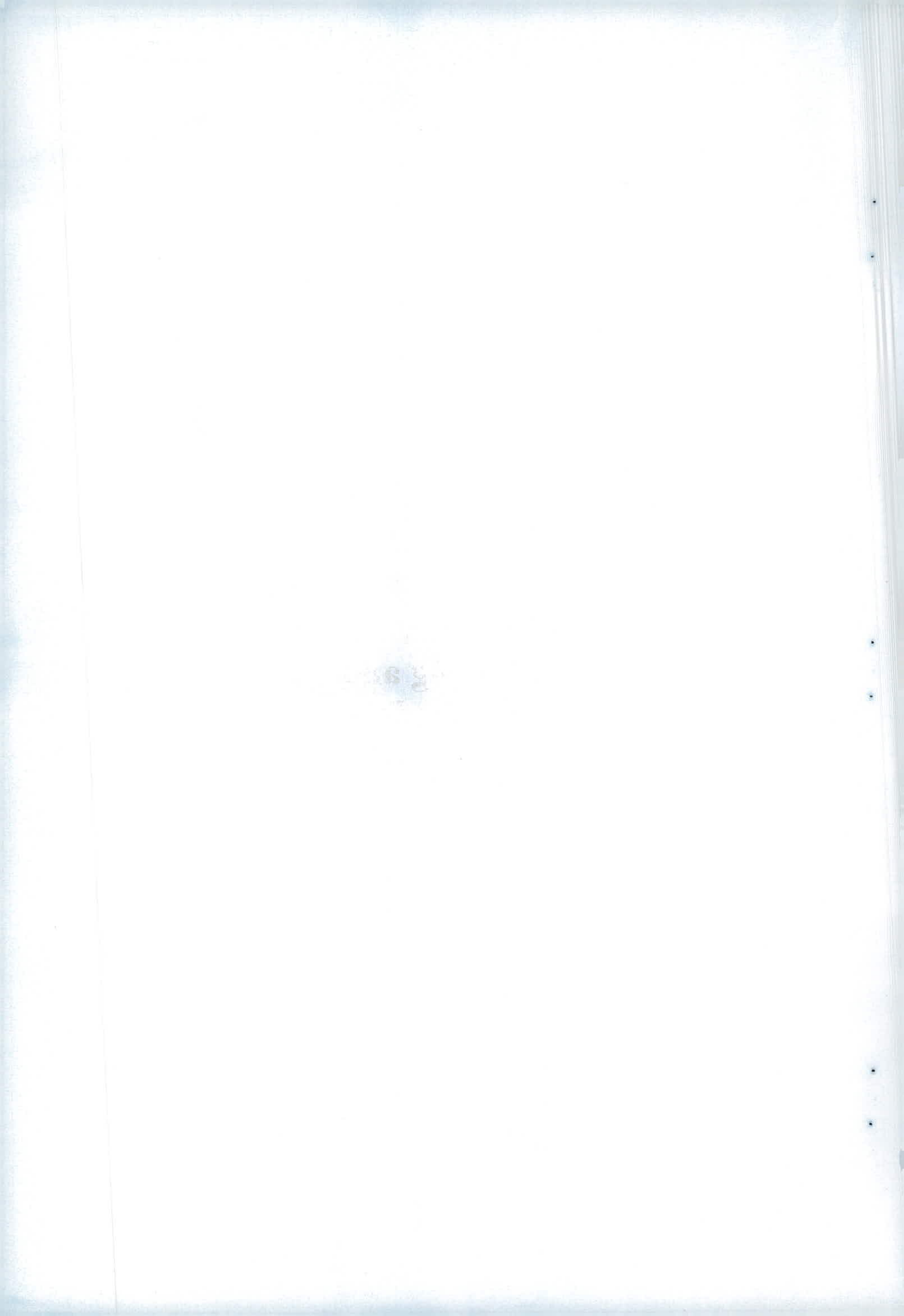
*Department stated (November 2016) that functioning of private school was being monitored. The system would be further strengthened as per recommendation.*

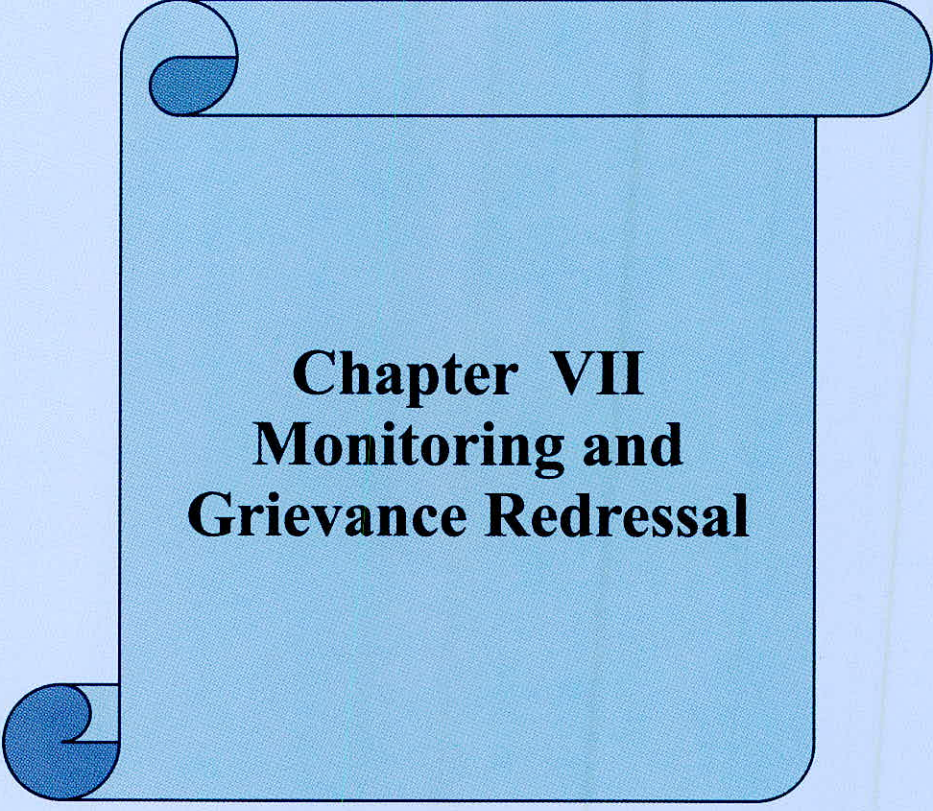
- Mechanism developed by Department for recognition of private schools through Education Portal needs to be more effective and maintenance of records of recognition should be ensured both at State and district levels for future convenience.

*Department stated (November 2016) that the process of providing recognition was online and transparent. Instructions would be issued to DEOs and BRCCs for maintaining records of recognition and their updation.*

- Efforts should be made by the District Education officers for getting the admission policy framed by private unaided schools and their fee structure. Habitation wise location of schools should be publicised for ensuring transparency in admission procedure.

*Department stated (November 2016) that there was provision in MP RTE Rules mandating private schools to intimate fee structure to DEO prior to academic session. The compliance of the provision would be monitored.*





**Chapter VII**  
**Monitoring and**  
**Grievance Redressal**



## Chapter VII

### Monitoring and Grievance Redressal

#### 7.1 Formation of State Advisory Council

Section 34 of the RTE Act provides that State government shall constitute by notification, a State Advisory Council, consisting such number of members not exceeding 15, as the State government may deem necessary, to be appointed from amongst persons having knowledge and practical experience in the field of elementary education and child development. The functions of council shall be to advise the State government on implementation of provisions of the Act in an effective manner. Rule 20 of MP RTE Rules provides for constitution of the council with a chairman, a co-chairman and 12 members. The meetings of the council were to be held quarterly with minimum eight members required for quorum.

The State Advisory Council did not meet at regular intervals.

Audit scrutiny revealed that the State Advisory Council was formed (February 2012) for two years under the chairmanship of Minister, School Education Department and Minister, Tribal Welfare Department as co-chairperson with 13 other members. However, the nominated members were not appointed after expiry of their terms in January 2014. We noticed that ten members were nominated in March 2015, i.e., after a delay of more than one year.

During four years only five meetings were held against the required 16 meetings. The year wise meetings held during 2012-13 to 2015-16 are given in **Table 7.1**.

**Table 7.1: Details of year wise meetings held**

(Figures in number)

Year	No. of meetings to be held	No. of meetings held	Shortfall
2012-13	4	3	1
2013-14	4	0	4
2014-15	4	0	4
2015-16	4	2	2
Total	16	5	11

(Source: Records of RSK)

Audit noticed that the quorum of minimum eight members were not fulfilled in the three meetings of State Advisory Council held during 2012-13. Further, RSK could not furnish information on the action taken on the advice given by the council.

During the exit conference (November 2016), Department stated that the matter was noted for future compliance.

#### 7.2 School Management Committee

Section 21(1) of the RTE Act provides that a school other than unaided school shall constitute a school management committee (SMC) consisting of the

elected representatives of the local authority, parents or guardians and teachers. At least three fourth of the members of SMC should be parents or guardians. SMC shall carryout the functions, such as, monitor the working of the schools, prepare and recommend school development plan, monitor the utilisation of grants received, etc.

Rule 12 of MP RTE Rules further provides that SMCs shall be 18 members committee for the primary schools and 16 members committee for the middle schools. Two members shall be elected representatives. The head teacher or senior most teachers shall be *ex-officio* member secretary of SMC. The chairperson of the committee shall be elected from amongst the members of the committee. Further, SMC was to be constituted in every school by September 2011 and thereafter it was to be reconstituted every two years.

School Management Committees were functioning without required number of parents.

Audit scrutiny of records of test checked schools revealed that SMC was formed in all government schools. However, SMC in 103 PS and 50 UPS did not have required number of members and the number of members of SMCs were ranging from eight to 17 in PS and 10 to 15 in UPS. Further, the required proportion of representation of parents/guardians was not found in SMCs of 87 schools. In 65 schools, elected members were less than two in SMCs. Further, SMC was not formed in 43 out of 87 test checked private sector aided schools.

### 7.2.1 Training of SMC members

RSK issued instructions (December 2013) for conducting training of four SMC members of each PS and UPS for empowerment of SMC members. Trainings were to be provided by the master trainers in two phases at cluster level in the identified training centres. The in-charge of *Jan Shiksha Kendra* was responsible for ensuring training. RSK issued another instruction (January 2016) for providing two days training to six members of each SMC, including chairperson and secretary. The consolidated report of training was to be sent to RSK by the DPC.

Members of SMC were not aware of their role under the RTE Act, which jeopardise the objective of forming SMC.

As per information provided by RSK, 15,865 SMC members could not be trained in the State during 2013-16 against the targets of providing training to 11.36 lakh SMC members. However, the data reported by RSK was not correct. In test-checked districts, training was provided to 1.80 lakh members during 2013-16 as against the target of providing training to 2.09 lakh SMC members. Thus, there was a shortfall in providing training to 28,208 members in test checked districts.

During survey of parents, audit noticed that there were 80 parents who were members of SMCs, but were not aware of the RTE Act. Thus, some of the parents were part of SMC without any knowledge of their roles in management of schools, which jeopardise the objective of forming SMC.

### 7.2.2 Functioning of SMCs

Audit scrutiny also revealed that SMCs were not monitoring attendance in schools. As a result, SMCs failed to address large dropouts of children at PS/UPS level. There were shortfall in the meetings of SMC in 245 test-checked schools during the last five years.

As required under section 22(1) of the RTE Act and Rule 13 of the MP RTE Rules, SMCs did not prepare three years school development plan in 277 government and private aided schools. Further, SMCs did not ensure timely utilisation of funds provided to schools.

During the exit conference (November 2016), Department stated that action would be taken for formation of SMC in schools and preparing school development plan. The shortfall in number of parents in the committee was due to unavailability of class wise parents. The members were absent in the SMC training due to personal problems, who would be included in the next year's training programme.

The fact remains that Department could not ensure formation of SMC in each school as required under the RTE Act. Further, DPCs failed to ensure required representation of parents in SMC and to motivate members to attend training programme.

### 7.3 Role of Parents

Section 10 of the RTE Act provides that it shall be the duty of parents/guardian to admit child/ward to an elementary education in the neighborhood school. It was also duty of SMC to spread awareness about rights of child.

The 86<sup>th</sup> Constitutional Amendment Act amended Article 51 A – Fundamental Duties, of the Constitution of India and added clause (k) as follows:

*"who is a parent or guardian to provide opportunities for education to his child or, as the case may be, ward between the age of six and fourteen years."*

Beneficiary survey of 1,007 parents conducted during the performance audit revealed that 62 per cent parents were not aware of the RTE Act. Thus, Department/SMC failed to spread awareness among parents about the RTE Act and right of children for elementary education.

During the exit conference (November 2016), Department stated that special measures would be taken to increase awareness among parents in rural areas regarding RTE.

**Department failed to spread awareness among parents about the RTE Act and right of children for elementary education.**

### 7.4 Role of elementary education officer

Rule 2(g) of the MP RTE Rules provides that the DEO is responsible for the management of elementary education at district level. As per provision of rule 11(9), DEO is responsible for providing intimation of granting recognition to the local authority belonging to rural/urban area in which the school was functioning.

Audit noticed in test-checked districts that the intimation of recognition was not sent by DEO to the local authority. Further, DEOs were not monitoring admission process of children in private sector schools and fee structure of private schools as required under RTE, which are discussed in preceding paragraphs 6.2.1 and 6.2.2.

In Madhya Pradesh, there were 89 tribal blocks. The responsibility of education from primary to higher secondary in these tribal blocks was of

Tribal Welfare Department. The Assistant Commissioner Tribal Development (ACTD) working at district level and 74 Block Education Officer of the department working at block level had administrative control over the teachers and management of schools in these tribal blocks.

Thus, the role of DEOs, who were under administrative control of School Education Department, was limited in tribal blocks and restricted mainly to providing recognition to private institutions. However, MP RTE Rules did not specify the role of ACTD in monitoring the implementation of the RTE Act/Rules in PS/UPS of tribal blocks, who were primarily responsible for providing education from primary to higher secondary in these areas.

During the exit conference (November 2016), Department stated that the compliance would be ensured.

### 7.5 Monitoring of schools by *Jan Shikshak*

Under MP RTE Rules, *Jan Shikshak* are the resource teacher that coordinates academic activities in a cluster of schools. An UPS subject-specific teacher is appointed as *Jan Shikshak* on deputation for a period of maximum four years. *Jan Shikshak* has a crucial role for successful implementation of the RTE Act, as he is the primary monitoring authority for schools. He is responsible for admission, regular attendance, completion of quality elementary education of all children in his jurisdiction. *Jan Shikshak* has to collect all information from schools including information on OOSC, analyses the information and submits it at the Block.

*Jan Shikshaks did not visit schools as per norms and 914 posts of Jan Shikshak were vacant.*

The School Education Department issued instructions (October 2010 and August 2012) to district level officials for ensuring monitoring of elementary education at *Jan Shiksha Kendra* (cluster) level. *Jan Shikshaks* were directed to ensure the visit to all schools under their jurisdiction at least twice in a month. The school visit report was to be submitted to the BRCC and the in-charge of the *Jan Shiksha Kendra*. A workshop was to be organised each month at the *Jan Shiksha Kendra* level to review the result of visit made by *Jan Shikshak*.

In the State, against the sanction of 5,320 post of *Jan Shikshak*, 4,406 *Jan Shikshaks* were posted and 914 posts of *Jan Shikshak* were vacant. Analysis of information collected from 162 *Jan Shikshaks* supervising 5,157 schools in test-checked Blocks revealed the following:

- There should be one *Jan Shikshak* for 18 schools as per norms approved by PAB. However, the number of schools in the jurisdiction of 143 *Jan Shikshaks* were more than the approved norms and it ranged from 19 to 50 schools.
- 35 *Jan Shikshaks* did not visit more than 50 per cent school twice in a month. Further, 3,313 schools were visited only once in a month as against the norms for two visits.
- Against the target of holding 1860 meetings, 1562 meeting were held in 35 out of 148 *Jan Shiksha Kendras* during 2010-16. Further, representative of 576 schools were not present in the monthly workshops in 63 *Jan Shiksha Kendras*.



Thus, the shortage of *Jan Shikshak* affected quality of monitoring. Further, the policy of deputing subject specific teachers as *Jan Shikshaks* required review, as there was already shortage of subject-specific teachers in State.

During the exit conference (November 2016), Department stated that there was shortage of teachers in the State and posts of *Jan Shikshak* were vacant in some *Jan Shiksha Kendras* due to which *Jan Shikshaks* were conducting inspection of schools more than their targets.

The reply is not acceptable, as the targets for school visits were not achieved by *Jan Shikshaks* in the test checked districts.

## 7.6 Monitoring of school at block level and district level

School Education Department issued instructions (August 2009 and September 2012) for monitoring schools and *Jan Shiksha Kendra* by Block level and district level officials. The block level officials were required to carry out monthly visit of 30 schools covering the *Jan Shiksha Kendras*. Similarly the district level officials were to visit 30 schools each month. The details of visit were to be posted in the education portal. The norms for conducting inspection were given in **Table 7.2**.

**Table 7.2: Norms for conducting inspection of school**

Sl. No.	Inspecting officers at different level	No. of PS/UPS to be inspected by inspecting officers during monthly visit.
1	Block education officer, Block resource centre coordinator and Block academic coordinator at block level.	At least 30 schools each (20 PS and 10 UPS)
2	DEO, Assistant Director, DPC, Gender coordinator and Assistant Project Co-ordinator at district level.	At least 30 schools each (20 PS and 10 UPS)

(Source: School Education Department order)

During scrutiny of records of RSK, it was noticed that:

- The inspection of school conducted by district level officials ranged from 853 to 11,047 during 2012-13 to 2015-16 against the target of 15,300 per year. At block level, the BEOs conducted inspection of 1,413 to 6,904 schools. BRCCs conducted inspection of 32,267 to 52,936 schools against annual target of 88,800<sup>1</sup>. BRC offices conducted inspection of 2.13 lakh to 2.63 lakh schools against annual target of 2.57 lakh<sup>2</sup>.

- 129 post of Assistant Project Co-ordinator at district level and 781 posts of Block Resource Centre Coordinator, Block Academic Coordinator and Block Gender Coordinator at block level were lying vacant. These vacancies of inspecting staff affected inspection of schools.

During the exit conference (November 2016), Department stated that the instructions would be issued to districts to achieve the target of inspections.

<sup>1</sup> Target of inspection = 300 per year per BRCC X 296 working BRCC.

<sup>2</sup> Target of inspection = 300 per year per BRC X 855 working staff.

Target set for inspections of schools by district level and block level officials were not achieved.

### 7.7 Evaluation study/impact assessment of the RTE Act

The details of evaluation studies relating to the RTE Act conducted in the State are given in **Table 7.3**.

**Table 7.3: Status of studies conducted on RTE issues**

Sl. No.	Topic	Year of study	Institute/agency conducted survey
1	Study of the difficulties coming in execution of Right to education (RTE) Act and Diagnostic Suggestions.	2011-12	DIETs, Khandwa, Khargone and Badwani
2	An analytical study of the problems in the identifications of CWSN children in the context of RTE 2009.	2013-14	Government College of Teacher Education, Khandwa
3	Impact of the RTE Act provisions on the enrolment and retention of children from minorities in classes I to VIII from the selected localities / areas predominantly inhabited by Muslim communities	2013-14	Institute of Advanced Study in Education, Bhopal
4	An analytical study of the integration and educational achievement of fee exempted children under the RTE Act and comparison of the same with those of general category studying in unaided private school	2014-15	Institute of Advanced Study in Education, Bhopal
5	Implementation of reservation provision for children from weaker section and disadvantaged group in unaided private schools under the RTE Act	2015-16	United Nations Children's Fund, Bhopal

(Source: Information provided by RSK)

Audit noticed that no action was taken on findings/suggestions of evaluation studies. The Commissioner RSK stated (July 2016) that necessary action would be taken after examining the recommendations.

During the exit conference (November 2016), Department stated that necessary action was being taken as per recommendations.

### 7.8 Incorrect reporting in Unified-District Information System for Education

Government of India started Unified District Information System for Education (U-DISE) from 2012-13 for classes I to XII in which the schools are allotted an 11-digit unified code. U-DISE provides information on vital parameters relating to students, teachers and infrastructure at elementary stage.

The in-charge of schools were provided training to fill information in the U-DISE format. The *Jan Shikshak* at the cluster resource centre was responsible to collect the U-DISE data filled in the prescribed format from the school under his jurisdiction. These filled U-DISE format was to be checked

by him for accuracy. The block level authorities were responsible for 10 per cent verification and each district level authority had to do sample checking of five formats. Entries in computer in DISE software had to be done under the supervision and guidance of Programmer at district level and Block Management Information System (MIS) Co-ordinator at block level. After making entries in U-DISE software printed copies of school report card generated and sent to school for further verification. The DISE format after correction if any, was to be returned to district office for correction in the software.

In order to ensure better quality and analysis of U-DISE data, PAB suggested (March 2012) for filling up of the vacant posts of block MIS Co-ordinators immediately. However, audit scrutiny revealed that the posts of 130 Programmers, Data Entry Operators and Block MIS Co-ordinator were lying vacant as on March 2016.

Further scrutiny revealed discrepancies in the U-DISE data in test-checked districts. The schools were not categorised properly in the “school management” field in U-DISE. As a result, 52 aided private schools of six districts were not reflected in the U-DISE list of aided school. These schools were incorrectly classified as unaided schools. The DPCs stated that action for changing the category would be taken.

U-DISE data was not reported correctly at district and block level.

During test check of schools, Audit noticed variation in information in U-DISE and the actual status in selected schools. There were discrepancies in information on enrolment, teacher position and basic infrastructure facilities, as shown in *Appendix-7.1*. Thus, the U-DISE data was not reported correctly by MIS co-ordinator at block level and programmer at district level.

During the exit conference (November 2016), Department stated that instructions were issued to districts to maintain qualitative U-DISE data. MIS co-ordinators and programmers posted at block and district level were provided training for compilation of error less data and their utilisation. The vacant post of MIS co-ordinators and programmers were not filled up due to unavailability of reserved category candidates.

The reply is not acceptable, as there were discrepancies in U-DISE data despite various instructions of Department. Further, Department did not inform the action taken for rectifying the errors noticed during audit.

## 7.9 Grievance redressal of teachers

Rule 16 of MP RTE Rules states that the SMC will be the first level for grievance redressal of teachers. The teacher of the school should send the grievance to the controlling officer, who will dispose the complaint within 30 days of receipt of the complaint and inform the teacher accordingly.

MP RTE Rules further provide that there shall be a district level grievance redressal committee consisting of seven members to redress the grievances of teachers. The Collector shall be the chairperson of the committee and the DEO shall be the Convenor of the committee. The committee should meet every quarter. In case any teacher is not satisfied with the decision of the controlling officer, he may submit the grievances in writing to the convenor of the

Committee. The convenor shall communicate the decision of the Committee to the teacher within one month of the decision.

Analysis of information furnished by the DEOs of the test-checked districts revealed the following:

District level grievance redressal committees were not formed.

- Out of 13 test-checked districts, the district level grievance redressal committee was formed in five districts, Dhar, Indore, Ratlam, Shahdol and Singrauli.
- There was no complaint received from teachers, except in district Singrauli. Out of 76 complaints received during 2010-16, 14 cases were settled and 62 cases were pending. Out of 62 pending cases, 55 cases were pertaining to year 2010-14 and remaining seven cases were pertaining to year 2014-16.

During the exit conference (November 2016), Department stated that redressal mechanism for teachers and other staff was in place through portal. E-Shiksha Mitra application had been developed and the teachers could now use whatsapp to address their grievances. Department further stated that there was arrangement of grievance redressal cell at district level to address teachers' issues. This was being made more effective.

The reply is not acceptable, as the district level grievance redressal committee were not formed in eight test-checked districts though required under MP RTE Rules.

## 7.10 Protection of Rights of Children

- As per Section 31 of the RTE Act, State Commission for Protection of Child Rights (SCPCR) shall examine and review the safeguards for rights provided by or under the RTE Act and inquire into complaints relating to child's rights to free and compulsory education.

As reported by Madhya Pradesh SCPCR, 128 complaints were settled out of 426 complaints received during 2010-16. SCPCR informed (March 2016) that complaints were pending due to vacant post of Chairperson/Members from December 2015.

During the exit conference, Department stated that Chairperson of SCPCR had been appointed.

Local authorities did not form grievance cell for protection of rights of children.

- Section 32 of the RTE Act provides that any person having any grievance relating to the right of a child under the Act may make written complaint to the local authority, who will decide the matter within three months. The School Education Department issued (August 2011) directions to Commissioner, Municipal Corporation; Chief Municipal Officers, Municipal Councils and *Nagar Panchayats*; and Chief Executive Officer, *Zila Panchayat* for forming grievances cell and appointing in-charge of the cell. A register of grievances was to be maintained and the information of cell was to be advertised in local newspaper for public notice. It was noticed in test-checked districts that the required actions, were not taken by the respective local authorities.

During the exit conference (November 2016), Department stated that local authorities had been instructed to set up grievance redressal cell at their offices.

The reply is not acceptable, as local authorities in test checked districts had not taken any action for grievance redressal under section 32 of the RTE Act.

### 7.11 Recommendations

- Timely appointment of members of State Advisory Council and holding regular meetings of the council should be ensured.

*Department accepted (November 2016) the audit recommendation.*

- The School Management Committee (SMC) should be formed with requisite number of members and regular holding of meetings should be ensured.
- The SMC members should be aware of their functions in the RTE Act and members need to be empowered through arranging training programme at regular interval.

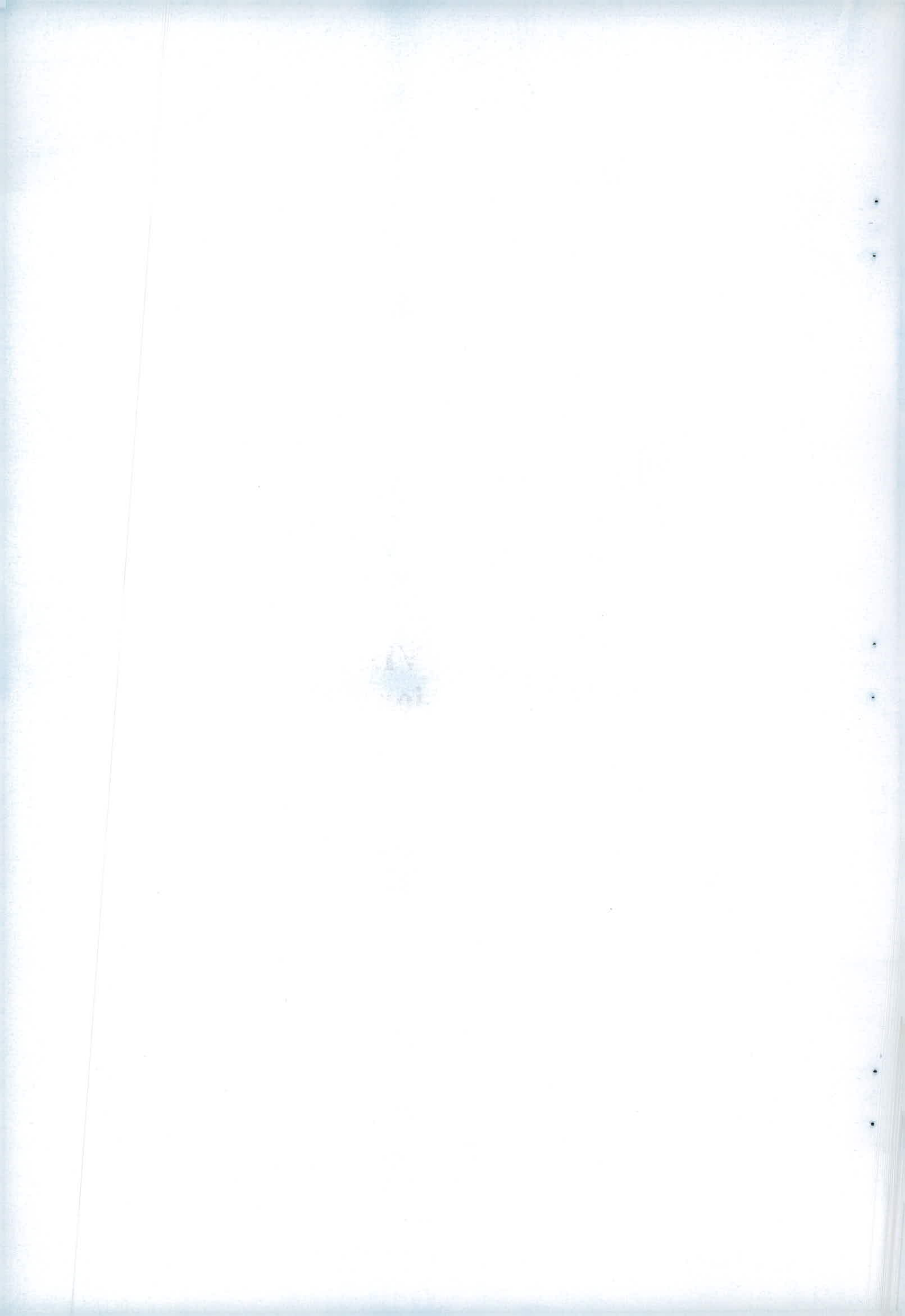
*Department stated (November 2016) that the provision of the RTE Act and duties of SMC members had been incorporated in the module of training for SMC members.*

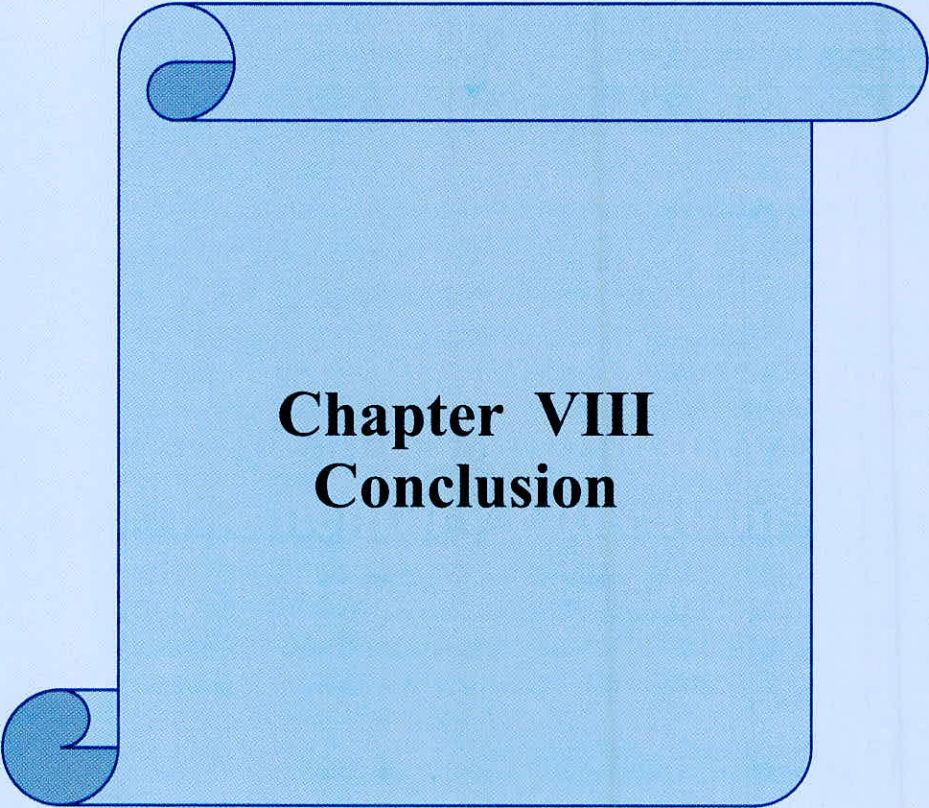
- SMC should spread awareness amongst parents about the rights of children as per the RTE Act.
- Department should take steps to fill up the vacant posts of inspecting officials at district and block levels to ensure the achievement against target set for school inspection and school visit.
- Action should be taken on the recommendation pointed out in evaluation studies conducted on issues of the RTE Act.
- The vacant post of Programmers and MIS coordinators at district level should be filled up to ensure qualitative and effective maintenance of U-DISE data.
- Department should put in place a rigorous process of the verification and analysis of the U-DISE data to avoid the discrepancies. Responsibilities should be fixed at appropriate level for correct entry of school data in U-DISE database.
- The grievance redressal mechanism for teachers and students at State level and district level should be strengthened.

*Department stated (November 2016) that grievance redressal cell at district level was being made more effective.*

- Timely appointment of the Chairperson of State Commission for Protection of Child Rights should be ensured for taking decision on complaints relating to child rights.

*Department stated (November 2016) that the Chairperson, State Commission for Protection of Child Rights had been appointed.*





**Chapter VIII**  
**Conclusion**





## Chapter VIII

### Conclusion


- Despite thirteen years of 86<sup>th</sup> Constitutional amendment making 'free and compulsory education' a fundamental right and six years of the enactment of the RTE Act, the objective of universal elementary education to all children could not be achieved in the State. The duties assigned to Local Authorities as laid down in the Act were not performed by them. The Household Survey conducted by the Department to identify the child population in the age group six to 14 years did not cover the most vulnerable category of children, street children, and migrant children living in unauthorised settlements.
- There are large discrepancies between data at district and State level and between data compiled from VER/WER and that available through U-DISE. These differences raise serious doubts over State's efforts in identification of children and the schemes thereafter for providing education to them. Department had not developed mechanism to monitor the cases of fraud enrolment, duplication of students, wrong entry of enrolment in U-DISE. Thus, the data for enrolment and out of school children were not reliable.
- The schooling facility in all the habitations as per prescribed norms was not ensured within three years of implementation of the Act. The area of the limit of neighbourhood in which transport facility was to be provided, was not notified.
- Admission, attendance and completion of elementary education by every child in the age group six to 14 years, as required under the Act, was not ensured as 10.25 lakh children in the State left the school after primary stage (class V) while 4.09 lakh students left the school after class VII without enrolling for class VIII. Excessive decline in enrolment ranging from seven to 10 lakh students was noticed during 2013-16.
- Detection of out of school children every year indicates improper monitoring of retention and dropout. Due to delayed arrangement of training programmes for out of school children, all identified children could not be covered. Only 18 to 80 *per cent* out of school children were brought into mainstream which indicates lack of child tracking mechanism. Further, required facilities were not provided to children with special needs.
- Arrangement for pre-school facility was not made to provide early childhood care and education to children above the age of three years. State was still relying on *Anganwadi* for this purpose.
- State attributes shortage of funds for not achieving the desired outcomes in field of education. However, the Department failed to utilise the available funds under SSA to achieve the objectives of RTE Act and 23 to 52

*per cent* of available funds remained unutilised during 2010-16. Huge amount of funds was retained in the bank account of RSK and district level. Outstanding advances remained unadjusted from school level to State level. Large unspent balances and unadjusted advances are indicators of poor financial planning and control by the State.

- There were 63,851 vacant posts of teachers/head teachers in State Government primary schools and upper primary schools as on March 2016. However, large number of vacant posts of teachers co-existed with posting of excess number of teachers in many districts/schools. Rationalisation of teachers' posting was not done. Quality of education was affected as 17,938 to 20,245 schools were having single teacher during 2010-16. The desired pupil teacher ratio was not achieved in 32,703 schools in the State. The minimum numbers of working days, instructional hours and per week working hours prescribed in the Act were not followed. The parent teacher meetings were not held regularly in the school and we noticed during beneficiary survey that majority of parents were not even aware of RTE Act.
- Norms and standards laid down for basic infrastructure in the Act were not adhered to in schools within three years, as required under RTE Act. Although some of the infrastructure parameters improved in State Government schools, but it was far from where it should be. The quality of education imparted in elementary education in government schools was lagging behind as the majority of students were not able to read, write and recognise words and lacked age appropriate mathematical ability.
- There was no mechanism to track the opening, running and closing of private schools. There were delays in granting recognition to private sector schools and schools were granted recognition without ascertaining availability of required infrastructure. Further, 25 *per cent* of admission of children of disadvantaged group and weaker section in all the private unaided schools was not ensured.
- The School Management Committees were functioning without required number of parents and guardians as members and the laid down activities of the committee were not ensured. The target set for inspection and monitoring of schools by district level and block level officials were not achieved due to shortage of man power.
- The State Advisory Council did not meet at regular interval due to absence of nominated members and the actions on the advice of the council were not ensured by the Department. Grievance redressal mechanism at district level was not put in place as per provisions of the Act. Cases related to child rights were pending at State Commission for Protection of Child Rights due to delayed/not posting of chairperson/members.

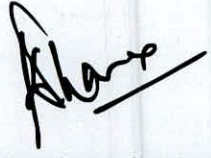
RTE Act was a landmark legislation and an attempt to achieve universal access and enrolment to elementary education, universal retention and completion of elementary education by all children in the age of six to 14 years. However, the universal elementary education to all could not be achieved, as the State had not been able to identify and track all the eligible children, marginalised children were ignored, the schools were still to achieve the minimum standard of infrastructure and availability of teachers prescribed in the Act.

**Gwalior**  
**The 17 July 2017**

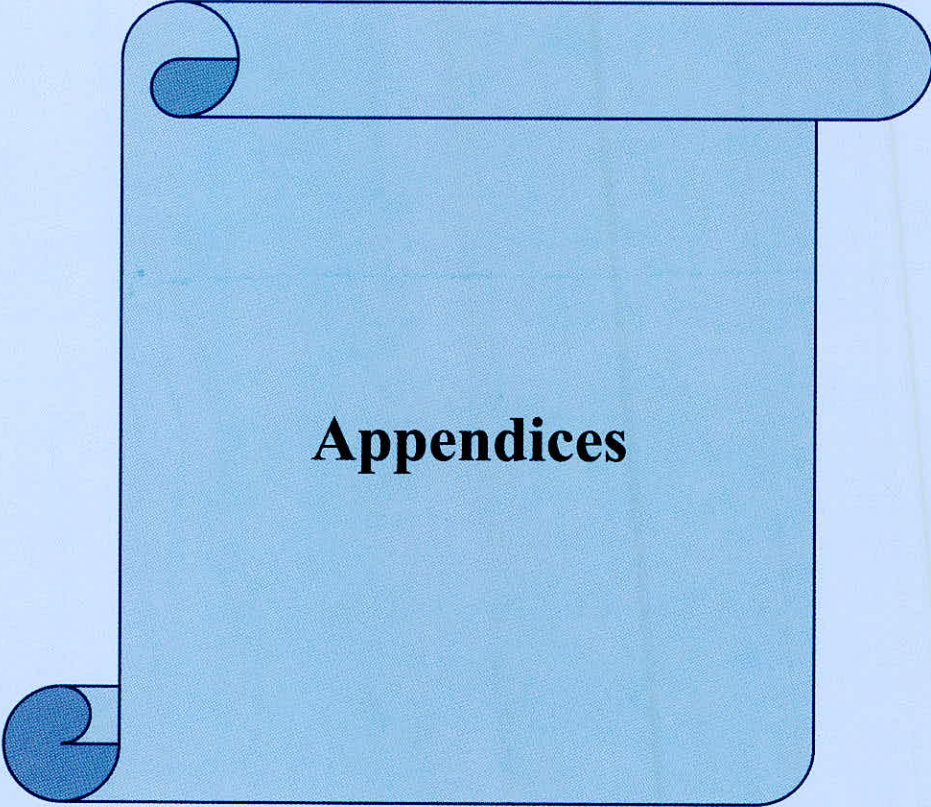
  
**(PARAG PRAKASH)**  
**Principal Accountant General**  
**(General and Social Sector Audit)**  
**Madhya Pradesh**

**Countersigned**

**New Delhi**  
**The 19 July 2017**

  
**(SHASHI KANT SHARMA)**  
**Comptroller and Auditor General of India**

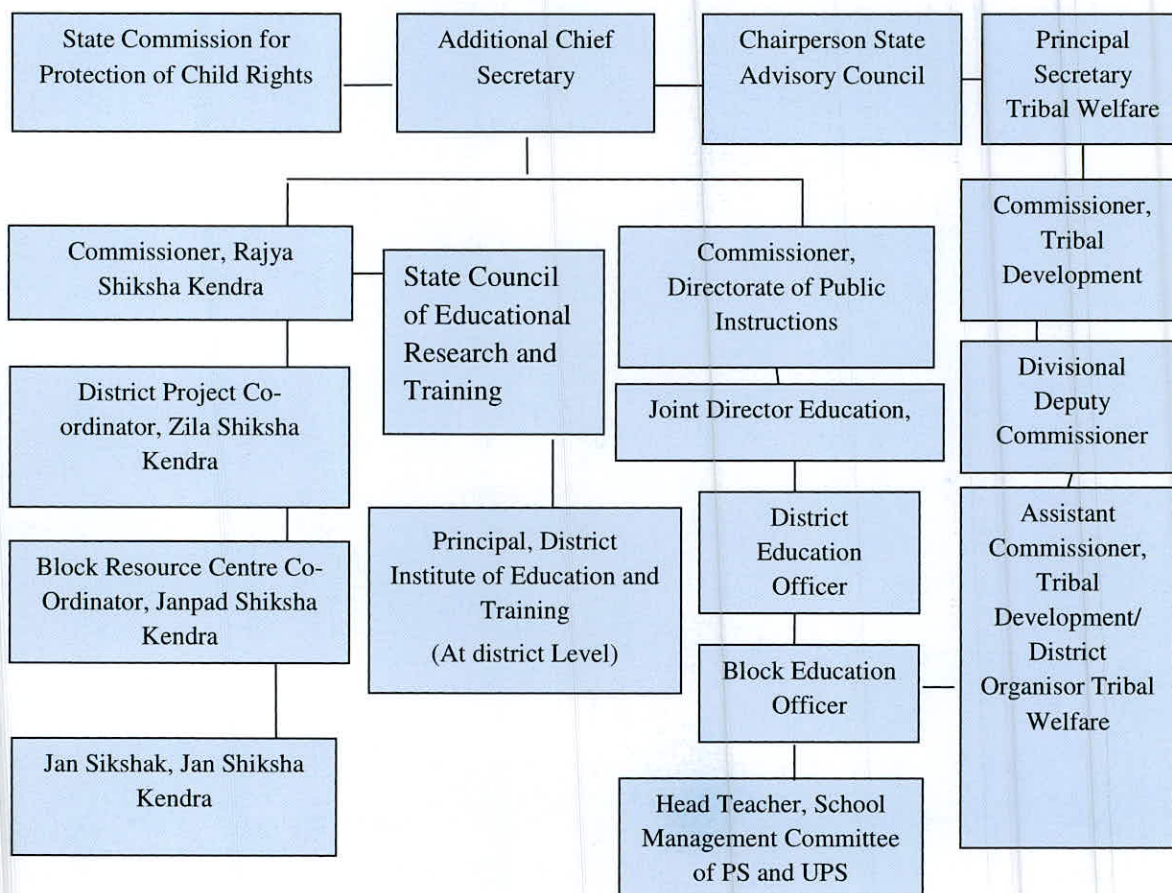
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**Appendices**



**Appendix-1.1**  
**(Reference: Paragraph 1.1.1, Page No. 3)**  
**Organizational set-up**



**Appendix-1.2**  
**(Reference: Paragraph 1.3, Page No. 4)**  
**List of Sample districts and blocks**

Sl. No.	Name of District	Total No. of Blocks	Name of selected Blocks	Total No. of selected blocks
(1)	(2)	(3)	(4)	(5)
1	Balaghat	10	Paraswada	04
			Baihar	
			Khairlanji	
			Balaghat	
2	Bhopal	04	Berasia	04
			Phanda New City	
			Phanda Old City	
			Phanda Rural	
3	Burhanpur	02	Burhanpur	02
			Khaknar	
4	Chhindwara	11	Chhindwara	04
			Tamia	
			Parasia	
			Harrai	
5	Datia	03	Bhander	03
			Datia	
			Seondha	
6	Dhar	13	Kukshi	04
			Bagh	
			Dhar	
			Tirla	
7	Indore	05	Depalpur	04
			Mhow	
			Indore	
			Sanwer	
8	Jhabua	06	Ranapur	04
			Rama	
			Meghnagar	
			Jhabua	



(1)	(2)	(3)	(4)	(5)
9	Morena	07	Ambha	04
			Porsa	
			Morena	
			Kailaras	
10	Panna	05	Ajaygarh	04
			Gunnor	
			Panna	
			Pawai	
11	Ratlam	06	Sailana	04
			Alot	
			Ratlam	
			Jaora	
12	Shahdol	05	Burhar	04
			Gohparu	
			Jaisinghnagar	
			Sohagpur	
13	Singrauli	03	Chitrangi	03
			Deosar	
			Waidhan	
<b>Total</b>		<b>80</b>		<b>48</b>

**Appendix-1.3**  
**(Reference: Paragraph 1.3, Page No. 4)**  
**List of Sample Schools**

Sl. No.	Name of District	Name of selected Blocks	Govt/Aided/Specified Category.	Name of selected schools
(1)	(2)	(3)	(4)	(5)
1	Balaghat	Paraswada	Government	P.S English Ashram Paraswada
2			Government	M.S Pogarjchori
3			Government	P.S Linga
4			Government	P.S Pondi
5			Government	M.S Arandia
6			Government	M.S Dhurva
7		Baihar	Government	P.S Aamghan
8			Government	P.S Banna
9			Government	M.S Birva
10			Government	P.S Kholva
11			Government	M.S Bijora
12			Government	N.M.S Gohara
13			Aided Pvt.	Mission Sah Shiksha P.S Baihar
14			Aided Pvt.	Mission Sah Shiksha M.S Baihar
15		Khairlanji	Government	M.S Navegaon (Kha)
16			Government	N.M.S Chutiya
17			Government	G.P.S Kumhali
18			Government	J.P.S Kothurana
19			Government	G.B.P.S Amai
20			Government	GMS Amai
21			Aided Pvt.	Madarsa Anjuman Islamia Arambha
22			Aided Pvt.	Aswachha Dhanda Boys Ashram Khairlanji
23		Balaghat	Government	P.S Hardoli
24			Government	M.S Bhatara
25			Government	M.S Hardoli
26			Government	P.S Manegaon
27			Government	P.S Hirapur

(1)	(2)	(3)	(4)	(5)
28			Government	M.S DIET Balaghat
29			Aided Pvt.	Madarsa Gosia Balaghat
30			Specified Cat.	Central School Bharveli
31	Bhopal	Berasia	Government	G.M.S Barkheda Baramad
32			Government	G.P.S Russali
33			Government	G.P.S Vimukt Jati Ashram
34			Government	G.M.S Mangalgarh
35			Government	Govt. P.S Damkheda
36		Phanda Rural	Government	G.M.S Jamunia Kalan
37			Government	G.M.S Bagroda
38			Government	G.P.S Dhamania
39			Government	Govt. P.S Mubarakpur
40			Government	Govt. M.S Bilkhiriya
41		Phanda New City	Government	G.M.S Security Line
42			Government	G.M.S Boys Barkheda (Bhel)
43			Government	G.M.S Bairagarh No-1
44			Government	Govt. P.S Samrat Ashok
45			Government	Govt. P.S Sultania Infrentary
46			Aided Pvt.	Pvt. M.S (1-8) Bright Career MS, Budhwara
47			Aided Pvt.	Pvt. M.S (1-8) New Rani Kamlapati MS, Bajaria Road
48			Specified Cat.	Kendriya Vidyalaya NO.2 Shivaji Nagar
49			Aided Pvt.	Pvt. M.S (1-8) Sindhu Middle School Sant Kanwaram Road
50		Phanda Old City	Government	G.P.S Phool Mahal No-1
51			Government	G.P.S Girls Barkhedi (Lily Talkies)
52			Government	G.M.S Dwarka Nagar
53			Government	Govt. M.S Vivekanand
54			Government	Govt P.S Aliganj
55			Aided Pvt.	Pvt. H.S.S (1-12) Bal Niketan HSS, Hamidia Road Bus stand Bhopal

(1)	(2)	(3)	(4)	(5)
56			Aided Pvt.	Aided M.S (1-8) New Kilol MS, Kabeetpura
57			Aided Pvt.	Pvt. M.S (1-8) Sadhu Waswani School, Bairagarh
58			Aided Pvt.	Pvt. H.S.S (1-12) Kilol Hr Sec School, Regiment Road Shahjahanabad Bhopal
59			Aided Pvt.	Pvt M.S (1-8) Naveen Indrakama Madhyamik Sahala Mangalwara Bhopal
60			Aided Pvt.	Pvt. M.S (1-8) Jawahar Sindhu MS, Near Sabji Mandi, Bairagarh
61	Burhanpur	Burhanpur	Government	New Boys Hindi M.S Lalbag
62			Government	G.P.S Jainabad
63			Government	New M.S Badgaon Maphi
64			Government	Marathi P.S Nachankheda
65			Government	Nagjhiri Hindi P.S
66			Government	P.S Chulkhan
67			Government	Marathi P.S Hatnoor
68			Government	New Urdu M.S Bahadarpur
69			Government	Purushartha Hindi M.S
70			Government	Subhash M.S Burhanpur
71			Aided Pvt.	Aided H.S.S lal Bagh Burhanpur
72			Aided Pvt.	Aided H.S.S Shri Ganesh Burhanpur
73			Aided Pvt.	Aided H.S.S Hakimia Multipurpose Burhanpur
74			Aided Pvt.	Aided HSS Girls Quadaria Burhanpur
75			Aided Pvt.	Aided HSS Ansar Iftekhhar Burhanpur
76			Aided Pvt.	Aided HSS Bharti Burhanpur
77			Specified Cat.	Central School Mohammadpura
78		Khaknar	Government	P.S Khaparkheda
79			Government	New M.S Khaparkheda

(1)	(2)	(3)	(4)	(5)
80			Government	P.S Dhaba
81			Government	P.S Khaknarkala
82			Government	P.S Satod
83			Government	M.S Palasur
84			Government	M.S Girls Khaknar khurd
85			Government	New M.S Dhaba
86			Government	P.S Khaknar khurd
87			Government	New M.S Manjrodkala
88			Aided Pvt.	Nutan Vidya Mandir Shekhapur
89			Aided Pvt.	Aided HSS Nepanagar
90			Specified Cat.	Central Govt. HSS Nepanagar (Kendriya Vidyalaya)
91	Chhindwara	Chhindwara	Government	Govt. M. S Khapabhat
92			Government	Govt. P. S.Khari Bhutai
93			Government	Govt. M. S Girls ashram navin Chhindwara
94			Government	Govt P. S Barra Dhana Gangiwara
95			Government	Govt M. S Thuniawan
96			Specified Cat.	Central schools
97			Aided Pvt.	H S S Jaganath Chhindwara
98			Aided Pvt.	Bharti Vidya Mandir Chhindwara
99			Aided Pvt.	P .S Mission Church
100			Aided Pvt.	P.S Mission Girls Tani Ganj
101			Aided Pvt.	Boys P .S Jagganath
102			Aided Pvt.	P .S Mission Chota Bazar
103		Tamia	Government	Govt P. S Keolari
104			Government	Govt M. S Daihar
105			Government	Govt P. S Ghatlinga
106			Government	Govt P. S Najarpurkamthi
107			Government	Govt M. S Markadhana
108			Aided Pvt.	P. S Mission Bijori(Aided)
109		Parasia	Government	Govt P. S Kelkachakkar

(1)	(2)	(3)	(4)	(5)
110			Government	Govt P. S Bhajipani
111			Government	Govt M.S Pench valley Parasia
112			Government	Govt M.S Baghbaghriya
113			Government	Govt P. S Payali
114			Aided Pvt.	H. S. S Mission Badkuhi
115			Aided Pvt.	Urdu P. S Chandament
116		Harrai	Government	Govt P. S Khamtra
117			Government	Govt M. S Bamhori
118			Government	Govt M. S Chikhla
119			Government	Govt M. S Rated
120			Government	Govt P. S Dhadra
121	Datia	Bhander	Government	M.S Chandrol
122			Government	M.S No.2 Bhander
123			Government	P.S Chandrol
124			Government	P.S Simthara
125			Government	M.S Barana
126			Government	P.S No.1 Bhander
127			Government	P.S Boys (SC) Ashram Bhander
128			Government	New M.S Sunari
129		Datia	Government	New M.S Sitapur
130			Government	New M.S Jhadiya
131			Government	P.S Choupra
132			Government	New M.S Police line Datia
133			Government	M.S No. 6 Datia
134			Government	M.S Imliya
135			Government	P.S Ram nagar
136			Government	P.S 29 Batalian Datia
137			Government	P.S Civil line Pitambra Peeth
138			Specified Cat.	Govt. Kendriya Vidyalaya Datia
139			Aided Pvt.	Aided P.S Bagedhari Sani
140			Aided Pvt.	Govt. SC/ST P.S Saharyane (REO)
141			Aided Pvt.	Aided P.S Pisanari
142		Seondha	Government	P.S Kabir Nagar

(1)	(2)	(3)	(4)	(5)
143			Government	P.S Talpura Indergarh
144			Government	New M.S Piparoua
145			Government	New M.S Netuapura
146			Government	New Boys P.S Nahla
147			Government	P.S Girls Ashram Indergarh
148			Government	M.S Girls Indergarh
149			Government	Girls P.S .Seondha
150			Government	New MS Mahonjat
151	Dhar	Kukshi	Government	NPS (EGS) Sitlamata
152			Government	AJKA Kukshi
153			Government	NPS(EGS) Baydipura
154			Government	M.S Thuvati
155			Government	S.S Banki
156			Aided Pvt	Vardhman Jain Bal Mandir Kukshi
157			Aided Pvt	Safia Madarsa Kukshi
158			Aided Pvt	Swami Vivekanand Adiwasi Ashram jugatalai
159			Aided Pvt	Dr. Bhimrao Ambedkar Adiwasi Ashram khedli
160		Bagh	Government	M.S Kharvali
161			Government	New M.S Jetgarh
162			Government	G.P.S Bagh
163			Government	Naveen M.S Baki
164			Government	P.S Banki
165			Aided Pvt	Dr Rajendra Prasad Adiwasi Ashram Baklaya Bagh
166			Aided Pvt	Rajendra Jain Mandir Bagh
167			Aided Pvt	Maheswari Middle School Bagh
168		Dhar	Government	Girls.M.S No-3 Dhar
169			Government	P.S No-4 Dhar
170			Government	P.S Sunarkhedli
171			Government	P.S No-8 Dhar
172			Government	New M.S Bagditaj
173			Specified cat.	<i>Kendriya Vidyalaya Dhar</i>

(1)	(2)	(3)	(4)	(5)
174			Aided Pvt	Swetamber Mahavir Jain School, Dhar
175			Aided Pvt	Kamalia Urdu Dhar
176		Tirla	Government	G.P.S Chiklia
177			Government	M.S Himmatgarh
178			Government	K.A Ganganagar
179			Government	M.S Mohanpura
180			Government	M.S Mandli
181	Indore	Depalpur	Government	G.P.S No. 1 Depalpur
182			Government	Unnat GMS Depalpur
183			Government	G.M.S Jalodiya Gyan
184			Government	G.P.S No 2 Betma
185			Government	GM.S Chander
186		Mhow	Government	Girls G.P.S Hasalpur
187			Government	Girls G.M.S Harsola
188			Government	GP.S Sherpur
189			Government	GP.S Umaria
190			Government	GM.S Dharnaka
191			Aided Pvt.	Marathi P.S Mhow
192			Aided Pvt.	Marathi M.S Mhow
193			Aided Pvt.	Mashi high school Rasalpura Mhow
194			Specified Cat.	<i>Kendriya Vidyalaya Mhow</i>
195		Indore	Government	Girls M.S Nehru Nagar
196			Government	Girls M.S Bijalpur
197			Government	Girls P.S NO. 20 Bada Ganpati
198			Government	GP.S No 111 Bhagirathpura
199			Government	M.S No 48 Dhanwantri
200			Aided Pvt.	Sambhaji Smirti Bal Mandir higher secondary school Indore
201			Aided Pvt.	Sarswati mahila shikshan sewa Indore
202			Aided Pvt.	Jain middle school Indore
203			Aided Pvt.	Bal vinay mandir chatribagh Indore



(1)	(2)	(3)	(4)	(5)
204			Aided Pvt.	Shri Maheshwari higher secondary school Indore
205		Sanwer	Government	Girls G.P.S Kshipra
206			Government	G.P.S Rangkaradiya
207			Government	GPS Paliya
208			Government	Unnat GMS Magarkheda
209			Government	Unnat GMS Ranwer
210			Aided Pvt.	Kasturba mahila sewa sadan chandrawati ganj sanwer
211	Jhabua	Ranapur	Government	Govt. P S Bhoothkhedi
212			Government	N.M.S Ranapur (W-12)
213			Government	Govt. P. S Bhurimati
214			Government	Govt. M.S Bhurimati
215			Government	Govt. M.S Buniyadi S.N.1 Ranapur
216			Aided Pvt	P.S Matachamunda Adiwasi Vagai
217			Aided Pvt	Private H.S Nirmala Bhurimati Ranapur
218			Aided Pvt	Indira Gandhi Boys Ashram Dhamni Chamna
219			Aided Pvt	Privt. H.S Vidya Mandir Ranapur
220			Aided Pvt	M.S Gram Swaraj Ashram Mandlinathu
221			Aided Pvt	M.S Sabri Girls Ashram Mandlinathu
222		Rama	Government	N.M.S Golabadi
223			Government	P.S Kokawad
224			Government	P. S Jharniyan
225			Government	P.S School F. Navapada (Machaliya)
226			Government	G M.S Kalidevi
227			Aided Pvt	GP.S Indira Gandhi Ashram Jhake
228			Aided Pvt	Rajeev Gandhi boys Ashram Rahenda
229		Meghnagar	Government	Govt. PS Upshala Meghnagar

(1)	(2)	(3)	(4)	(5)
230			Government	Govt. MS Nogaon
231			Government	Govt. P S Gopalpura
232			Government	Govt. S.B.M.S. Rambhapur
233			Government	Govt. M.S Gudachotta
234		Jhabua	Government	P S Khedi
235			Government	P S Maujipada
236			Government	PS Ratitalai Ward 11 Jhabua
237			Government	N.M.S Gelarbadi
238			Government	MS Ratitalai Ward 11 Jhabua
239			Aided Pvt	Rajeev Gandhi MS Ashram Kishanpuri
240			Specified cat.	Central School Jhabua
241	Morena	Ambah	Government	Govt. MS Dimni
242			Government	Govt.PS (EGS) Khokhalkapura
243			Government	Govt. PS Kodre
244			Government	Govt. M. S. Matabandakapura
245			Government	Govt. N.P.S. Khera
246			Aided Pvt.	P.S Chirpura
247			Aided Pvt.	P.S Bahadurkapura
248			Aided Pvt.	P.S Bholaramkapura
249		Porsa	Government	Govt. M.S Gadiya Raipur
250			Government	Govt.(EGS)Patel kaPura
251			Government	Govt. P.S Gopalpura
252			Government	Govt. G.P.S Mahua
253			Government	Govt.G.M.S Rached
254			Aided Pvt.	P.S Raichandkapura
255			Aided Pvt.	P.S. Gandhi Nagar Porsa
256		Morena	Government	Govt. P.S Gulendri
257			Government	Govt. M.S No.4
258			Government	Govt. P.S Narhaikapura
259			Government	Govt. M.S. KothaykaPura
260			Government	Govt. M.S Jeegni
261			Aided Pvt.	P.S. Sihora

(1)	(2)	(3)	(4)	(5)
262			Aided Pvt.	P.S Sarvodaya Sangeet School
263			Aided Pvt.	MS M. G. B. Q. A .M. U Morena
264			Aided Pvt.	P.S KS Morena
265		Kailaras	Government	Govt. M.S Kotsirthara
266			Government	Govt. P.S Pransuk Kapura
267			Government	Govt. P.S Surpura
268			Government	Govt.M.S Sujarma
269			Government	Govt. M.S Virawali
270			Aided Pvt.	P.S Garmora
271	Panna	Ajaygarh	Government	Govt. M. S Bagha
272			Government	M. S Taroni
273			Government	U.E.G.S Madhikapurwa
274			Government	U.E.G.S Dhowinkapurwa
275			Government	P. S Gadriyanpurwa Banahari
276			Government	P.S Urdu Amarchi
277			Government	P.S Narayanchua
278		Gunnor	Government	U.E.G.S Harijan Basti Patnakala
279			Government	P.S Dharwara
280			Government	P.S Bhatanwara
281			Government	P.S Ghatari
282			Government	M.S TighraBugurg
283			Government	M.S Piparwaha
284			Government	M.S Chaparwara
285		Pawai	Government	M.S Boys Hatkuri
286			Government	M.S Boys Krishangarh
287			Government	P.S Jagdishpur
288			Government	P.S Girls Tikariya
289			Government	M.S Boda
290			Government	P.S Gudmania
291			Government	M.S Nanhipawai
292		Panna	Government	M.S Girls Brijpur
293			Government	P.S Bamuri
294			Government	P.S Rajapur

(1)	(2)	(3)	(4)	(5)
295			Government	P.S Dhamchua
296			Government	M.S Silgi
297			Government	M.S Sirswaha
298			Government	M.S Hirapur
299			Specified Cat.	Central School
300			Aided Pvt.	S.K.N Dham
301	Ratlam	Sailana	Government	P.S Kapasia
302			Government	P.S Bandriya kamal
303			Government	P.S Bakhat pura khurd
304			Government	G.M.S Amargarh
305			Government	Navin MS Jamdabhilan
306		Alot	Government	G.M.S Thuria
307			Government	G.M.S Kotkaradiya
308			Government	P.S Narayangar
309			Government	P.S Aalakheda
310			Government	M.S Bapcha
311		Ratlam	Government	P.S Badoda
312			Government	M.S Alkapuri
313			Government	P.S Ghatvas
314			Government	P.S Chavra
315			Government	M.S Barodiya
316			Government	M.S Bambhori
317			Aided Pvt	P.S Gujrati Samaj Ratlam
318			Aided Pvt	Private H.S.S MGM Urdu Ratlam
319			Aided Pvt	P.S Shankar Ratlam
320			Aided Pvt	P.S Seraniya Ratlam
321			Aided Pvt	P.S MGM Urdu Ratlam
322			Aided Pvt	M.S. G Jain school Ratlam
323			Aided Pvt	MS Masihi school Ratlam
324			Specified cat.	Central Govt.H.S.S(Kendriya Vidyalaya,) Ratlam
325		Jaora	Government	M.S Mundlaram
326			Government	P.S Hunkhedi
327			Government	M.S Virpura
328			Government	M.S Moyakheda

(1)	(2)	(3)	(4)	(5)
329			Government	P.S Arjala
330			Aided Pvt	Private H.S.S Venugopal Jaora
331	Shahdol	Burhar	Government	P.S Bacharwar
332			Government	M.S Jarwahi
333			Government	P.S MouharTola
334			Government	M.S Sabo basti
335			Government	P.S KolanTola
336		Gohparu	Government	M.S Devgarh
337			Government	P.S Diya Pipar
338			Government	P.S Lodhi
339			Government	M.S Patori
340			Government	M.S Belli
341		Jaisinghnagar	Government	P.S Devra road
342			Government	P.S Jhara
343			Government	P.S BadakaTola
344			Government	M.S Bar Tola
345			Government	P.S Pondikala
346			Aided Pvt.	Pvt. Adiwasi girls sikshaparishar
347			Aided Pvt.	Aided HSS Girls ADI Parisar
348			Aided Pvt.	M.S Aawashiya High school
349			Aided Pvt.	M.S Aawashiya ADI. Tihaki
350			Aided Pvt.	Aided Adiwasi girls sikshaparishar
351			Aided Pvt.	P.S Aided AdarshAdiwasiKanyaparis har
352			Aided Pvt.	P.S Aided AdarshAdiwasiKanyaparis har
353		Sohagpur	Government	M.S KanyasikshaParisar
354			Government	P.S Harri
355			Government	P.S BandhawaTola, Khoh
356			Government	M.S Bhanpur
357			Government	M.S Novgava

(1)	(2)	(3)	(4)	(5)
358			Government	M.S Nipaniya
359			Specified Cat.	Central School
360			Specified Cat.	Central School
361	Singrauli	Chitrangi	Government	P.S Badkud
362			Government	M.S Chakariya
363			Government	P.S Deori
364			Government	M.S Mahdeiya
365			Government	U.E.G.S Engura
366			Government	P.S Babdi
367			Government	U.E.G.S Mauhariya
368			Government	H.R.S Gorbi
369			Government	M.S Badkud
370		Deosar	Government	P.S Bargonwa
371			Government	P.S Bhaluhi
372			Government	M.S Girls Bargonwa
373			Government	P.S Baghdadih
374			Government	M.S Jogini
375			Government	U.E.G.S KhadihwaTolaBaghadih
376			Government	M.S Baherwadand
377			Government	M.S Pokhara
378			Government	M.S Bargonwa
379		Waidhan	Government	U.E.G.S Manikchaura
380			Government	M.S Pondinaugai
381			Government	M.S Raila
382			Government	P.S Karami
383			Government	M.S Parsauna
384			Government	P.S Dhurital
385			Government	P.S Etama
386			Government	M.S ChingiTola
387			Government	M.S Boys Waidhan
388			Government	P.S Boys Mada
389			Specified Cat.	Kendriya Vidyalaya C.W.S Jayant Singrauli
390			Specified Cat.	Kendriya Vidyalaya Singrauli

## Appendix-3.1

(Reference: Paragraph 3.1.2, Page No. 20)

## Statement showing the status of educational indicators in test checked districts during 2015-16

Sl. No.	Name of Districts	GER		Dropout rate		Retention rate		Average Attendance		Transition rate from primary to upper primary level
		Primary level	Upper Primary Level	Primary level	Upper Primary level	Primary level	Upper Primary level	Primary level	Upper Primary level	
1	Balaghat	104.3	98.1	01.40	01.10	98.60	98.90	88.70	90.20	99.80
2	Bhopal	110.07	102.56	4.77	3.86	95.23	96.14	99.90	99.92	88.28
3	Burhanpur	99.28	98.97	8.82	8.40	91.18	91.60	86	85.29	82.49
4	Chhindwara	108.64	94.12	2.70	6.19	89.13	95.95	-	-	97.20
5	Datia	103.74	96.97	13.35	07.08	78.34	82.31	-	-	85.02
6	Dhar	99.7	93.7	0.84	0.86	96.40	98.70	84.5	86.7	68.84
7	Indore	121.00	115.00	01.70	02.90	98.29	97.10	74.67	76.87	95
8	Jhabua	108.24	78.14	11.57	13.66	84.10	84.60	-	-	71.59
9	Morena	103.5	103.8	0.27	0.28	99.73	99.72	67	70	92.29
10	Panna	114.2	104.2	9.5	6.3	100		72	64	100
11	Ratlam	99.89	99.75	9.82	5.24	96.25	95.45	58.5	61.5	87.01
12	Shahdol	104	93.37	3.15	4.49	96.85	95.51	83.35	87.65	96.00
13	Singrauli	107.1	105.9	3.8	6.2	97	92	65	68	92.00

(Source: Information furnished by test-checked districts)

**Appendix-3.2**

**(Reference: Paragraph 3.3, Page No. 24)**

**Habitations without schooling facilities in test checked districts**

**(Figures in number)**

Sl. No.	Particulars	2012-13	2015-16
1	Total habitations	12187 (Five districts)	5976 (Three districts)
<b>Primary level</b>			
2	Habitation with PS within one km	11225	5860
3	Habitation without PS within one km	431	116
4	Habitation eligible for PS as per state norms	128	02
5	Habitation not eligible for PS	303	114
6	Number of children in such habitations (4) and (5)	14161	2071
<b>Upper Primary level (Total habitations)</b>		12975 (Six districts)	7673 (Four districts)
7	Habitation having UPS facility in 3 Km	9745	7449
8	Habitation without UPS facility in 3 Km	3230	224
9	Habitation Eligible as per state norm	64	4
10	Habitation not Eligible as per state norm	3166	220
11	No. of children in the habitation	6837	2056

**(Source: AWP&B of test checked districts)**



## Appendix-3.3

(Reference: Paragraph 3.7.1, Page No. 34)

## Position showing the out of school children covered in training and brought into mainstream

(Figures in number)

Year	Training	Target approved by PAB		Target sanctioned by State			Children enrolled in training No of children (percentage)	No of OOSC brought into main stream (percentage)	No of OOSC identified as per VER	Target set	Difference in coverage
		No of children	Financial (₹ in lakh)	No of children	No of centre	Financial (₹ in lakh)					
2011-12	RST	41589	5086.10	41589	832	5086.10	35552	27191	70486	65322	5164
	NRST	16533	330.66	16533	1654	330.66	15475	9489			
	Seasonal Hostel	8557	752.85	500	-	487.65	0	0			
	Platform school/Human development centre	6700	324.00	6700	261	324.00	4422	2729			
	<b>Total</b>	<b>73379</b>	<b>6493.61</b>	<b>65322</b>	<b>2747</b>	<b>6228.41</b>	<b>55449(85)</b>	<b>39409(71)</b>			
2012-13	RST	53511	7991.03	53511	1070	7991.03	39727	15927	126485	121465	5020
	NRST	61595	1847.85	61595	6160	1847.85	141297	82639			
	Seasonal Hostel	6359	317.95	6359	127	317.95	2958	2958			
	<b>Total</b>	<b>121465</b>	<b>10156.83</b>	<b>121465</b>	<b>7357</b>	<b>10156.83</b>	<b>183982(151)</b>	<b>101524(55)</b>			
2013-14	RST	29984	3598.56	29984	600	3598.56	22685	18085	74415	47682	26733
	NRST	11447	171.71	11447	1145	171.71	15875	11810			
	Seasonal Hostel	6251	200.03	6251	-	200.03	4304	4304			
	<b>Total</b>	<b>47682</b>	<b>3970.30</b>	<b>47682</b>	<b>1745</b>	<b>3970.30</b>	<b>42864(90)</b>	<b>34199(80)</b>			
2014-15	RST	22288	2700.79	22288	447	2700.79	14688	10655	63587	39262	24325
	NRST	12285	184.275	12285	615	184.275	14705	11059			
	Seasonal Hostel	4689	150.048	4689	95	150.048	4091	4091			
	<b>Total</b>	<b>39262</b>	<b>3035.11</b>	<b>39262</b>	<b>1157</b>	<b>3035.11</b>	<b>33484(85)</b>	<b>25805(77)</b>			
2015-16	RST	6600	1320	6600	51	1320	3970	3321	101234	39245	61989
	NRST	21386	320.79	21386	1069	320.79	12700	10283			
	Seasonal Hostel	11259	548.03	11259	-	548.03	4903	4903			
	<b>Total</b>	<b>39245</b>	<b>2188.82</b>	<b>39245</b>	<b>1120</b>	<b>2188.82</b>	<b>21573(55)</b>	<b>18507(86)</b>			

RST- Residential special training, NRST - Non-residential special training

(Source: AWP&amp;B and information provided by RSK)

**Appendix-3.4**

(Reference: Paragraph 3.7.1, Page No. 35)

**Statement showing status of OOSC, training and mainstreaming of OOSC in test checked districts**

(Figures in number)

Sl. No.	Name of District	OOSC and training in 2010-16		OOSC and mainstream in 2010-15	
		No. of OOSC	No. of OOSC trained	No. of OOSC	No. of OOSC provided training for mainstream
1	Balaghat	5050	362	4542	617
2	Bhopal	5952	2837	5553	1957
3	Burhanpur	14351	8045	12559	1425
4	Chhindwara	6509	5515	5987	4928
5	Datia	1709	1198	1587	670
6	Dhar	14314	7163	10885	4224
7	Indore	8870	2219	7936	2061
8	Jhabua	36210	122	29602	19878
9	Morena	8487	0	7566	0
10	Panna	3240	0	2731	1587
11	Ratlam	8659	6975	8584	3206
12	Shahdol	1429	1538	1044	1078
13	Singrauli	0	103	0	0
	<b>Total</b>	<b>114780</b>	<b>36077</b>	<b>98576</b>	<b>41631</b>

(Source: AWP&B of test checked districts and information provided by districts)

## Appendix-4.1

(Reference: Paragraph 4.1.1, Page No. 45)

Statement showing no. of PS and UPS having adverse PTR in test checked districts

(Figures in number)

Sl. No.	Name of District	Total No. of PS	Total No. of UPS	No. of Primary Schools having Adverse PTR	No. of Upper Primary Schools having Adverse PTR
1	Balaghat	2011	780	180	407
2	Bhopal	823	374	127	168
3	Burhanpur	521	214	230	137
4	Chhindwara	2689	1045	130	157
5	Datia	872	384	163	207
6	Dhar	3319	856	781	292
7	Indore	1114	591	126	85
8	Jhabua	1989	427	1123	192
9	Panna	1627	714	137	203
10	Ratlam	1623	561	306	176
11	Shahdol	1630	494	475	325
12	Singrauli	1518	509	297	146
	<b>Total</b>	<b>19736</b>	<b>6949</b>	<b>4075</b>	<b>2495</b>

(Source: U-DISE)

**Appendix-4.2**

**(Reference: Paragraph 4.1.1, Page No. 45)**

**Statement showing no. of test checked PS and UPS having adverse PTR**

**(Figures in number)**

<b>Sl. No.</b>	<b>Name of District</b>	<b>No. of PS having adverse PTR</b>	<b>No. of UPS having adverse PTR</b>
1	Balaghat	2	2
2	Bhopal	0	3
3	Burhanpur	8	7
4	Chhindwara	6	7
5	Datia	3	4
6	Dhar	5	4
7	Indore	0	1
8	Jhabua	11	1
9	Morena	5	6
10	Panna	4	10
11	Ratlam	4	6
12	Shahdol	3	7
13	Singrauli	6	9
	<b>Total</b>	<b>57</b>	<b>67</b>

**(Source: Information furnished by schools)**

## Appendix-4.3

(Reference: Paragraph 4.5, Page No. 49)

Statement showing target and achievement of in-service training and induction training of teachers

(Figures in number)

Sl. No.	Nature of training	Year									
		2011-12		2012-13		2013-14		2014-15		2015-16	
		Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1	Refresher in-service teachers training at BRC level and above-10 days	139482	96392	147026	82284	196713(5 days)	178645	-	-	-	-
2	One day monthly cluster level meetings and peer group training sessions for 10 months for all teachers each year at CRC level – 8 days	278943	135191	112051	108097	-	-	-	-	-	-
3	Induction training for newly recruited teachers 15 and 30 days	91655 (15 days)	0	24411 (30 days)	0	68011 (30 days)	20746	-	-	-	-
4	Contact sessions in distance education of 60 days per year for untrained teachers to acquire professional qualifications over a two year period.	13584	7600	15101	7600	-	-	-	-	-	-
5	Refresher training for all resource persons master trainers BRC and CRC faculty and coordinators for 10 days each year	20147	0	8452	8452	-	-	-	-	-	-
6	Head teacher -Refresher residential in service for 10 days at BRC level and above	-	-	14724	14724	-	-	-	-	-	-
7	Cluster level meetings for 2 days	-	-	-	-	196713	196713	-	-	-	-

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
8	In service teacher training for class 1 and 2 at BRC level (5days @ ₹ 100 per day)	-	-	-	-	-	-	70360	70360	-	-
9	In service teacher training for class 1 and 2 at CRC level (8days @ ₹ 100 per day)	-	-	-	-	-	-	70360	70360	-	-
10	In service teacher training for class III and IV, V at BRC level (5days @ ₹ 100 per day)	-	-	-	-	-	-	70360	70360	-	-
11	In service teacher training for class III and IV, V at CRC level (3days @ ₹ 100 per day)	-	-	-	-	-	-	70360	70360	-	-
12	In service teacher training for class VI and VII, VIII(maths and science) at BRC level (5days @ ₹ 100 per day)	-	-	-	-	-	-	17234	17234	-	-
13	In service teacher training for class VI and VII, VIII(maths and science) at BRC level (3days @ ₹ 100 per day)	-	-	-	-	-	-	17234	17234	-	-
14	Training for all resource person (5days @ ₹ 100 per day)	-	-	-	-	-	-	5152	5152	-	-
15	Refresher in service teacher training at BRC level	-	-	-	-	-	-			-	-
i	Class I&II	-	-	-	-	-	-			71370	0
ii	Class III & V	-	-	-	-	-	-			70360	0
iii	Class VI & VIII	-	-	-	-	-	-	-	-	58564	0
16	Follow up meetings at CRC level	-	-	-	-	-	-	-	-	-	-
i	Class I and II	-	-	-	-	-	-	-	-	125946	125946
ii	Class III and V	-	-	-	-	-	-	-	-	70360	70360
iii	Class VI and VIII	-	-	-	-	-	-	-	-	58564	58564

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
17	Training for resource person and master trainers (this may include BRCCs, BRPSs, CRCCs, DIET faculties and any other persons designated as resource person										
i	Class I and II	-	-	-	-	-	-	-	-	800	0
ii	Class III and V	-	-	-	-	-	-	-	-	800	0
iii	Class VI and VIII	-	-	-	-	-	-	-	-	510	0
18	NUEPA school leadership programme	-	-	-	-	-	-	-	-	-	-
i	RPs training	-	-	-	-	-	-	-	-	100	100
ii	Head teacher training	-	-	-	-	-	-	-	-	500	500
	<b>Total</b>	<b>543811</b>	<b>239183</b>	<b>321765</b>	<b>221157</b>	<b>461437</b>	<b>396104</b>	<b>321060</b>	<b>321060</b>	<b>457874</b>	<b>255470</b>

(Source: Information provided by RSK)

**Appendix-5.1**

(Reference: Paragraph 5.1, Page No. 53)

**Statement showing Infrastructure facilities not available in test checked Schools**

(Figures in number)

Sl. No.	Name of District	No. of schools visited	At least one classroom for every teacher and office-cum-head master room	Barrier free access	Separate toilet for boys and girls	Safe and adequate drinking water	Kitchen Shed	Playground	Boundary wall/fencing
1	Balaghat	30	05	21	09	03	03	08	17
2	Bhopal	30	02	25	02	01	17	10	16
3	Burhanpur	30	05	27	05	01	17	06	15
4	Chhindwara	30	01	03	03	0	03	04	15
5	Datia	30	10	28	10	03	15	06	10
6	Dhar	30	13	26	06	04	16	09	20
7	Indore	30	03	20	06	04	15	10	12
8	Jhabua	30	10	17	03	0	09	12	17
9	Morena	30	04	16	03	03	11	08	15
10	Panna	30	04	13	04	05	08	10	20
11	Ratlam	30	06	20	09	09	17	05	18
12	Shahdol	30	02	05	05	0	07	04	13
13	Singrauli	30	05	13	13	04	07	13	20
	<b>Total</b>	<b>390</b>	<b>70</b>	<b>234</b>	<b>78</b>	<b>37</b>	<b>145</b>	<b>105</b>	<b>208</b>

(Source: Information furnished by schools)



## Appendix-5.2

(Reference: Paragraph 5.1, Page No. 53)

Statement showing district wise non availability of facilities in test checked schools

(Figures in number)

Sl. No.	Name of District	No. of schools visited	School building in good condition	Toilet usable	Library facilities	Electricity supply	Computer	Approach road	Sitting arrangement in desk	Disabled friendly toilet
1	Balaghat	30	01	06	03	22	27	06	25	28
2	Bhopal	30	04	0	02	12	20	01	21	25
3	Burhanpur	30	0	0	03	11	16	05	26	28
4	Chhindwara	30	04	02	04	17	24	02	17	17
5	Datia	30	05	04	10	21	26	04	25	28
6	Dhar	30	02	03	16	16	25	03	23	28
7	Indore	30	05	01	10	12	18	01	13	25
8	Jhabua	30	02	01	16	16	21	04	19	26
9	Morena	30	06	01	15	25	27	05	27	28
10	Panna	30	07	02	10	23	24	02	29	24
11	Ratlam	30	03	07	13	19	23	04	18	28
12	Shahdol	30	04	04	15	18	20	01	25	26
13	Singrauli	30	08	06	16	19	25	05	27	21
	<b>Total</b>	<b>390</b>	<b>51</b>	<b>37</b>	<b>133</b>	<b>231</b>	<b>296</b>	<b>43</b>	<b>295</b>	<b>332</b>

(Source: Information furnished by schools)

**Appendix-5.3**

**(Reference: Paragraph 5.2.2, Page No. 58)**

**Status of incomplete works in test checked districts as on March 2016**

Sl. No.	Name of District	Period of sanctioned work	Total No. of works	Fund released (₹ in crore)	Details of works (in number)					
					Addl. Class-room	HM room	Girls Toilet	Boundary wall	Building	Drinking water
1	Balaghat	2005-15	203	3.87	98	2	-	-	103	-
2	Bhopal	Upto 2015-16	184	-	124	22	-	03	12	23
3	Burhanpur	2003-13	94	2.43	87	-	-	-	07	
4	Chhindwara	2010-15	106	4.86	42	15	-	-	49	
5	Datia	2003-15	137	5.25	90	16	-	1	30	
6	Dhar	2007-15	409	2.81	286	50	-	28	45	
7	Indore	2007-15	123	4.23	103	11	-	02	07	
8	Jhabua	2007-16	316	9.55	241	21	-	17	37	
9	Morena	2002-15	159	-	95	-	-	-	64	
10	Ratlam	2007-16	648	7.86	202	35	345	28	38	
11	Singrauli	2007-15	342	14.95	81	32	-	-	229	
<b>Total</b>			<b>2721</b>	<b>55.81</b>	<b>1449</b>	<b>204</b>	<b>345</b>	<b>79</b>	<b>621</b>	<b>23</b>

(Source: Information provided by test checked districts)

## Appendix-5.4

(Reference: Paragraph 5.2.2, Page No. 58)

## Status of works not started in test checked districts as on March 2016

Sl. No.	Name of District	Period of sanctioned work	Total No. of works	Fund released (₹ in lakh)	Details of works (in number)					
					Addl. Class-room	Headmaster room	Girls Toilet	Drinking water	Boundary wall	Building
1	Bhopal	Upto 2015-16	69	-	68	1	-	-	-	-
2	Burhanpur	2010-12	10	27.02	09	0	-	-	-	01
3	Dhar	2007-15	95	84.93	34	1	-	-	-	60
4	Indore	2007-13	82	-	60	22	-	-	-	-
5	Datia	2006-13	47	73.26	23	5	1	17	-	1
6	Jhabua	2007-13	24	-	21	0	-	-	2	1
7	Morena	2004-15	21	49.48	6	0	-	-	-	15
8	Ratlam	2009-15	29	14.18	13	1	12	-	3	-
9	Shahdol	2010-13	23	64.03	15	8	-	-	-	-
10	Singrauli	2001-12	23	64.11	11	4	-	-	-	8
	<b>Total</b>		<b>423</b>	<b>377.01</b>	<b>260</b>	<b>42</b>	<b>13</b>	<b>17</b>	<b>5</b>	<b>86</b>

(Source: Information provided by test checked districts)

### Appendix-5.5

(Reference: Paragraph 5.8, Page No. 67)

Statement showing the result of end line test (class I to VIII) pertaining to ability of students in subject language, mathematics and English (in Percentage)

Class	Level of language					Mathematics Part I			Mathematics Part -II				Mathematics Part -III				Level of English				
	Preliminary	Alphabet	Word	Paragraph	Story	Preliminary	Identification of figure (1-9)	Identification of number (10-99)	Addition	Subtraction	Multiplication	Division	Measurement		Geometric shape		Preliminary	Capital letter	Small letter	Word	Simple sentence
													Yes	No	Yes	No					
Class I	57	35	6	1	1	51	37	12	12	4	2	2	42	58	16	84	59	25	13	2	1
Class II	24	45	23	5	2	22	42	36	24	12	5	2	54	46	21	79	27	38	29	6	1
Class III	14	33	30	13	9	16	33	51	36	24	12	5	63	37	29	71	17	35	33	13	3
Class IV	10	24	29	19	19	14	28	58	40	31	22	11	68	32	36	64	13	30	32	19	6
Class V	8	17	25	21	29	13	23	64	41	35	29	20	72	28	43	57	10	25	29	24	11
Class VI	9	16	20	20	35	12	22	66	47	38	33	26	74	26	44	56	13	24	27	22	15
Class VII	7	12	18	20	42	11	19	70	47	41	36	32	76	24	50	50	10	20	24	25	21
Class VIII	6	10	15	20	49	11	16	73	47	43	40	39	79	21	56	44	8	16	21	27	28
<b>Total</b>	<b>16</b>	<b>23</b>	<b>21</b>	<b>15</b>	<b>24</b>	<b>18</b>	<b>27</b>	<b>55</b>	<b>37</b>	<b>29</b>	<b>23</b>	<b>18</b>	<b>67</b>	<b>33</b>	<b>37</b>	<b>63</b>	<b>19</b>	<b>26</b>	<b>26</b>	<b>18</b>	<b>11</b>

(Source: Information provided by RSK)

**Appendix-7.1**  
**(Reference: Paragraph 7.8, Page No. 87)**  
**Status of discrepancies noticed in test checked schools**

(Figures in number)

Sl. No.	Items	No. of test checked schools
1	Enrolment	10
2	Teachers position	22
3	Boys toilet	22
4	Girls toilet	22
5	Boys toilet with water facility	34
6	Girls toilet with water facility	36
7	Drinking water facility	9
8	Playground	19
9	Electricity	31
10	Headmaster room	38
11	Boundary wall	24
12	Books in the library	50
13	Ramp	33
14	Preparation of school development plan	76
15	Holding SMC meeting	59
16	Having kitchen shed	40
17	Toilet facility for CWSN children	27

(Source: U-DISE and Physical Verification)

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### Glossary of Abbreviations

Abbreviation	Full Form
ACTD	Assistant Commissioner Tribal Development
ADIP	Assistance to Disabled Persons
APC	Assistant Project Coordinator
APL	Above Poverty Line
AWP&B	Annual Work Plan and Budget
BEEO	Block Elementary Education Officer
BLO	Booth Level Officer
BRC	Block Resource Center
BRCC	Block Resource Center Coordinator
CAL	Computer Aided Learning
CCE	Comprehensive and Continuous Evaluation
CEO	Chief Executive Officer
CWSN	Children With Special Needs
DELEd	Diploma in Elementary Education
DEO	District Education Officer
DIET	District Institute of Education and Training
DPC	District Project Coordinator
DPI	Directorate of Public Instructions
ECCE	Early Childhood Care and Education
FC	Finance Commission
GER	Gross Enrolment Ratio
GoI	Government of India
GoMP	Government of Madhya Pradesh
HHS	Household Survey
ICDS	Integrated Child Development Services
IGNOU	Indira Gandhi National Open University
KV	Kendriya Vidyalaya
MDGs	Millennium Development Goals
MIS	Management Information System
MoHRD	Ministry of Human Resource Development
MPRTE Rules	Right of Children to Free and Compulsory Education Rules, 2011
MRC	Mobile Resource Consultant
NAS	National Achievement Survey

NCERT	National Council for Education, Research and Training
NCF	National Curriculum Framework
NCLP	National Child Labour Project
NCPCR	National Commission for Protection of Child Rights
NCTE	National Council for Teacher Education
NER	Net Enrolment Ratio
NIC	National Informatics Center
NPEGEL	National Programme for Education of Girls at Elementary Level
OOSC	Out of School Children
PAB	Project Approval Board
PPSWOR	Probability Proportionate Sampling Without Replacement
PRDD	Panchayat and Rural Development Department
PS	Primary School
PTR	Pupil Teacher Ratio
RSK	Rajya Shiksha Kendra
RTE Act	Right of Children to Free and Compulsory Education Act, 2009
SCERT	State Council of Educational, Research and Training
SCPCR	State Commission for Protection of Child Rights
SCR	Student Classroom Ratio
SLAS	State Level Achievement Survey
SMC	School Management Committee
SRSWOR	Simple Random Sampling Without Replacement
SSA	Sarva Shiksha Abhiyan
TET	Teacher Eligibility Test
UADD	Urban Administration and Development Department
UC	Utilization Certificate
U-DISE	Unified District Information System for Education
UPS	Upper Primary School
VER	Village Education Register
W&CD	Women and Child Development
WER	Ward Education Register