

Chapter III
Free and Compulsory
Elementary Education

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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.

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

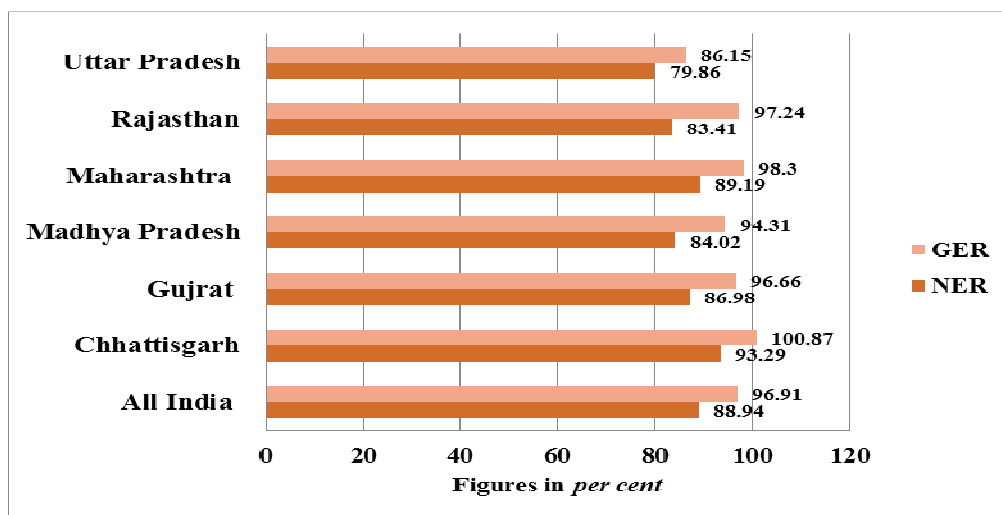
(Source: Information furnished by RSK)

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&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 162nd 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 235th 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
Primary level				
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
Upper Primary level				
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, 3,661¹ (25 per cent) were without PS/UPS schooling facilities as of March 2013 and as of March 2016, 340² 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.

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

² 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

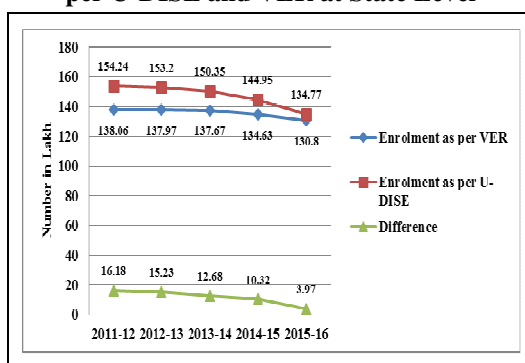
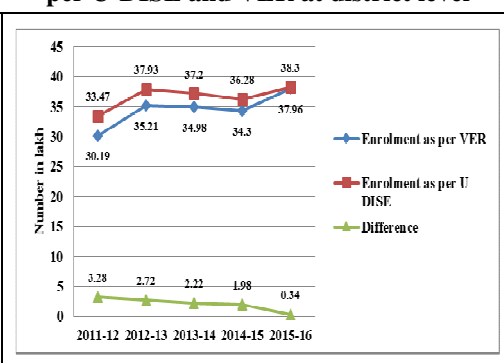


Chart 3.3: Discrepancies in enrolment as per U-DISE and VER at district level



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

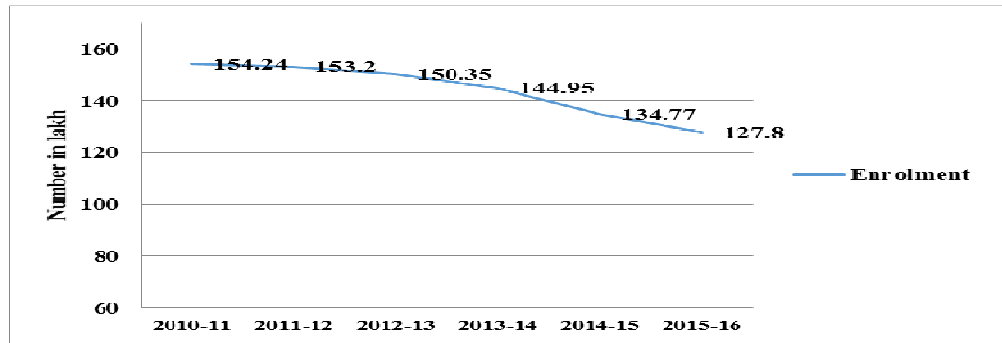
As evident from Table 3.7, difference in enrolment figure of VER data and U-DISE data of students for class I to VIII ranging between 3.97 lakh to 16.18 lakh during the HHS survey period 2011-12 to 2015-16 at State level. This difference, however, decreased from 10 per cent (2011-12) to three per cent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

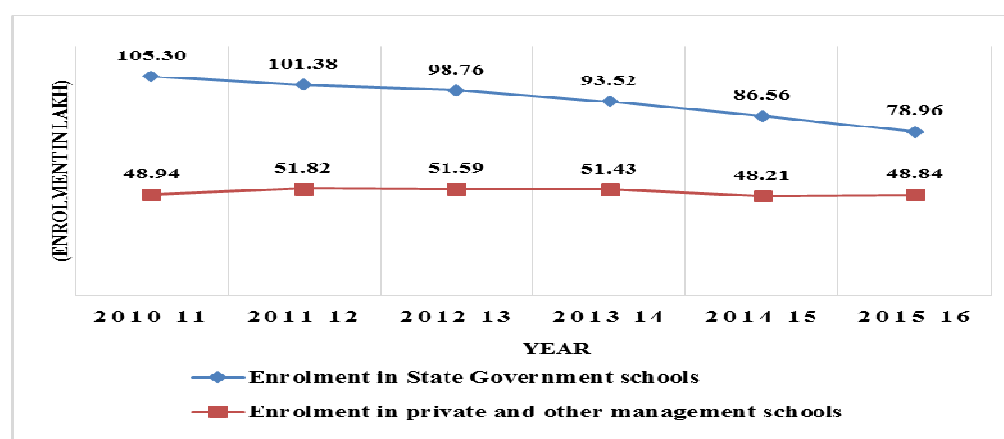
(Figures in number)

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)

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.

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 ³
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

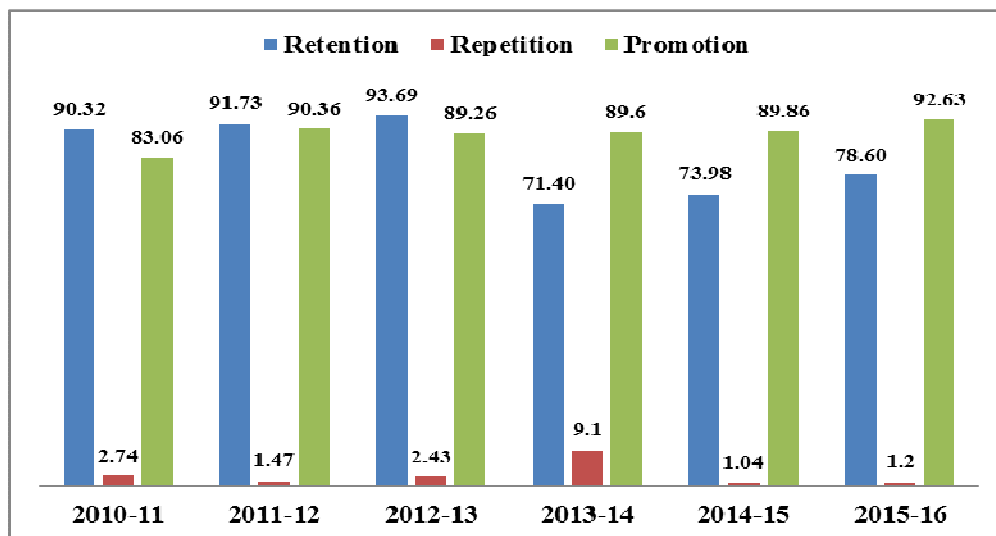
(Source: Information furnished by RSK)

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

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

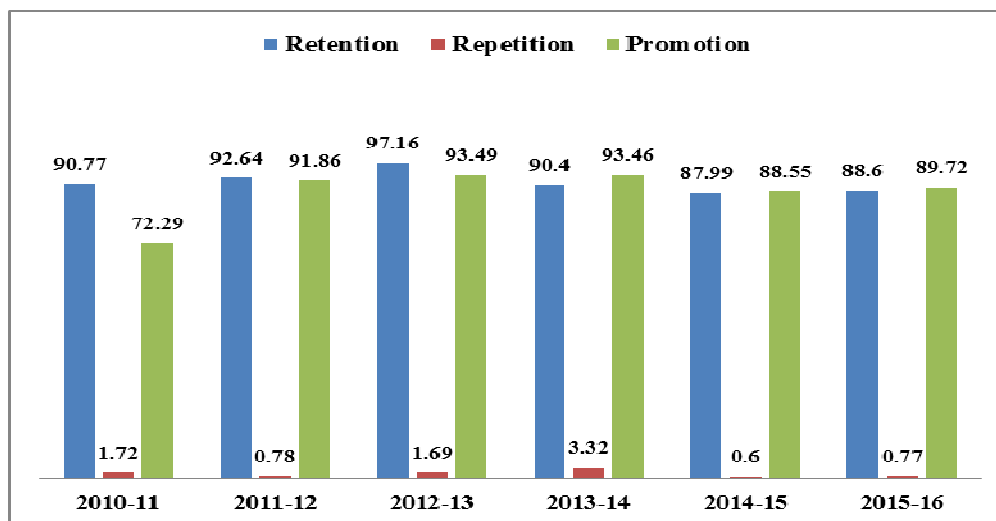
promotion rates in PS and UPS during 2010-16 were as depicted in **Chart 3.6** and **3.7**.

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



(Source: AWP&B of RSK)

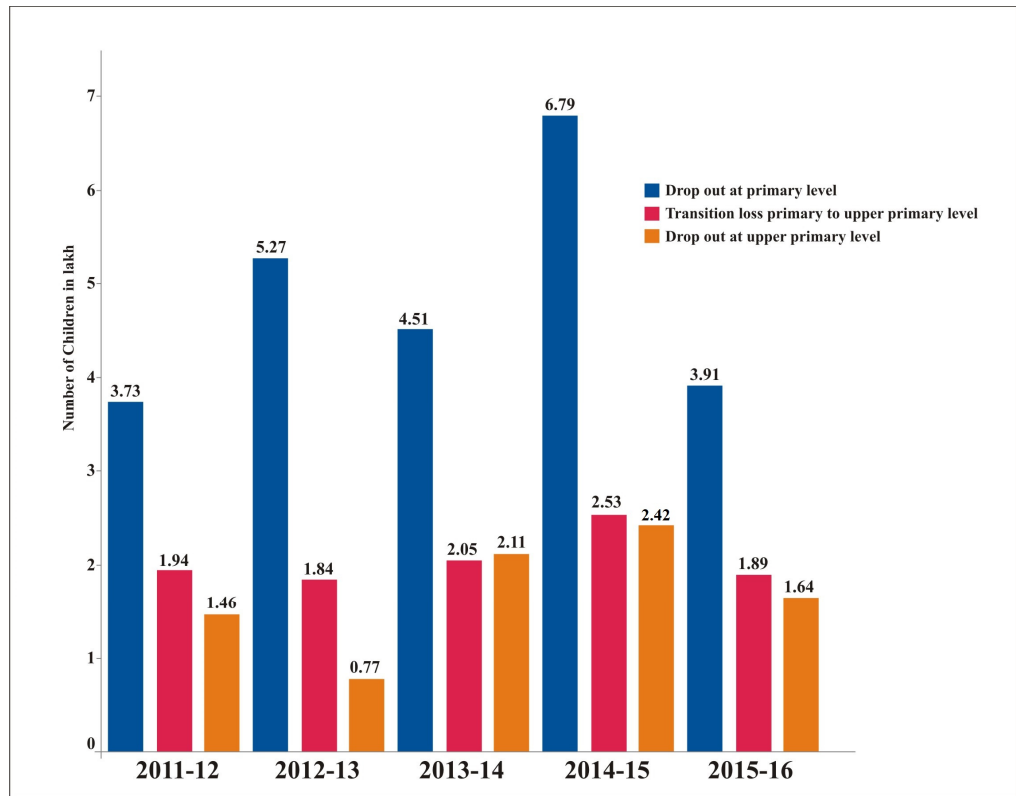
Chart 3.7: Status of retention, repetition and promotion rates in UPS



(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**.

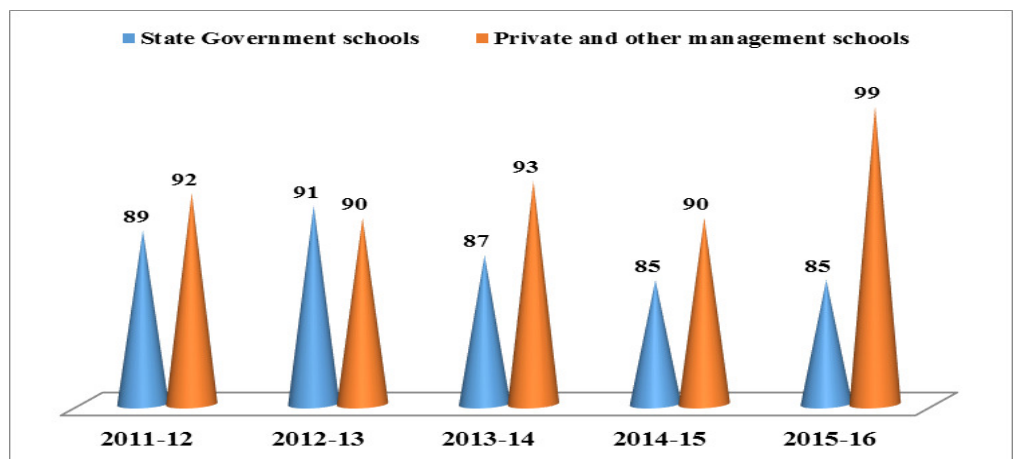
Chart 3.8: Dropout of Children from elementary education in the State



(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 nine⁴ 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

⁴ 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)⁵ 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

⁵ 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 eight⁶ districts during 2013-15 and in four⁷ 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.

⁶ Balaghat, Bhopal, Burhanpur, Datia, , Indore, Jhabua, Ratlam and Shahdol.

⁷ 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 162nd 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 were 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 districts⁸.

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

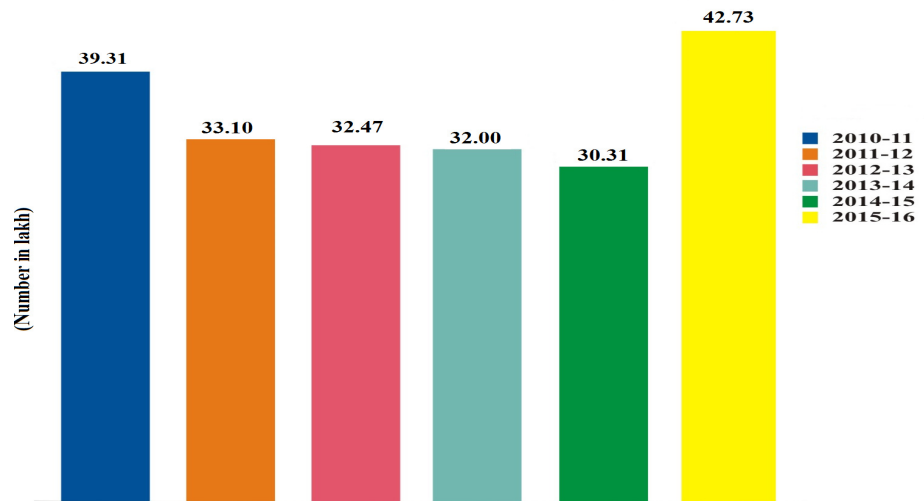
The 86th Constitutional Amendment Act, 2002 provided under Article 45 that the State shall endeavour to provide early childhood care and education for all children until they complete the age of six years. With a view to prepare children above the age of three years for elementary education and to provide 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**.

⁸ 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.

