

**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)

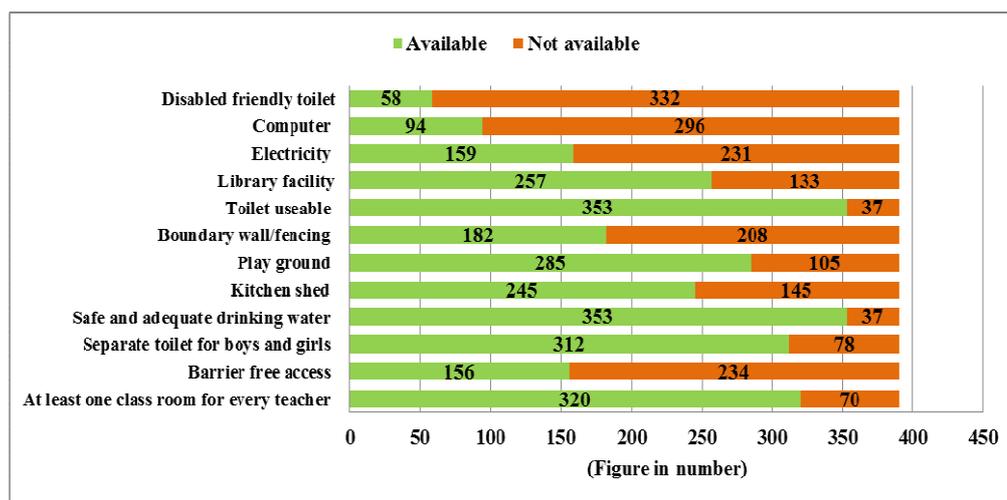
Deficiencies noticed in infrastructural facilities of 390 sampled schools in the test-checked districts are detailed in *Appendices 5.1 and 5.2.*, which revealed the following:

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

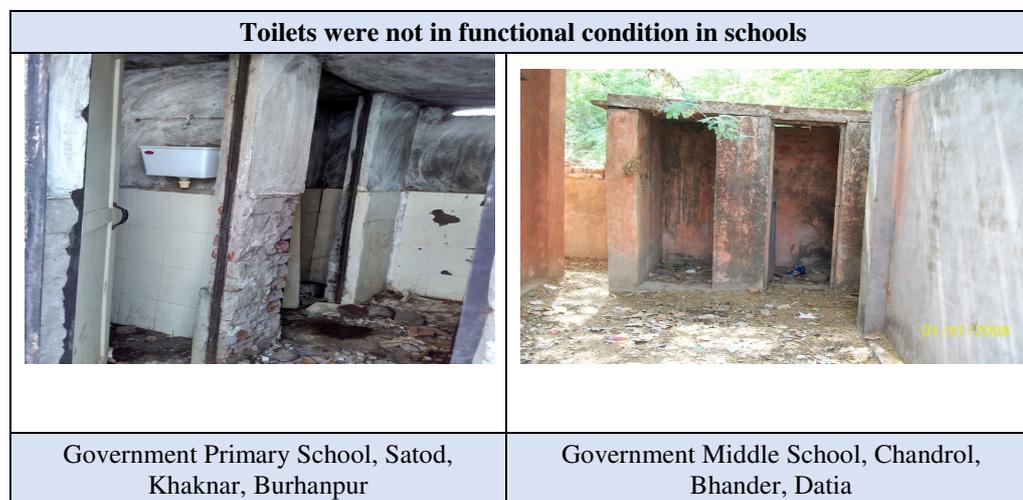
- At least one classroom for every teacher and an office-cum-head master room was not found in 70 schools. School buildings of 51 schools was not in good condition. Proper demarcated approach road to school was not available for 43 schools. Kitchen shed was not in 145 schools. Barrier free access was 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)



<b>Schools situated in road side and without any boundary wall/ fencing</b>	
 <p><i>Government Primary School Khedi, Jhabua</i></p>	 <p><i>Government New Middle School, Gelar Badi, Jhabua</i></p>

**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:

	
<p>School building of Middle School, Jamunia Kalan</p>	<p>Condition of Girls' toilet in Middle School, Jamunia Kalan</p>
	
<p>Condition of Boys' toilet, Jamunia Kalan</p>	<p>School building of High School Jamunia Kalan in which the classes of Middle school shifted</p>

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
<b>Total</b>	<b>2,73,520</b>	<b>14,654</b>	<b>760</b>	<b>37</b>	<b>4,450</b>

(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

---

<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**

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

<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.

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

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).

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 benefitted 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.

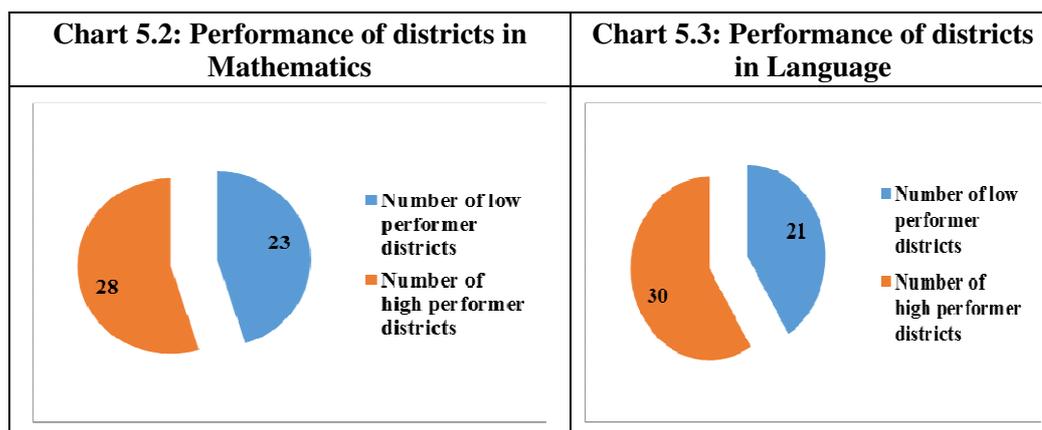
During exit conference, (November 2016) Department stated that bi-lingual learning equipment in *Bega* and *Goudi* language for tribal children of districts Mandla and Dindori had been prepared.

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 out comes 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**

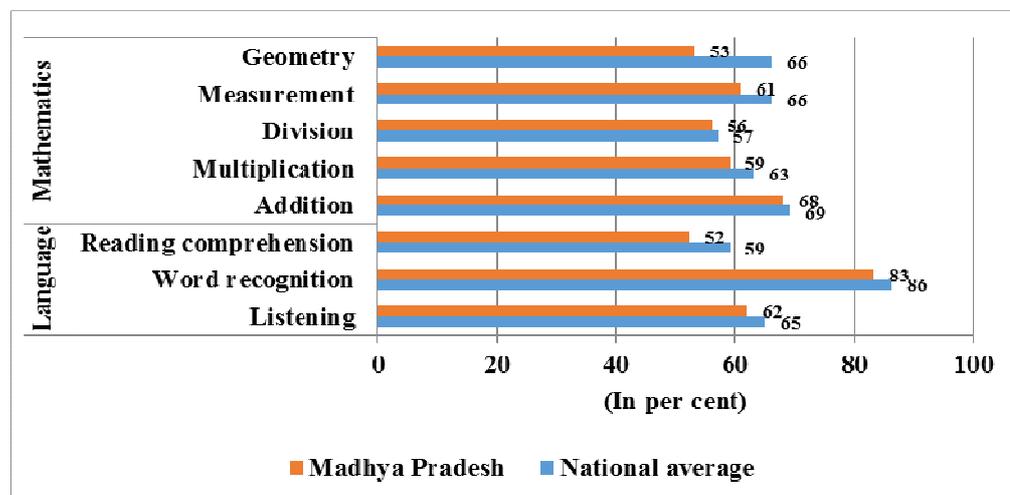
(Figures in number)

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**.

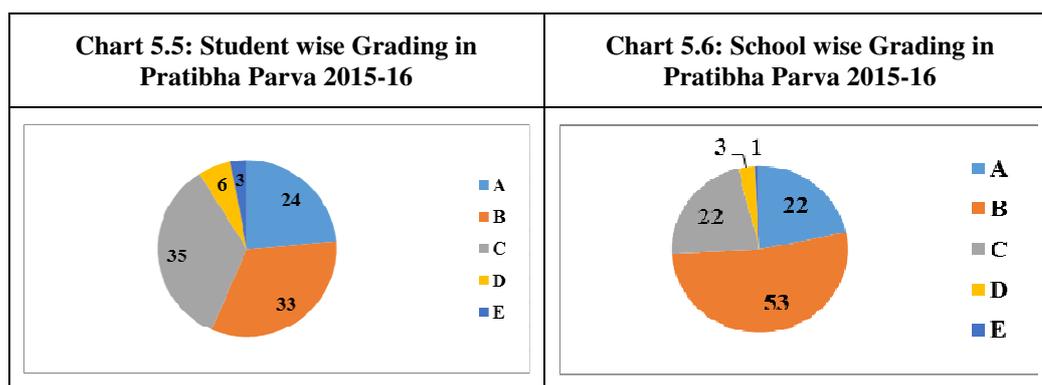
**Table 5.6: Percentage of students and schools in different grades**

(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.

**Certificate for completion of elementary education was not awarded to all 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*

*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.

