

## CHAPTER I: PERFORMANCE REVIEWS (CIVIL DEPARTMENTS)

### EDUCATION (School) DEPARTMENT

#### 1.1 Performance audit of Elementary Education

*The Government of India had formulated the National Education Policy in the year 1986 and a Right to Education Act in 2009 which inter alia provided universal elementary education of good quality for children of the age group 6-14 years through provision of schools with appropriate infrastructure and within an approachable distance. The policy was implemented under the flagship programme Sarva Shiksha Abhiyan (SSA) financed by the Government of India and the State Government in the ratio of 90:10. Another flagship programme Mid-day-Meal (MDM) was also introduced to boost the universalisation of elementary Education by providing mid-day-meals in order to improve the nutrition level of the children and to increase school enrolment and attendance. The State of Tripura had spent ₹1895.10 crore during the period 2006-11 on universal elementary education. The performance audit of elementary education (Std I-VIII) in the State for the period 2006-11 was undertaken to review the plans and achievements of the objectives to provide universal education of good quality to all. The major Audit findings are detailed below:*

Almost 100 per cent enrolment, with a healthy retention rate of 90 per cent was achieved. A very small number of out of State and refugee children were not in school. However, the attendance was poor in many areas like Chawmanu, Rupaichari, Karbook and Ampinagar Block, which needs to be addressed appropriately.

*(Paragraphs 1.1.10.2, 1.1.10.3 and 1.1.10.6)*

10,943 teachers were recruited between 2006 and 2011 with a present annual recurring cost of at least ₹ 53 crore though the pupil-teacher ratio was 22:1 in 2006-07 against the SSA norms of 40:1. This disproportionate emphasis further improved the PTR to 18.84. However, the lesser attention given to training, infrastructure and teaching aids during the period were indicative of lower priority to other areas.

*(Paragraph 1.1.8.2)*

Deployment of teachers was not uniform and need based, despite availability of sufficient number of teachers. As a result, quality of education in many schools was affected due to shortage of teachers, while there were excess teachers in other places. There was also a lack of Science and Maths teachers in many schools, which resulted in poor results.

*(Paragraphs 1.1.8.3 and 1.1.15.2)*

**71 per cent teachers do not have qualification as per NCTE norms. The position of trained teachers was also very poor at 22 per cent. The State was also deficient in training infrastructure and even that capacity was not fully utilised as they had shortfall in staff strength in DIETs ranging from 60 per cent in 2006 to 63 per cent in 2011.**

*(Paragraphs 1.1.15.1 and 1.1.15.3)*

**Infrastructure, presence of a full time Head, Training of Teachers and use of teaching aids as critical success factors for better qualitative performance, were found deficient in many schools**

*(Paragraphs 1.1.13, 1.1.14, 1.1.15.3 and 1.1.15.4)*

**Due to lack of training of teachers on Coverage of Special Focus Groups (CWSN) and improper distribution of available trained teachers, classroom management of CWSN was adversely affected.**

*(Paragraph 1.1.11.4)*

### **1.1.1 Introduction**

Education is one of the most important sector of development, and has been acknowledged to have a lasting effect on all aspects of human development. Government of India (GOI) moved education into the concurrent list in the year 1976 and also brought out a National Policy of Education in 1986, which was updated in 1992. The Right to Education (RTE) Act of 2009 is another significant milestone in this area which guarantees eight years of education. In Tripura there were 4386 primary and upper primary schools<sup>1</sup> having 6.10 lakh students in elementary level and 32,377 teachers under all managements (Government, Local-bodies, Government aided private or non-aided private), as of March 2011 providing such education.

The Government of Tripura is implementing two centrally sponsored flagship programmes *viz.*, Sarva Siksha Abhiyan (SSA) and Mid-day-Meal (MDM) to achieve the goal of Universal Education. Sarva Siksha Abhiyan (SSA) was funded by the Central and State Governments in the ratio of 75:25 upto 2006-07 and thereafter in the ratio of 90:10.

Under National Programme of Nutritional Support to Primary Education (NP-NSPE) popularly known as Mid-Day-Meal Scheme (MDM), GOI provided rice free of cost and transportation cost of ₹ 100 per quintal. Besides, Central assistance was provided @ ₹ 2.25 and @ ₹ 3.38 upto July 2010 and thereafter @ ₹ 2.42 and ₹ 3.63 respectively as cooking cost for primary and upper primary per child per school day. State Government also contributed 50 paise per child per day for the same purpose. GOI also provided ₹ 60,000 per unit per school for construction of kitchen-cum-store and ₹ 5000 for kitchen devices.

<sup>1</sup> Primary: 2285; Primary with upper primary: 1186; Primary with upper primary, High & HS: 843 and Upper primary, High & HS:72 under all managements (Government, Local bodies, Govt. aided private or non-aided private).

Besides, the expenditure on SSA and MDM, the Government of Tripura also incurs expenditure from its own budget for the elementary education of which 95 *per cent* was spent on teachers' salary.

SSA emphasised expanding schooling facility to cover all locations and achieve 100 *per cent* enrolment while the objective of MDM is to boost the universalisation of the Primary Education by providing mid-day-meals and also improving their nutrition level.

Elementary Education covers the primary and upper primary stages of education. The primary stage of education is from classes I to V and Upper primary stage is from classes VI to VIII. Primary education is being imparted along with upper primary classes in (a) Exclusively primary schools, (b) primary along with upper primary classes in senior basic (SB) schools and (c) primary classes attached with high and higher secondary schools.

### 1.1.2 Elementary Education Policy

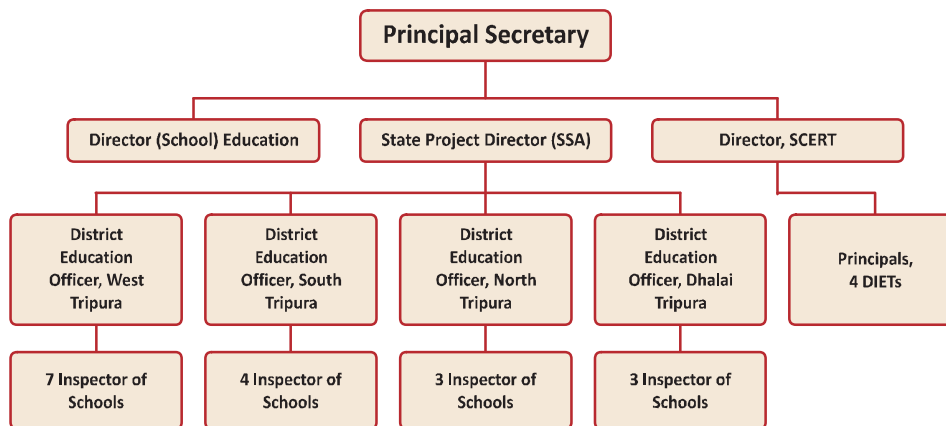
At the national level, a National Policy on Education (NPE), 1986 and the Right to Education (RE) Act, 2009 were formulated. The Tripura State had also adopted the same policy and Act. Free education is provided to all the students up to Class-XII in the schools run by the State Government.

Significant aspects of the policy with regard to elementary education were as under:

- Universal Elementary Education for children belonging to the age group 6- 14;
- Universal retention in elementary school with zero drop-out;
- Providing quality Education of a satisfactory level for developing competencies in the children to compete successfully in all India competition;
- Provision of primary school within a distance of 1 Km., upper primary schools within 2 Kms, and High school within 4 Kms. from the habitation. In Tripura, schools were established where the size of habitation was more than 300 in case of plain area and 200 in case of hilly areas;
- Ensure that the children belonging to weaker sections and the children belonging to disadvantaged groups are not discriminated;
- Provide basic infrastructure including school building, furniture, toilets, drinking water facilities and teaching learning equipment;
- Provide training facility for teachers;
- Maintenance of pupil-teacher ratio in every school as per norms; and
- A substantial improvement in the quality of education to enable all children to achieve essential levels of learning.

### 1.1.3 Organisational Set up

The organisational set up of the Education (School) Department is given below:



### 1.1.4 Scope of Audit

A review of elementary education in the State was conducted by audit (May-August, 2011) to ascertain whether the people of the State had access to elementary education and in the process the areas right from planning to implementation of programmes were covered. Test check of the records of offices of the Director of Education (School), State Project Director (SPD), SSA, Director (SCERT), was conducted. Audit also analysed data of District Information System for Education (DISE) provided by SSA. Two out of four District Education Officers, six Inspector of Schools (four out of seven in West District and two of three in Dhalai District) were selected for review through multi stage sampling on the basis of Simple Random Sampling without Replacement (SRSWOR) method. Audit also inspected 60 schools (ten schools from each selected six Inspector of Schools) and two out of four District Institute Education and Training (DIET) centres selected on SRSWOR method.

### 1.1.5 Audit Objectives

The main objectives of audit were as follows:

- **Review of State Plan for Elementary Education**
  - The review would assess whether the State Plan was in harmony with the requirements of the National Education Policy;
  - The review would assess whether the plans were formulated as per norms and the resources allocated were consistent with the objectives of the Plan.

- **Review of Implementation for achievement of objectives**
  - To review if the programmes were implemented in an effective manner to realise the policy objectives.
    - The availability of primary school within 1 km and one upper primary school for every two primary schools as specified in the National Education Policy and the State plan was ensured.
    - The extent to which eligible children of the age group 6-14 years were enrolled, retention of children till the completion of elementary level and status of dropouts.
- **Review of interventions to ensure quality education**
  - *Physical Infrastructure*

The extent to which these specified parameters had been achieved to provide adequate infrastructure for the schools.
  - *Teachers/Training/Syllabus*

Whether pupil-teacher ratio (PTR) were maintained as per norms, adequate training was provided to the teachers, syllabus suitably framed and teaching aids provided to the schools as per norms.
- **Monitoring and Evaluation**

Whether monitoring and evaluation of implementation was adequate to achieve the desired outcome.

### 1.1.6 Audit Criteria

Audit examination was conducted with reference to the following criteria:

- Perspective plans and Annual Plans;
- Guidelines of the concerned schemes/programmes;
- Government notifications and instructions with regard to the implementation of the schemes;
- Prescribed monitoring mechanism;
- Departmental Manuals/Policies; and
- General Financial Rules.

### 1.1.7 Audit Methodology

Audit plan included the Audit Objectives, Criteria and the plan for field work, which was shared with the Government, through an Entry Conference held in June 2011 with the Principal Secretary, Education (School) Department. The field work included detailed review, issue of questionnaire, gathering of documentary and photographic evidence, issue of spot memos etc.

At the conclusion of audit, the findings were discussed in an exit conference held in September 2011 with the Principal Secretary and his views have been taken into consideration while finalising the report and formulating the recommendations.

## Audit Findings

### 1.1.8 Planning

#### 1.1.8.1 Perspective plan and Annual Plan

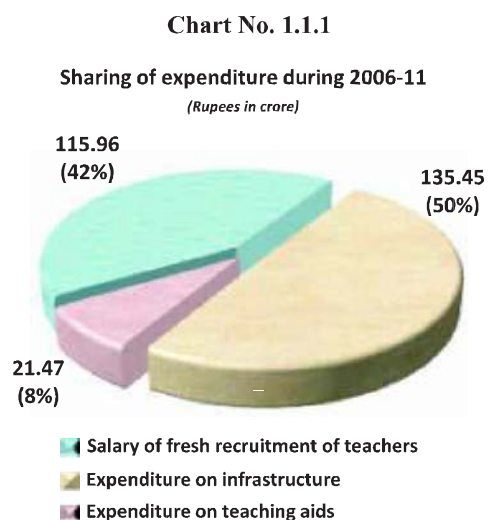
The State Government prepared an Annual Plan on SSA based on Household Survey to identify eligible children and enrol them. The District level plans were prepared after holding block level workshops. The district plans rolled up into the State plan.

As per SSA norms, each district was to prepare a perspective plan for ten years and an Annual plan with reference to the perspective plan. The SSA norms provided that the plan was to commence from the village level and culminate with compilation at the State level. These plans were to be based on the existing position of attendance, retention, drop out and learning achievement etc., and the targets to be achieved for universalisation of education. The perspective plan was not prepared by the Department. However, Annual Plans were prepared at the Block, District and State levels after holding certain workshops.

The Principal Secretary in the exit conference stated (September 2011) that while formulating the State level plans a bottom up planning process was followed from the village level. However, during audit no Inspector of Schools (IS) could produce Village Elementary Education Plan in support of preparation of Block plan. Impact of improper planning as noticed in audit is discussed in Paragraphs 1.1.8.1, 1.1.9.6 and 1.1.13.

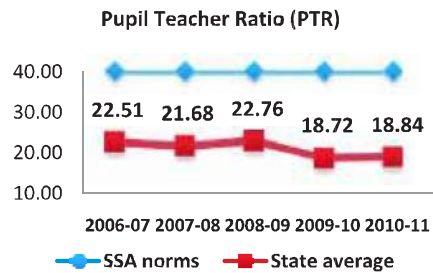
#### 1.1.8.2 Planning Priorities

The priorities of the Government in the field of elementary education as reflected by the financial allocation during the years 2006-11 were for salary, for fresh recruitment of teachers, infrastructure and teaching aids for which ₹ 273 crore were spent during the period. It was noticed (**Chart No.1.1.1**) that expenditure on account of fresh recruitment of teachers was quite high at 42 *per cent* and considering the fact that it was recurring in nature, this priority of the Government far outstripped the expenditure on infrastructure and teaching aids.



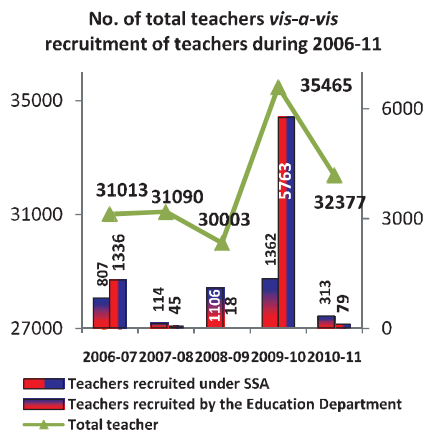
This is to be viewed in the context of PTR being at 22.51 at the beginning of the review period (2006-11), which was almost 100 per cent better than the norm of 40. This improved even further to reach 18.84 at the end of the review period (2010-11). This was due to the continuous recruitment of teachers, as can be seen from **Chart No. 1.1.3**.

**Chart No. 1.1.2**

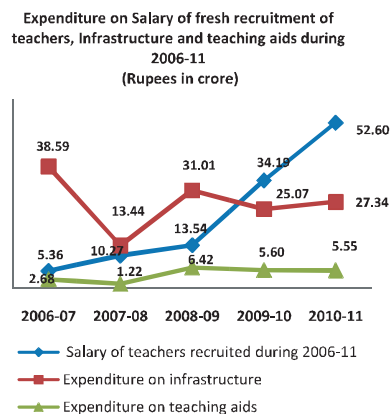


During 2006-07 to 2010-11, 10,943 teachers (SSA: 3,702 and Education Department: 7,241) were recruited. As stated by the Government the sanction of the teacher posts and recruitment of teachers under SSA is based on a process. The proposals for sanction are also approved by Project Approval Board (PAB), before recruitment is carried out. The corresponding position in respect of the Government teachers is not known. The sanctioned strength of teachers under Government as of March 2011 was 35,446. The overall PTR had also come down from 22.51 in 2006-07 to 18.84 in 2010-11 as against the norms of 1:40.

**Chart No. 1.1.3**



**Chart No. 1.1.4**

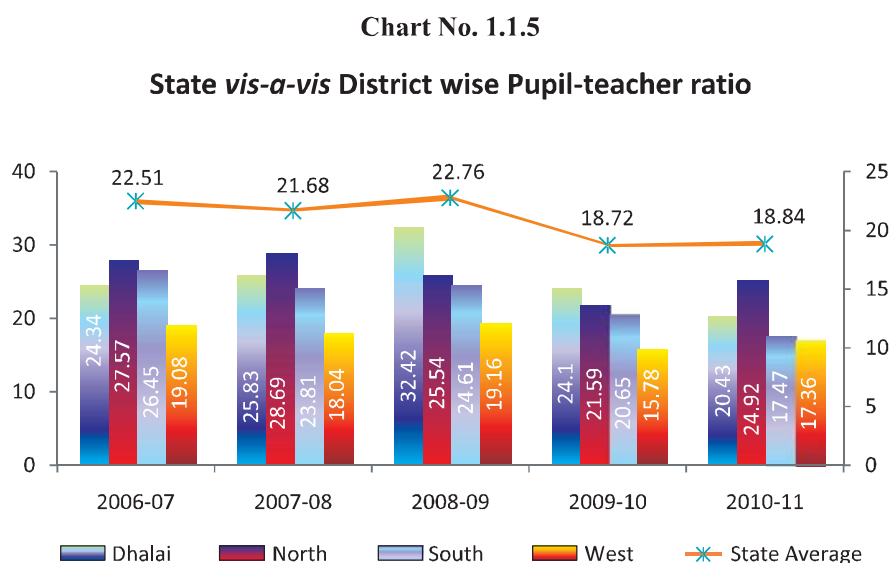


The incremental year-wise expenditure due to this extra recruitment is seen at **Chart No. 1.1.4**, with the total expenditure in 5 years reaching ₹ 115 crore. In contrast, the total expenditure on soft infrastructure like Teaching Aids was ₹ 21 crore and on physical infrastructure was ₹ 135 crore. Therefore, the area of training, infrastructure and teaching aids received relatively lesser attention than strengthening teacher base. As a result, recruitment of teachers gained importance and provision of teaching aids and hard infrastructure were comparatively neglected which was not in line with the National Education Policy adopted by the State for implementation.

Government stated (October 2011) that priorities would be ensured.

### 1.1.8.3 Planning for the deployment of teachers

As per SSA norms one teacher should be provided for every 40 children in primary and upper primary schools, at least two teachers in a primary school and one teacher in every class in upper primary school. In Tripura, average pupil-teacher ratio is 20.33 and 17.11 in primary and upper primary schools respectively against SSA norms of 40. The Pupil Teachers Ratio during 2006-11 of the State is shown in **Chart No. 1.1.5**.



It would be seen that there were significant variations at the district level. At a more granular level, there were also significant differences among different schools. Some cases noticed during test check are as follows:

- In West Tripura district 3 teachers were posted in 2 schools<sup>2</sup> where no students were enrolled.
- Single teacher was posted in 36 primary schools of which 21 were in Dhalai district.
- Teachers ranging from 1 to 7 were posted in 545 primary with upper primary, High and Higher secondary schools.

Analysis of State level data for the year 2010-11 revealed that PTR was less than 10 in 968 schools (22 per cent), between 10 and 20 in 1497 schools (34 per cent) which were abnormally high compared to the SSA norms. On the other hand, certain schools

<sup>2</sup> (i) Khatra mohan academy JB (School code – 012001), Agartala – 1 teacher (ii) Chamthang Malsumberi JB (School code: 0401001), Jampojjala- 2 teachers.



suffered as the PTR was between 50 and 100 in 105 schools and more than 100 in 11 schools. Details are shown below:

Table 1.1.1

District	No. of Primary schools having single teacher	No. of schools having no student but teachers posted	No. of Primary with Upper Primary schools having less than 7 teachers	No. of schools having PTR less than 10	No. of schools having PTR > 10 and < 20	No. of schools having PTR > 50 and < 100	No. of schools having PTR > 100
West Tripura	6	2	63	503	574	26	2
Dhalai	21	0	180	110	348	19	6
North Tripura	3	0	148	113	40	40	1
South Tripura	6	0	154	242	535	20	2
<b>Total</b>	<b>36</b>	<b>2</b>	<b>545</b>	<b>968</b>	<b>1497</b>	<b>105</b>	<b>11</b>

Source: Departmental records

Therefore, it is evident that the deployment of teachers was not need based, despite availability of a sufficient number of teachers. As a result, quality of education in many schools was affected due to shortage of teachers, while there were excess in other places.

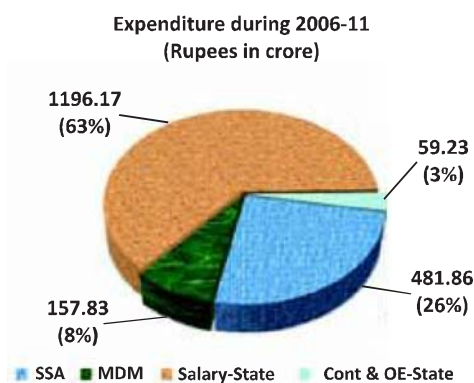
The Principal Secretary, in exit conference, agreed with the audit observation and clarified that teachers recruited under SSA could not be transferred and lady teachers & teachers having health problems also could not be transferred on humanitarian ground. However, initiative had been taken to deploy teachers in every school as per RTE Act.

## 1.1.9 Financial Management

### 1.1.9.1 Financial outlay and utilisation

During 2006-07 to 2010-11, ₹ 1,895.10 crore were spent for universalisation of elementary education of which 26 per cent was under SSA, 8 per cent under MDM and 66 per cent<sup>3</sup> incurred by State Government. Out of expenditure incurred on education by the State Government, 95 per cent was on account of payment of salary to teachers and 5 per cent for infrastructural development and other operating expenses.

Chart No. 1.1.6



<sup>3</sup> 63 per cent for Salary and 3 per cent for Contingency and Office Expenses

Details of outlay approved for the State and the funds released by the GOI and the State Government and expenditure incurred thereagainst under the programme during 2006-11 are shown in **Appendix 1.1**.

## **Sarva Siksha Abhiyan**

### **1.1.9.2 Short sanction of funds**

During 2006-11, Government of India (GOI) short sanctioned ₹ 50.93 crore, of which ₹ 25.11 crore<sup>4</sup> was due to non-utilisation of funds by the SSA Rajya Mission within the specified period. Reason for short sanction of ₹ 25.82 crore in 2009-10 was not found on records. In the exit conference the Principal Secretary stated (September 2011) that the GOI had been requested to release ₹ 25.82 crore, curtailed in 2009-10.

### **1.1.9.3 Short release of funds**

The State Government did not release its full share of funds during 2006-11. As of March 2011, total short release was ₹ 4.94 crore.

### **1.1.9.4 Delay in release of funds**

There was delay in release of funds at every level. At the State level the delays ranged from 18 to 196 days. There were further cascading delays from the District level authorities to the Block level ranging between 2 and 314 days and thereon to the schools ranging from 17 to 340 days. As a result, implementation of the whole programme was delayed and the intended result could not be derived in time and the funds remained unspent with the DEOs/ISs at the end of the year. ₹ 5.37 crore and ₹ 25.26 crore were lying unspent with the DEOs and ISs respectively in the two test checked districts itself.

### **1.1.9.5 Overstatement of closing balance**

Scrutiny of Annual Accounts for the years 2006-07 to 2009-10 revealed that as of March 2010 the closing bank balance was shown as ₹ 46.57 crore against the actual balance of ₹ 42.11 crore resulting in overstatement of closing balance by ₹ 4.45 crore (**Appendix 1.2**). Due to non-availability of Annual Accounts/ expenditure Statement of 2010-11, the actual closing balance at the end of March 2011 could not be ascertained in audit.

### **1.1.9.6 Diversion of funds**

In 2010-11, in contravention of SSA norms, ₹ 5.60 crore was diverted from School Grant, Remedial teaching, Teachers' Training etc. to execution of civil works sanctioned and undertaken during the year 2009-10, which was not reported to PAB.

<sup>4</sup> 2006-07: ₹ 19.84 crore, 2007-08: ₹ 1.70 crore, 2008-09: ₹ 2.58 and 2010-11: ₹ 0.99 crore

## Mid-Day-Meal

### 1.1.9.7 Non-submission of DCC bills

Rule 27(11) of the Delegation and Financial Power Rules, Tripura, 2007 provides that AC bill should be adjusted within 60 days by submitting the detailed countersigned contingent (DCC) bills to the Controlling Officer for his countersignature and onward transmission to the Accountant General (Accounts & Entitlement).

Scrutiny revealed that in respect of 16 Inspector of Schools, DCC bills against the drawal of 3055 AC bills for ₹ 10.15 crore drawn during 2006-07 to 2010-11 were lying outstanding as of June 2011 (**Appendix 1.3**).

Non-submission of adjustment bills in time and failure in enforcing strict financial discipline by the Department is fraught with the risk of fraud and misappropriation.

### 1.1.9.8 Lapse of funds

Finance Department released funds to the Education department on account of cooking costs, MME etc. of mid-day-meal scheme under demand nos. 19, 20 & 40. The Education department in turn released the funds to Inspector of Schools (IS)/DDOs for implementation of the scheme. The DDOs were allowed to draw funds through separate demand wise AC bills from release under demand nos. 19, 20 & 40.

Test check of records and information made available to audit revealed the following:

- IS, Bishalgarh could not draw ₹ 37.03 lakh and ₹ 53.04 lakh in 2009-10 and 2010-11 respectively due to cancellation of allotments. As a result, schools under it had to manage the cooking on credit. The credit obtained to run the MDM scheme as on 31 March 2010 and 31 March 2011 was ₹ 26.31 lakh (Primary: ₹ 23.31 lakh and upper primary: ₹ 3.01 lakh) and ₹ 29.51 lakh (Primary: ₹ 20.11 lakh and upper primary: ₹ 9.40 lakh) respectively.
- IS, Jirania could not draw ₹ 32.20 lakh in 2009-10 and ₹ 14.78 lakh in 2010-11, reasons for which was not found on records. Due to short allocation of funds, schools under the IS had to manage the cooking on credit which amounted to ₹ 7.67 lakh (Primary: ₹ 6.90 lakh and upper primary: ₹ 0.77 lakh) as on 31 March 2010 and ₹ 8.08 lakh (Primary: ₹ 6.42 lakh and upper primary: ₹ 1.66 lakh) as on 31 March 2011 respectively to run the MDM scheme.
- IS, Khowai could not draw ₹ 9.66 lakh in 2009-10 and ₹ 19.21 lakh in 2010-11 reasons for which were not found on records. As a result, schools under it had to manage the cooking on credit which amounted to ₹ 7.17 lakh (Primary: ₹ 3.61 lakh; upper primary: ₹ 3.56 lakh) as on 31 March 2010 and ₹ 3.11 lakh against upper primary as on 31 March 2011 respectively to run the MDM scheme.

Thus, non-drawal of funds by the ISs and consequent short allocation to schools had adversely affected the implementation of MDM scheme. Schools were compelled to run the scheme on credit for months together which raises a doubt on the quality and proper implementation of the scheme by the schools.

### **1.1.10 Review of Achievement of Objectives/Outcomes**

#### **1.1.10.1 Access to primary and upper primary school**

As per SSA norms, there should be a primary school within 1 km of every habitation and one upper primary school for every two primary schools. The State policy is broadly in compliance with the SSA norms with a further condition of population i.e. 300 or more for plain areas and 200 or more for hilly areas for providing the primary school.

Scrutiny revealed that 1189 new primary schools have been opened and 1002 primary schools have been upgraded to upper primary schools during the period 2001-02 to 2010-11. As per the condition fixed by the State Government, out of 7,829 habitations, only 27 habitations are left uncovered at primary level and 55 at upper primary level.

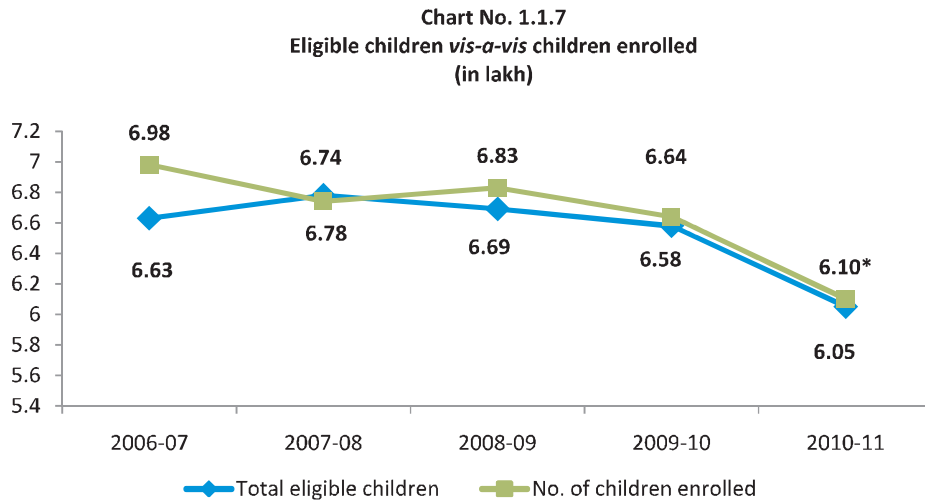
It was seen that as per the condition fixed by the State Government, out of the total 7829 habitations, 591 habitations (3810 children) were not eligible for a school as per norms out of which 281 were located in Dhalai district (2728 children). Therefore, the children in these uncovered habitations had to attend schools in neighbouring areas. Though the children from ineligible habitations were enrolled in the nearby schools their attendance was extremely poor due to distance as detailed in **Appendix 1.4**. The Project Approval Board (PAB) in its 159<sup>th</sup> meeting had also advised (March 2010) to remove the population clause for opening new schools as the alternative scheme for small habitations had not been very successful.

It is thus evident that though the State had made significant progress in providing educational access to the unserved habitations, it still continues to remain slightly short of the target of universalisation of education due to the condition imposed by the State Government for opening of new schools and therefore reviewing the condition for removal would go a long way in achieving universalisation of education in the State.

Government stated (October 2011) that for children from small hamlets with difficult terrain, risk of landslides, floods, lack of roads etc. where no school exists within the area or limits of neighbourhood specified above, the State Government or Local Authority would make adequate arrangement and other facilities for providing elementary education in a school in such a manner as to avoid such difficulties by relaxation of the limits specified above.

#### **1.1.10.2 Universal Enrolment**

The position of actual enrolment against the eligible children during 2006-07 to 2010-11 is shown in the chart below:



\*Including under-aged and over-aged children.

- Almost 100 *per cent* enrolment of eligible children of the age group of 6 to 14 years was achieved.
- Enrolment ratio of boys and girls in both primary and upper primary level had been 51:49 which indicates parity.
- Total enrolment had been declining continuously in primary and upper primary level except marginal increase in upper primary level during 2007-08. The reason for such decrease in enrolment was attributed (July 2011) to reduction in birth rate.
- During 2006-07 to 2010-11, the percentage of out of school children (OoSC) had decreased from 2.6 to 0.09 *per cent* of total eligible children. As per Household survey / Child Census – 2010, only 596 children had remained out of school due to lack of interest, lack of access, engagement in household works or earning activities etc.
- The data regarding children migrated from other States was not available.

### 1.1.10.3 Mainstreaming of children enrolled in Bridge Course Centre (BCC)

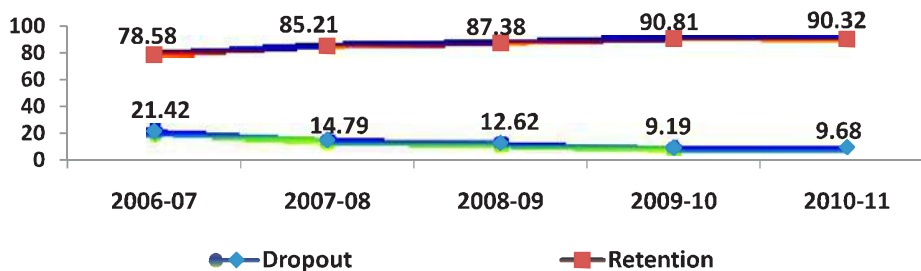
In 2008-09, PAB approved ₹152.15 lakh to cover 10,143 mostly migrated Reang (Mizoram) children under Alternative Innovative Education (AIE) centres for two years and then bringing them into the mainstream. Out of these children 49 *per cent* were continuing in AIE centres while 51 *per cent* dropped out without evidence of having been admitted to proper schools. This situation was attributed to the linguistic background of children.

#### 1.1.10.4 Retention and Repetition

Position of drop out, retention and repeaters during 2006-07 to 2010-11 is shown below:

Chart No. 1.1.8

#### Retention and Dropout (In per cent)



Source: COHORT Analysis, SSA booklet

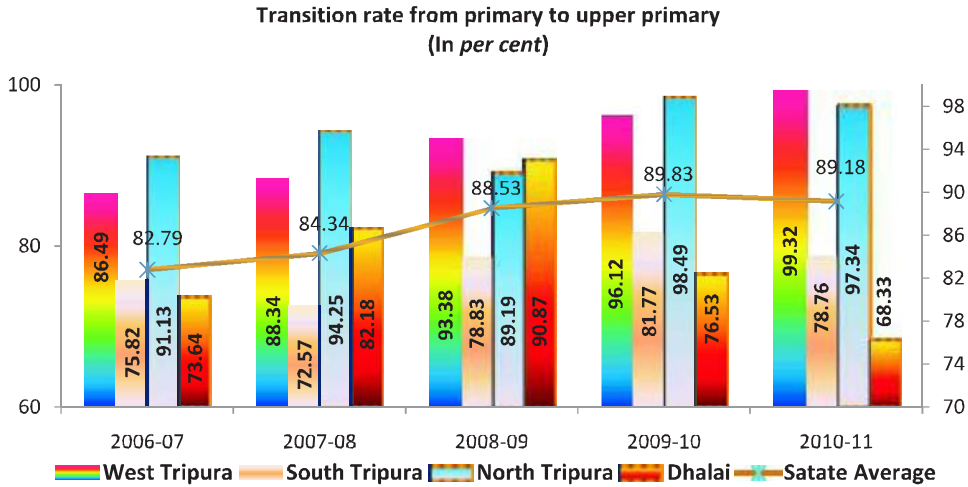
#### Retention Rate

- SSA mission to achieve the retention of all children till the completion of upper primary schooling by the year 2010 was not achieved as 10 per cent of the children dropped out before completion of 8 years schooling. It was found that there were pockets of high dropout among ST (12.29 per cent) and in the South district (12.04 per cent). Reasons for such reverse trend were not on records.
- ST children had the repetition rate of 31.08 per cent against overall repetition rate of 28.89 per cent. In Dhalai district it had significantly highest rate of 33.95 per cent.
- Government of Tripura had implemented no detention policy upto Class-V (on promotion from class-IV) in April 2005 and till the completion of a student's elementary cycle of education in December 2010. However, COHORT Analysis shows continuation of high rate of repeaters in schools during 2010-11 which was 25.64 per cent in primary and 28.89 per cent in elementary level.

#### 1.1.10.5 Transition from primary to upper primary level

The pass out rate of students of class- V for enrolment in class VI for the period from 2006-07 to 2010-11 is given below:

Chart No. 1.1.9



Source: SSA booklet 2010-11/ DISE

The transition rate from class V to Class VI in 2010-11 was highest in the West Tripura District (99.32 per cent) and lowest in the Dhalai District (68.33 per cent), which was inhabited largely by ST population and relatively under resourced with teachers and infrastructure.

Government stated (October 2011) that the Education (School) Department and the District Administration have jointly adopted some strategic measures to address the problem of poor transition of students from primary to upper primary level.

#### 1.1.10.6 Attendance

Analysis of data from District Information System for Education (DISE) revealed that average attendance in primary and upper primary schools in the academic year 2010 were 80 and 77 per cent respectively.

39 per cent schools showed average attendance with less than or equal to 50 per cent. The incidence was highest (36 per cent) in Dhalai district, which has a high ST population.

During visit to 60 schools, the attendance was randomly checked on the date of visit; the average attendance was only 57 per cent whereas the average attendance for the previous academic session taken from the attendance registers maintained by the schools showed 81 per cent. Joint inspection's attendance figures were compared with DISE data and significant differences were noticed. In 28 schools the attendance was less than 15 per cent as compared to average attendance of 2010 and in 8 schools the difference was more than 15 per cent. Even though the inspection was for only one day, any upward variation of the DISE data was significant as the visit was well publicised and informed in advance.

The reliability of the official attendance data was doubtful as it was overstated in

many cases. Notwithstanding the above, the data still throws up pockets of low attendance, like Chawmanu, Rupaichari, Karbook and Ampinagar Block, which needs to be monitored.

Enquiry and interviews with the teachers during audit revealed that such low attendance in the schools were mostly attributed to less awareness of parents.

In the exit conference the Principal Secretary agreed (September 2011) with the audit observation and expressed his concern about poor attendance of students.

#### **1.1.10.7 Opportunity time**

The RTE Act stipulates that the working days in an academic year should be 200 days for primary level and 220 days for upper primary level. It also specifies that the working hours for teachers, including preparation time should be 45 hours a week.

It was noticed that most of the schools were running in the same complex/building sharing the rooms for primary classes during the morning shift from 6.30 AM to 10.30 AM and Class VI and above during day shift from 11 AM to 4.30 PM . As a result, the schools in the State function for 22 hours per week for 100 to 284 days in a year, which is less than the prescribed hours of working. However, the State Project Director (SPD), SSA Rajya Mission stated (July 2011) that appropriate action would be taken to make provision of 45 working hours for a teacher in a week.

In the exit conference the Principal Secretary stated (September 2011) that the matter was under consideration for construction of separate buildings for primary schools.

#### **1.1.10.8 Implementation status of Mid-day-meal scheme**

Test check of records revealed that in 34 primary schools (State: 29 and TTAADC: 5) the MDM scheme was not implemented during 2010-11 depriving the benefits of the scheme to 1097 students enrolled in these schools. Details are shown in **Appendix 1.5**. The Department stated (September 2011) that as most of the schools had recently been established, infrastructure like proper construction, kitchen shed etc. were not put in place which delayed implementation of MDM. However, presently the MDM is running in all 34 schools.

#### **1.1.10.9 Temporary discontinuation of MDM scheme**

Test check of records and information made available to audit revealed that due to non-drawal of funds followed by short allocation by the ISs some schools could not provide MDM on all school days during 2010-11 frustrating the objective of the scheme to improve the nutrition level of the children. Details are shown in **Appendix 1.6**. Further, 300 Schools did not provide MDM ranging from 1 to 11 full months during 2010-11 as detailed in the table below:



Table 1.1.2

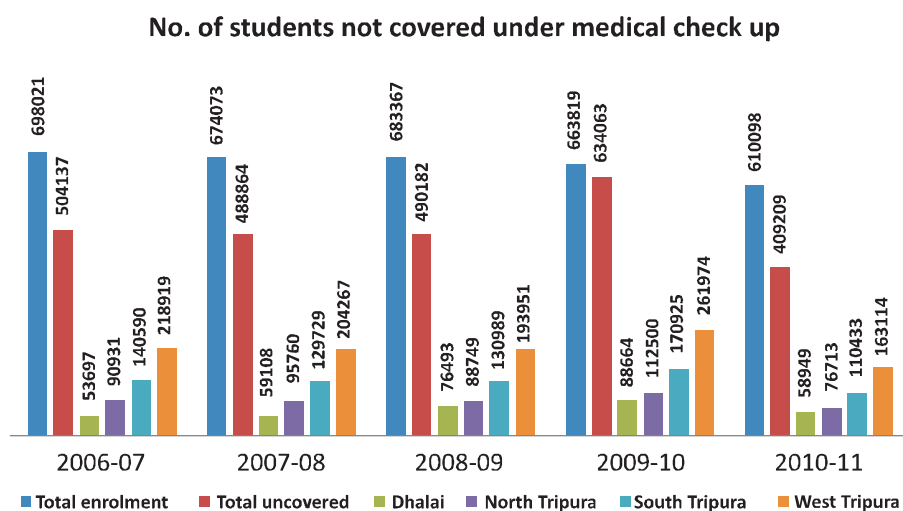
Name of the IS	Category of school	Number of schools	Number of months
Bishalgarh	Primary	132	1 to 11 months
	Upper primary	65	1 to 5 months
Jirania	Primary and Upper primary	55	1 to 3 month
Khowai	Primary	27	1 to 5 months
	Upper primary	21	1 to 2 month
<b>Total:</b>		<b>300</b>	

Source: Departmental records

### 1.1.10.10 Nutritional status

The guidelines of the MDM scheme envisaged necessary interventions like regular health check up, supplementation of micronutrients and provision of de-worming medicines in convergence with the National Rural Health Mission (NRHM).

77.79 per cent to 80.38 per cent schools and 67.07 to 95.52 per cent students were not covered under medical check up during 2006-07 to 2010-11 as shown in the following chart. District-wise position is shown in **Appendix 1.7**. South Tripura District depicts highest shortfall of students ranging from 74.93 per cent to 97.72 per cent.



Scrutiny of records of 60 test checked schools revealed that during 2006-07 to 2010-11 none of the school had arranged for health check up and children were never provided with micronutrient and de-worming medicine. The height recorder and weighing machine required for measuring growth indicators in child health were found in six schools but no records of measurement of height and weight of the children were produced to audit. Further, it was noticed that none of the test checked schools have dining hall for MDM. Students consume their meals in Varandah/ open space. A few photograph depicting the same are given below:



Najrul Islam Senior Basic School, Agartala

Kawaban J.B. School, Jirania

The evaluation report of South Tripura District for the period from 1 August 2008 to 31 January 2009 and West Tripura District for the period from 1 October 2010 to 31 March 2011 conducted by Tripura University (a Central University) revealed that students in South Tripura District were not served micronutrients in any of the schools visited and health cards were not maintained by any school. In West Tripura District majority of the schools did not maintain any health card for students, frequency of health check up was very low and children were also not given any micronutrient in the majority of the schools.

Thus, it was evident that adequate nutrition as envisaged was not provided and nutritional level of the children was not monitored.

### 1.1.11 Coverage of special focus groups

The special focus groups under SSA include Girls, Scheduled Castes (SC), Scheduled Tribes (ST), Disabled children, out of school children, migrating children and urban deprived children. Detailed positions pertaining to these groups are discussed in the paragraphs below:

#### 1.1.11.1 Girls Education

As per State survey conducted in 2010, out of 2,95,323 girl students in the 6-14 years age group, the number of girls enrolled in the schools were 2,99,035 (including over-aged and under-aged children).

With a view to strengthening girl's education in the State, two specific schemes, viz National Programme for Education of Girls at Elementary Level (NPEGL) and Kasturba Gandhi Balika Vidyalaya (KGBV) were in operation under SSA. With these arrangements, satisfactory enrolment of girl children had been achieved.

Thus, almost 100 *per cent* enrolment was achieved. Enrolment ratio of boys and girls in both primary and upper primary level are 51:49 which indicates positive gender parity in enrolment in the State.

### 1.1.11.2 Remedial teaching for weak/slow learners

PAB approved ₹ 89.71 lakh (2008-09: ₹ 67.36 lakh @ ₹ 200 per child, 2009-10: ₹ 22.35 lakh @ ₹ 250 per child) for providing remedial teaching by utilising the services of existing teachers to the low performing SC/ST students. However, the SSA Rajya Mission utilised only 56 per cent of the funds during the period 2008-11. Qualitative parameters for ST students were unfavourable in comparison with State averages as detailed below and also in Paragraphs No 1.1.10.4, 1.1.10.5 and 1.1.10.6.

Audit scrutiny revealed that in West Tripura District

- The SPD, SSA placed ₹ 37.88 lakh (2008-09: ₹ 29.71 lakh; 2009-10: ₹ 8.17 lakh) in 2008-09 and 2009-10 in favour of the DEOs which in turn were placed with the ISs. Out of ₹ 37.88 lakh, ₹ 10.47 lakh was lying with the ISs as of March 2011. As a result, at least 5235 students (28 per cent) were deprived of the benefit of remedial teaching.
- Out of 7 ISs, IS Sonamura and IS Sadar spent 13.56 per cent and 32.88 per cent only as on 31 March 2011.

In the academic year 2010 in West Tripura District 18 per cent children secured less than 35 per cent marks and 20 per cent children secured between 35 per cent and 49 per cent marks. In Dhalai district, 30 per cent children secured less than 35 per cent marks and 28 per cent children secured between 35 per cent and 49 per cent marks.

Further, inspection of 60 schools revealed that in the academic year 2010, out of 3931 students 34 per cent students secured less than 40 per cent marks. In Dhalai district (20 schools) the percentage was 45 per cent.

From the State-wise low utilisation of funds it is evident that the programme of special intervention has not been fully implemented.

### 1.1.11.3 Special training

RTE Act provides that 'all out of school children' should be admitted in an age appropriate class and provided 'special training' to enable them to keep pace with other students.

Scrutiny revealed that no training was provided during 2010-11, no age appropriate learning material for conducting special training was prepared and Block/ Cluster wise action plan for location of centres was not prepared, even though funds of ₹ 29.85 lakh were sanctioned during 2010-11.

Thus, despite availability of funds special training was not provided to the children enrolled in age appropriate classes.

Government stated (October 2011) that in 2011-12 the State SSA Mission had taken appropriate action on the issue and opened 7 residential special training centres in which 170 OoSC had been enrolled.

#### 1.1.11.4 Education of children with special needs (CWSN)

SSA Rajya Mission is to ensure that every 'Child with Special Needs (CWSN)', irrespective of the kind, category and degree of disability, is provided education in an appropriate environment, through home based education, itinerant teacher model, remedial teaching, part time classes, community based rehabilitations etc.

Intensive teacher training should be undertaken to sensitise regular teachers on effective classroom management of children with special needs and resources deployed for recruitment of specially trained teachers.

Scrutiny revealed that 3854 CWSN were identified as of March 2011 of which 2986 were enrolled and 1224 teachers were provided training on special education at a cost of ₹ 4.02 crore. However, only 59 such teachers were posted in schools where CWSN were enrolled spanning 2232 schools. Details are shown in **Appendix 1.8**.

Thus, non-deployment of trained teachers affected the classroom management of children with special needs despite expenditure of ₹ 4.02 crore on training.

#### 1.1.11.5 Supply of free text books

Government of Tripura supplied free text books from 2007-08 to 2010-11 at an outlay of ₹ 22.71 crore. The printing was assigned to SCERT by SSA, Rajya Mission from the academic year 2007 onwards.

Audit scrutiny revealed that:

- During 2007-08 to 2010-11, ₹ 22.71 crore was received from SSA for printing of books of which ₹ 17.28 crore was spent for the purpose leaving an unspent balance of ₹ 5.43 crore with SCERT.
- For the academic year 2010 and 2011 SCERT placed supply orders in favour of the printers on 23 October 2009 and 30 November 2010 allowing 60 days and 42 days time respectively to complete the job. But the printers delayed the supply of the books as detailed in the table below:

**Table 1.1.3**

Academic year	Date of supply order placed	Due date of receipt of books	Date of receipt of books from supplier	Delay in receipt	Date of distribution of books	Commencement of Academic year	Delay in distribution
2010	23.10.09	22.12.09	24.11.09 to 25.01.10	upto 35 days	09.12.09 to 29.01.10	01.01.10	29 days
2011	30.11.10	10.01.11	03.01.11 to 16.02.11	38 days	14.01.11 to 17.02.11	01.01.11	14 to 49 days

Source: Departmental records

Thus, delay in placement of orders by SCERT coupled with delay in supply by the printers deprived the students of the benefit of getting the books on time.

### 1.1.12 Computer Aided Learning (CAL)

It was felt that computers in the form of Computer Aided Learning (CAL) may help in achieving SSA objectives. Under “Innovation” component there is a provision of ₹ 50 lakh per district per year available to the States for CAL.

Test check of records revealed that during 2005-06 to 2010-11 the SSA, Rajya Mission had received ₹ 5.12 crore for implementation of CAL of which only ₹ 2.48 crore was spent for CAL in 28 schools and ₹ 2.64 crore remained unutilised (July 2011). Records also revealed that the programme is being progressively reduced instead of being extended. No report regarding impact of CAL on improvement of students, as required, was found on record. The CAL programme is being reduced/denied to students despite availability of financial support.

Inspection (September 2011) of three out of twenty schools revealed that no training was imparted to students since January 2011 as there was no trainer for running the programme and hardware were found in dilapidated condition.

Government stated (October 2011) that extension of the CAL programme in more schools during the last few years could not be implemented due to delay in administrative procedure and some technical difficulties. However, initiatives for extending CAL programme to 141 more schools had been taken up recently.

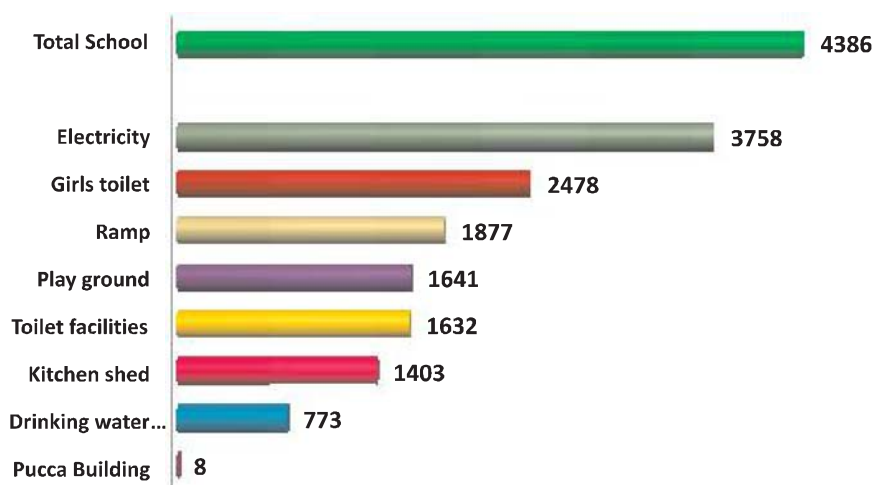
### 1.1.13 Infrastructure

Scrutiny revealed that out of 4250 schools<sup>5</sup>, 8 schools have no pucca building, 37 per cent schools have no toilet, 57 per cent schools have no girls toilet, 88 per cent schools have no electricity, 38 per cent schools have no playground, 42 per cent schools have no ramp, 30 per cent schools have no kitchen shed and 18 per cent schools have no drinking water facilities. Position of all schools under all management including private schools are shown in the chart below:

<sup>5</sup> Managed by the State Government, TTAADC and Government aided

Chart No. 1.1.11

No. of schools (under all management) having in-adequate infrastructural facilities



The above observations of audit were also corroborated by an evaluation conducted by the District Institute of Education and Training (DIET) in the State which revealed lack of sitting arrangements, insufficient cooking utensils, non-availability of hygienic drinking water etc. Follow up action taken by the Department was not on record.

#### 1.1.13.1 Drinking water and toilet facilities

Provision of drinking water and toilet facilities is one of the basic requirements in a school.

Test check of 60 schools revealed that there is no toilet at all in 7 per cent schools, no girls toilet in 18 per cent schools and no drinking water facilities in 27 per cent schools.

Thus, there was a huge shortfall with respect to toilet and drinking water facilities which might be one of the major reasons for low attendance, dropout, specially amongst girl students in upper primary schools.

#### 1.1.13.2 Inadequate class room facilities

As per SSA norms, there should be one room for every teacher or for every grade/class, whichever is lower, subject to a minimum of two classrooms with *verandah* for every primary school.

Analysis of DISE data revealed that as of March 2011 (i) 18 schools do not have class room of which 16 are in South Tripura District, (ii) 62 schools have single classroom of which 39 are in Dhalai district.

During 2001-11, ₹ 61.37 crore was received for construction of 3451 Additional Class Rooms (ACRs) of which 2093 ACRs were completed and 736 were in progress

(March 2011). Out of 736 works in progress, 20 ACRs<sup>6</sup> were continuing for more than 2 years. 622 ACRs were not taken up as of 31 March 2011. Expenditure incurred up to March 2011 was not found on records.

Thus, due to inadequate number of class rooms, students of different classes were forced to share classrooms which is against the SSA norms, and in some schools more than 100 students were attending classes in a single room. As a result, learning environment of schools were not conducive for quality education.

### 1.1.13.3 Maintenance and repair of School building

As per SSA frame work, schools with up to three classrooms are eligible for maintenance grant upto a maximum of ₹ 5,000/- per school per year while schools having more than three classrooms would get a maintenance grant up to a maximum of ₹ 10,000 per school per year subject to the condition that the overall average eligibility for the district would be ₹ 7500 per school per year.

It was noticed that in West Tripura District during 2010-11, 6 Inspector of Schools did not spend any amount for maintenance and repair of school building in 16 Blocks despite availability of funds of ₹ 15.83 lakh with the ISs. Records also revealed that during the year, 1230 class rooms were identified for major repairing and 1919 class rooms for minor repairing.

## 1.1.14 Teaching aids

### 1.1.14.1 Teaching Learning Equipment (TLE)

As per SSA norms new primary and upper primary schools should be provided @ ₹ 20, 000 and ₹ 50,000 respectively for TLE. During the years 2006-07 to 2009-10, 30 *per cent* of total approved outlay of ₹ 3 crore remained unspent. 237 primary schools have no furniture for students and 112 schools do not have furniture for both teachers and students. Further, furniture is inadequate for students and teachers in 1084 primary with upper primary and 971 High and H.S schools. Details of non-availability of furniture is shown in **Appendix 1.9**.

Analysis of DISE data revealed that 264 newly established/up-graded schools did not receive TLE during 2009-10 and 2010-11 and 378 schools received ₹ 12.04 lakh during that period but did not utilise it fully although out of 5777 classrooms in 933 schools only 3861 classrooms have black boards.

Scrutiny of records of 60 test checked schools revealed that 14 schools did not receive any funds and 46 schools received funds partially for TLE. Further it was also noticed that 10 schools (17 *per cent*) suffered from shortage of black boards, 11 schools (18 *per cent*) from joint benches, 51 (85 *per cent*) schools had no library and 43 (72 *per cent*) schools had no reading corner.

<sup>6</sup> 2004-05 – 1; 2007-08- 2; 2009-10: 17

According to baseline survey (2008) by National Council of Educational Research and Training (NCERT) mats and furniture are available for only 53.54 *per cent* students. Scrutiny revealed that during 2006-11, no separate provision was made in the plans for procurement of furniture under the head ‘Civil Work’ in spite of availability of funds. A few photographs depicting non-availability of furniture is given below:



Chowrangi para J.B. School, Agartala

Hospital para J,B,School, Manughat, Dhalai

Government stated (October 2011) that the concerned Inspector of Schools have already been instructed to provide the required number of furniture and black boards to the deficient schools.

#### 1.1.14.2 School Grant

As per SSA framework grant of ₹ 5000 per year per primary and ₹ 7000 per year per upper primary school should be provided for replacement of school equipment such as black board, sitting mats, chalk, duster, registers and other office equipment etc.

The Inspector of Schools in West Tripura District did not release ₹ 44.45 lakh to the schools till the end of March 2011 despite availability of the funds with them even though 272 schools did not have black boards for 480 classrooms.

#### 1.1.14.3 Teacher Grant

As per SSA framework grant of ₹ 500 per teacher per year should be provided to the teachers of Government schools, local body schools and teachers of Government aided schools and aided Madrassa for teaching aids such as chart, posters, models etc.

Scrutiny revealed that the ISs in West Tripura District did not release an amount of ₹ 20.97 lakh available with them till the end of March 2011 to the schools.

This led to non-availability of charts, posters, models etc. in the schools and consequently the objectives of the scheme were not achieved in its entirety.



#### 1.1.14.4 Learning Enhancement Programme (LEP)

In order to bring quality improvement among primary and upper primary schools, the PAB approved ₹ 65.62 lakh for LEP in 2008-09, ₹ 89.04 lakh in 2009-10 and ₹ 132.00 lakh in 2010-11 out of which only 41 *per cent* of the funds were utilised. Scrutiny revealed that out of 4250 schools, 2458 (58 *per cent*) schools do not have book bank despite availability of funds with the ISs.

Government stated (October 2011) that adequate steps were being taken for spending the full allotment.

#### 1.1.15 Quality of Education

The National Policy on Education had emphasised the need for a substantial improvement in quality of education to achieve essential level of learning.

Quality issues in elementary education revolved around the quality of infrastructure and support services, opportunity time, teacher characteristics and teacher motivation, pre-service and in-service education of teachers, curriculum and teaching learning materials, classroom processes, pupil evaluation, monitoring and supervision etc.

##### 1.1.15.1 Recruitment of teachers

RTE Act provides that any person possessing minimum qualifications of “Senior Secondary with 50 *per cent* marks and two years diploma in elementary education” for the classes I to V and “BA/BSc with two year diploma in elementary education” for classes VI to VIII, as notified by the National Council for Teachers Education (NCTE) is eligible for appointment as a teacher after passing the Teacher Eligibility Test (TET) conducted by the State Government in accordance with the guidelines framed by NCTE.

Scrutiny revealed that SSA Rajya Mission had engaged 2782 lower primary teachers and 2909 Upper primary teachers up to 2010-11 on contract basis by holding open interview of the candidates at the Block level, inviting applications through advertisement in local daily news paper. During 2006-11, Director of School Education appointed 7,399 teachers<sup>7</sup> as per State Government policy of “70 *per cent* of the vacancies shall be filled up on the basis of seniority-cum-merit and 30 *per cent* on the basis of need”.

It was noticed that during recruitments NCTE guidelines were not followed and persons with lesser qualifications were recruited by the State Government. As a result, quality of education was compromised.

In exit conference the Principal Secretary stated (September 2011) that qualifications as required under NCTE norms were not made essential for recruitment of teacher in the State.

<sup>7</sup> PGT: 2332; GT: 4777, UGT: 274 & Kokborak Teachers: 16)

### 1.1.15.2 Availability of Science and Maths Teachers

SSA framework provides that subject specific teachers in mathematics and science at upper primary should be provided. While the overall number of teachers was adequate, there was a shortage of Maths and Science teachers. Audit scrutiny revealed that 783 schools did not even have a single Maths and Science teacher. Detailed position of availability of Maths and Science teachers are shown in the table below:

Table 1.1.4

Year	Dhalai		North		South		West		Total	
	Maths	Maths & Science	Maths	Maths & Science	Maths	Maths & Science	Maths	Maths & Science	Maths	Maths & Science
2006-07	153	123	217	185	195	121	325	248	890	677
2009-10	212	176	209	175	235	157	386	282	1042	790
2010-11	216 (66.46%)	161 (49.54%)	190 (47.98%)	141 (35.61%)	287 (51.34%)	177 (31.66%)	456 (55.54%)	304 (37.03%)	1149 (54.69%)	783 (37.27%)
<b>Total UP School</b>	<b>325</b>		<b>396</b>		<b>559</b>		<b>821</b>		<b>2101</b>	

Source: Departmental records

Out of the four districts, Dhalai district showed the maximum deficiency of teachers with shortage of teachers in mathematics being 66 *per cent* and in Science being 50 *per cent*. The overall shortages of mathematics and science teachers in the State were 55 and 37 *per cent* respectively as detailed in **Chart No. 1.1.12** and **Chart No. 1.1.13** respectively.

Chart No. 1.1.12

Upper primary schools not having Mathematics teacher

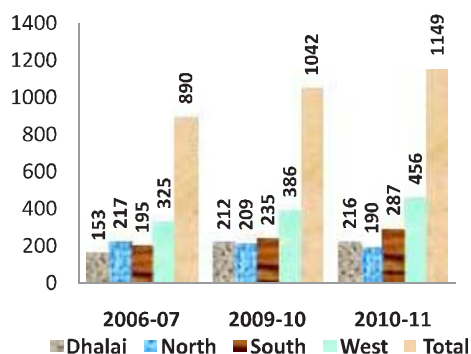
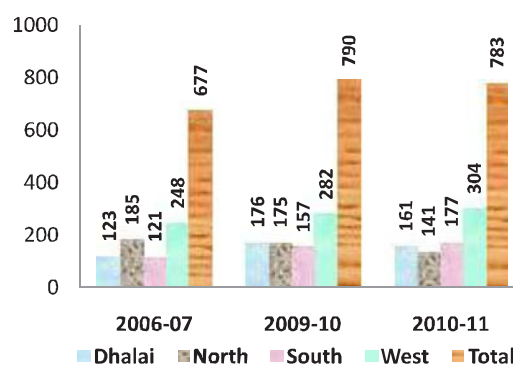


Chart No. 1.1.13

Upper primary schools not having Science teacher



Source: DISE

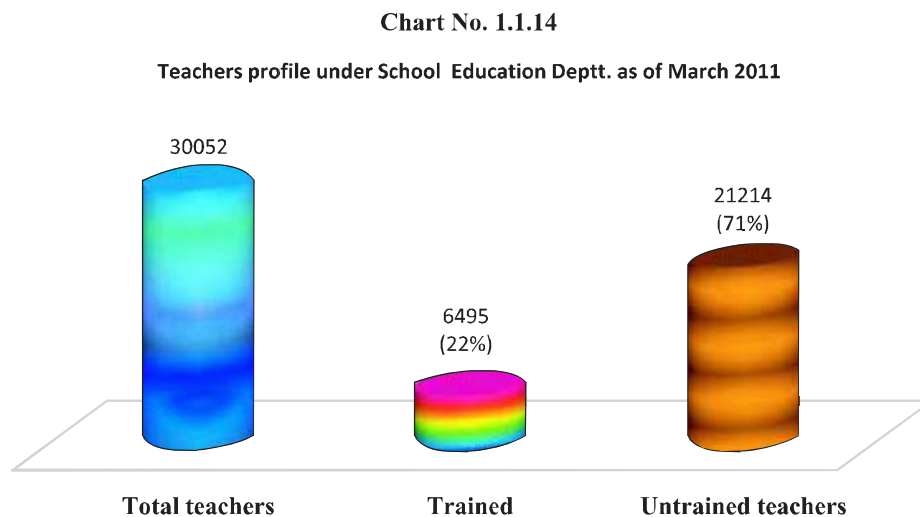
This has resulted in imparting insufficient knowledge in science and mathematics, as revealed by the fact that 41 *per cent* of students were detected by SSA Rajya Mission as low performers (D & E grade) in mathematics in the academic year 2010. The percentage was lower at 50 and 52 in case of SC and ST students respectively.

Thus, due to inadequate number of teachers in science and mathematics performance of the students in science and maths were found dissatisfactory.

Government stated (October 2011) that the Education (School) Department was in the final stage of engaging 1000 science teachers.

### 1.1.15.3 Training

At present, there are four District Institutes of Education and Training (DIETs) in as many districts in the State, apart from one State Council of Educational Research and Training (SCERT) for providing in-service training to the teachers. These Institutes provide training for 30/ 60 days as per the State/SSA norms. During 2006-07 to 2010-11, 4 DIETs imparted 30 days training to 1776<sup>8</sup> teachers and only DIET, South Tripura imparted 60 days training to 360 teachers in 2006-07 and 2007-08. The position of training of teachers is given in **Chart No. 1.1.14**.



It was noticed that the number of trained teachers is very poor at 22 *per cent*. The State is also deficient in training infrastructure and even that capacity was not achieved as there was a shortage in staff strength in DIETs ranging from 60 *per cent* in 2006 to 63 *per cent* in 2011 (**Appendix 1.10**).

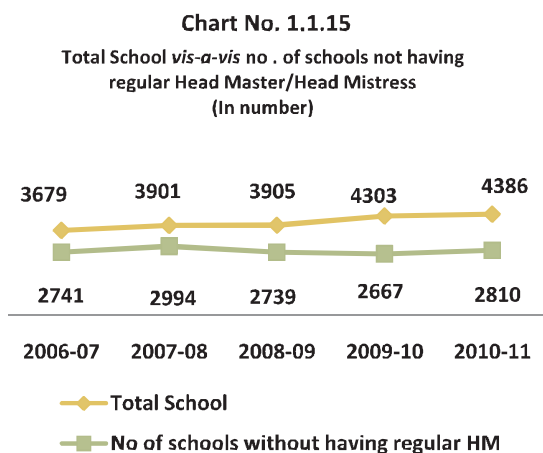
It is thus evident that majority of the teachers in the State are untrained. As a result, quality of education was compromised.

In exit conference, the Principal Secretary stated (September 2011) that the available training institutes have low intake capacity, and the intake capacity of present B.Ed college (IASE) had been increased from 200 to 500 and one more such institute was being set up. Government of Tripura had also requested the IGNOU for providing two years training in distance mode.

<sup>8</sup> West Tripura: 574; Dhalai: 377; North Tripura: 280; South Tripura: 545

#### 1.1.15.4 Availability of Headmaster

64 per cent of the schools lack a head, while the number of teachers is very comfortable as per the SSA norms. If a suitable promotion policy is framed and implemented, it will not only provide the Heads for schools, but also improve motivation of teachers.



#### 1.1.15.5 Curriculum and textbook development

The National Curriculum Framework (NCF) 2005 developed by NCERT was to reduce the Curriculum load and make learning more enjoyable for children. In consonance with the NCF 2005 and RTE Act the State is to initiate curriculum reform, encompassing age appropriate syllabus formulation, text book development, review of existing assessment systems *vis-à-vis* continuous and comprehensive evaluation system.

In Tripura, SCERT in collaboration with Tripura Board of Secondary Education (TBSE) is the nodal agency for preparation and modification of curriculum and syllabus. The Syllabi and text book for class I – V was last modified in 2008 and for Class VI-VIII in 2009 in conformity with NCF 2005. But PAB observed (June 2010) that revised curriculum and text books were not in harmony with NCF 2005, especially in terms of the curriculum load on children and the number of subjects.

#### 1.1.16 Supervision and Monitoring

##### 1.1.16.1 Meetings

- The meeting of the General Governing Body was first held in September 2004 after formation of the Society (May 2004) and the next meeting was held in July 2010 after a gap of 6 years against the norms of at least one in a year. In the last meeting it was decided mainly (i) to conduct general body meeting once in 4 months and the next meeting was scheduled in November 2010; (ii) ensure expenditure of the total funds sanctioned for a particular financial year in the same year itself; (iii) to complete the process of recruitment of subject specific teachers and (iv) to arrange Montessori training for primary teachers in DIET, South Tripura or IASE, Agartala etc.

It was noticed that no further meetings of general body were held till March 2011. SSA also failed to spend funds, specifically for school grant, teachers grant, remedial teaching, special training, maintenance and repair of school building, LEP, civil works etc. within the financial year. Further recruitment of teachers was not made and Montessori training was not provided to the primary teachers till date (September 2011).

- The Executive Committee met only six times<sup>9</sup> during five years 2006-07 to 2010-11 against norms of at least one in each quarter. In the meetings for improvement of educational system in Tripura the Committee suggested to set a target to increase the level of achievement in the field of providing teacher training, posting of more teachers in the remote tribal areas, introduction of sound mechanism of supervision, monitoring and independent assessment by third party inspection of civil works, preparation manual for VEC, engagement of resource persons in VRC/CRC, conduct of school mapping exercise etc.

It was noticed that SSA Rajya Mission and Education (School) Department acted upon most of the decisions taken in EC meeting except in the area of teachers training and rational deployment of teachers.

- In West Tripura district the meeting of District level Education Committee was held on five occasions during 2006-07 to 2009-10. No meeting was held in 2010-11 against the norms of one meeting in a quarter.
- The Executive Committee (EC) under Sarva Shiksha Abhiyan was to review the implementation of MDM scheme in all its meetings, but did so in only one (June 2006) out of the two meetings held during 2006-07 when it discussed about the variety in menu of Mid-Day-Meal.

Thus, due to infrequent meeting of the Committees at different levels, progress of implementation of the decisions taken could not be monitored on regular basis. As a result, in some of the key areas like rational deployment of teachers, time bound expenditure, training etc. the State is lacking behind which affect on the quality of education.

Government stated (October 2011) that it had been decided to hold general body and executive committee meetings strictly in six months intervals.

#### 1.1.16.2 Inspection of schools

Scrutiny of records of 6 Inspector of Schools revealed that against the norm of visiting at least 8 schools per month, on an average IS, Bishalgarh visited only one school, IS, Sadar-A and Kamalpur visited 1 to 5 schools and IS, Teliamura only 4 to 6 schools in a month while IS, Chailengta and Jirania fulfilled the target during 2006-11. There was also shortage of inspection by Deputy Inspector of schools ranging from 13 to 100 *per cent* (Appendix 1.11).

<sup>9</sup> 2006-07: 2, 2007-08:1, 2008-09: Nil, 2009-10: 1 and 2010-11: 2

In the exit conference the Principal Secretary stated (September 2011) that ISs were assigned with implementation of SSA, MDM and other administrative works besides inspection of schools. Therefore, resource persons were engaged in Block Resource Centre (BRC) and Cluster Resource Centre (CRC) for regular inspection of schools.

#### **1.1.16.3 Management Information System for MDM**

The Department did not develop any computerised management information system (MIS) or the MIS cell as envisaged in the scheme. The Department stated (September 2011) that development of centralised MIS is yet to be finalised.

#### **1.1.17 Internal Audit**

Internal audit is one of the important controls that functions by examining and evaluating the adequacy and effectiveness of other controls throughout the organisation. The internal audit of district project offices and sub-district units selected on a percentage basis should be conducted so as to cover all district and sub-district units at least once in 3 years. Information made available by the SPD revealed that during 2010-11 the internal audit wing of SPD submitted 12 reports on the inspections of DPC, IS, Blocks, Schools etc. Test check of inspection reports made available to audit revealed that mostly internal audit concentrates on the financial transactions of the units rather than implementation of major objectives of the scheme/ physical target and achievement viz. availability of infrastructural facilities, attendance, availability of teachers, utilisation of teaching aids, results etc.

The State Project Director, SSA stated (September 2011) that the issue of engagement of auditors against the vacancies will be taken up.

#### **1.1.18 Evaluation**

The RTE Act, 2009 provides that the evaluation procedure for elementary education shall be laid down by an academic authority to be specified by the State Government by notification. The SPD stated (July 2011) that no Continuous, Comprehensive, Evaluation (CCE) policy to evaluate learning of the children through conducting class test, oral test, unit tests and various co-curricular activities had been adopted.

During 2006-07 to 2009-10 the total number of children who passed out from class V to VI and VIII to IX along with the percentage of students securing more than 60 *per cent* marks are shown in **Chart No. 1.1.16** and **Chart No. 1.1.17** respectively.

Chart No. 1.1.16

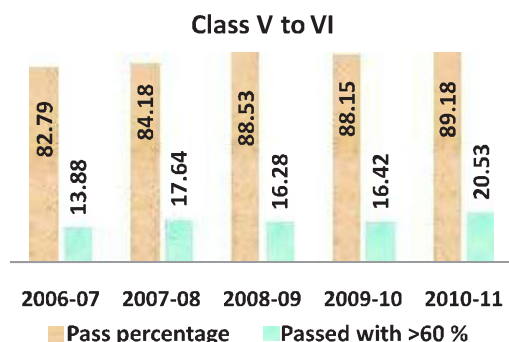
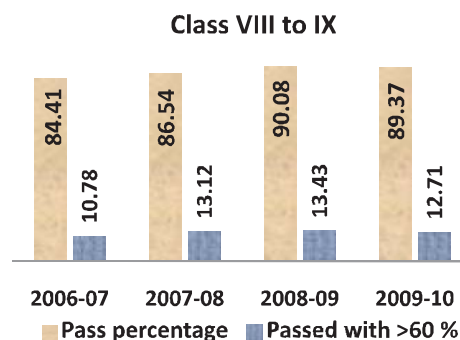
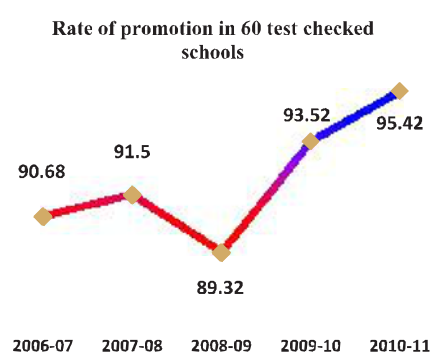


Chart No. 1.1.17



Government of Tripura had implemented the no detention policy up to Class-V (on promotion from class-IV) in April 2005 and till the completion of a students' elementary cycle of education in December 2010. However, test check of 60 schools revealed that in 32 schools out of 3,830 students, 297 students (8 per cent) were detained in the academic year 2010 although promotion rate of students in elementary level increased from 90.68 per cent to 95.42 per cent during 2006-07 to 2010- 11 as shown in **Chart No. 1.1.18**.

Chart No. 1.1.18



### 1.1.19 Qualitative Factors

60 sampled schools have been classified on the basis of attendance and results and audit attempted to find the causative factors for poor/better performance among the schools in comparable areas. After identifying such factors, we also analysed the data in respect of all the schools to find the present status of such factors and suggest appropriate interventions. These schools were classified in three categories on the basis of primary key factors attendance and results of the students. Then an analysis was conducted to find out the causative factors, which has been identified as availability of teachers, teaching aids, infrastructure etc. as detailed below:

Table 1.1.5

Sl. No.	Category	Criteria	
1	A	Attendance	More than 80 per cent
		Result	50 per cent students should get more than 80 per cent marks
2	B	Attendance	Ranging between 50 to 80 per cent
		Result	25 to 50 per cent students should get more than 80 per cent marks
3.	C	Rest	

Test check revealed that out of 60 schools 2 schools<sup>10</sup> fall under Category “A”, 13 schools under Category “B” and 45 schools under Category “C”. Out of 60 schools, more than 50 *per cent* students of only 10 schools secured more than 60 *per cent* marks in the academic year 2010.

It is seen that while the pass percentages are generally acceptable, the quality as evidenced by students scoring more than 60 *per cent* is not very encouraging.

Reasons for poor results were noticed as under:

- 14 schools did not receive TLE as per SSA norms during the period covered by audit.
- Except 2 schools all other schools received teaching grant but use of teaching aids in classes were not observed during visit. No teaching aids were found in classrooms either.
- In Dhalai District, most of the children were first generation learners and none of the schools provided remedial teaching to the weak/ slow learners. During inspection the teachers also agreed with the audit observations.
- Inadequate basic infrastructure facilities.
- 34 schools (57 *per cent*) did not have regular headmasters/ headmistress, which effects the school management. It is recognised that some factors like remoteness of locality, salary levels are not really controllable. However, the management is capable of making interventions to address the other factors.

Government stated (October 2011) that learning of children were evaluated through conducting four unit tests, oral tests and terminal examination. In addition two formats had been developed for introduction of CCE.

### 1.1.20 Conclusion

The State had performed quite well on the parameters of establishing schools in all areas to provide universal access to the students. Performance in enrolment had also been good, backed up by a Household survey of all school going children. Only minor problems relating to mainstreaming of refugee children and enrolment of migrant children remained to be tackled. Attendance in schools was poor and is a cause of concern which needs to be addressed appropriately. The number of teachers was also far in excess of SSA norms but inadequacy of teachers in science and mathematics and irrational deployment was a major concern. The status of training of teachers was poor with only 22 *per cent* of trained teachers. There were local variations in qualitative performance among schools, especially the relatively poor performance of the ST children which needs attention. Inadequate infrastructure, absence of a full time Headmaster and not using teaching aids also constrained the success of elementary education in the State for better qualitative performance. Supervision, monitoring and evaluation needs strengthening to achieve the desired outcomes.

<sup>10</sup> (i) Ghaniabil JB School, Teliamura (ii) Malaynagar JB School, Bishalgarh



### 1.1.21 Recommendations

- Prioritisation should be done during planning to allocate resources for addressing all objectives taking into account the present position and the norms specified for individual areas. The local variations in qualitative performance among schools, especially the relatively poor performance of the ST children needs to be addressed.
- The Deployment of teachers should be with a view to achieve consistent PTR across the State. Major variations in PTR are to be addressed by transfer and redeployment. Teachers when recruited should be qualified as per NCTE norms keeping in view the requirement of Science and Maths faculty.
- Training infrastructure should be strengthened and DIET and SCERT should be staffed adequately to ensure effective and adequate training for teachers.
- The physical infrastructure needs to be developed in all schools. Black Boards and furniture essential to the classrooms have to be provided to all schools and the provision and use of Teaching Learning Equipment should be encouraged.
- The schools should function for sufficient duration and the teachers should work 45 hours a week as per norms.
- Supervision, monitoring and evaluation needs to be strengthened to achieve the desired outcomes.