

CHAPTER IV

This chapter contains Chief Controlling Officer based audit of the Directorate of School Education.

EDUCATION DEPARTMENT

4.1 Chief Controlling Officer based audit of the Directorate of School Education

Executive Summary

Education inculcates national and cultural values in students, provides them knowledge, skill and information. It further enables them to know their rights and duties and expands their vision and outlook, creates the spirit of healthy competition and desire to advance. The Union Territory Government of Puducherry implements various schemes through the Directorate of School Education to provide education to the students by spending about ₹ 300 crore per annum. Though preference to the Government schools was on the decline, the Government schools catered to 50 and 68 *per cent* of the students at the elementary and secondary levels respectively in the year 2011-12 and continued to play a major role. Some of the audit findings that resulted from the Chief Controlling Officer based audit of the Directorate of School Education are given below:

There was no Perspective Plan formulating long term strategies to deliver quality education. Delay in release of funds led to non-acquisition of lands for constructing class rooms and providing playgrounds and failure to ensure availability of land and feasibility of extending the existing buildings resulted in non-availing of the loan sanctioned by NABARD.

Enrolment in the Government schools showed a declining trend and they were far lagging behind the private schools in respect of pass percentage of students at Secondary and Higher Secondary level examinations. Though the gap in performance between the students belonging to scheduled castes and the general category students reduced over the years at the Secondary school level, the gap between them remained static at about 16 *per cent* at the Higher Secondary level.

Shortfalls were noticed in provision of basic amenities such as classrooms, toilets, playgrounds and computers. Shortfall was also noticed in implementing various schemes for the benefit of students. There were large scale vacancies in the posts of Principal and Vice Principal, Headmaster, physical education lecturer and instructors etc.

Thus, the Government schools suffered from inadequate infrastructure, insufficient number of teaching staff and deficient implementation of the schemes meant for benefit of the students.

4.1.1 Introduction

Education plays a vital role in the economic, social and cultural development of a country. It moulds the character and values of citizens and is a basic pre requisite to build a just and equitable society. Towards achieving this end, the Government of the Union Territory of Puducherry (UT) envisioned offering quality education from Primary to Higher Secondary level. The UT comprises four regions namely Puducherry, Karaikal, Mahe and Yanam. While the schools in Puducherry and Karaikal regions follow the pattern of education prevalent in Tamil Nadu, the schools in Mahe and Yanam regions follow the pattern of Kerala and Andhra Pradesh respectively. As of March 2012, there are 249 Government Primary¹ Schools (GPSs), 52 Government Middle² Schools (GMSs), 73 Government High³ Schools (GHSs) and 57 Government Higher Secondary⁴ Schools (GHSSs) in the UT, in addition to the 34 aided schools and cater to 1,38,355 students. The Director of School Education (DSE) is responsible for providing quality education at all levels of schooling and is vested with the responsibility of supervision and inspection of all the schools as per the provisions of Pondicherry School Education Rules, 1996. Audit was taken up to see how far the Directorate was successful in achieving the broad objective of providing quality education.

4.1.2 Organisational set up

The Secretary to Government, Department of Education is the administrative head of the Department. The DSE is in charge of the school education, assisted by one Joint Director, six Deputy Directors (Administration, Elementary Education, Women Education, Sports and Youth Services, French Education and Adult Education); two officers on special duty (Plan and State Training Centre); three Chief Educational Officers one each in Puducherry, Karaikal and Mahe; one Delegate to the DSE at Yanam; and seven Deputy Inspector of Schools. The Principals/Head masters are the heads of the schools.

4.1.3 Audit Objectives

The audit objectives of the Chief Controlling Officer (CCO) based audit were to examine

- the efficacy of planning for implementation of the education policy and programmes;
- financial management and utilization of the financial resources;

¹ With classes upto V standard
² With classes upto VIII standard
³ With classes upto X standard
⁴ With classes upto XII standard

- the efficiency and effectiveness of implementation of programmes for improving the standards of education;
- the adequacy of infrastructure such as class rooms, libraries, toilets, playgrounds, etc.,
- the adequacy of manpower to provide effective support for achieving the objectives of the Department and
- the existence of internal controls and monitoring system in the Department.

4.1.4 Audit Criteria

Terms and conditions contained in the following sources were used as criteria to assess the functioning of educational institutions in the UT.

- Plan documents of the UT Government;
- Pondicherry School Education Act, 1987 and Pondicherry School Education Rules, 1996;
- Guidelines and orders issued by GOI/UT Government;
- National policy on Education, 1986 as amended in 1992 and
- General Financial Rules and Receipt and Payment Rules of GOI.

4.1.5 Audit coverage and methodology

The CCO based audit is an audit of a fair number of offices in a department in an integrated manner to have common audit findings, if any, from the selected sample offices. The Directorate of School Education was selected for the CCO based audit in view of magnitude of investment (about ₹ 300 crore per annum) in the sector and its importance to socio economic transformation.

An Entry Conference was held with the Secretary to Government in April 2012 wherein the purpose of audit, audit objectives, criteria and scope of audit, etc., were discussed. Audit of the transactions of the period 2007-12 was conducted during March to July 2012 covering the offices of the Secretary (Education Department), Directorate of School Education, Joint Director and Deputy Directors. The records of 27 out of 71 Drawing and Disbursing Officers, three offices of the Deputy Inspectors of Schools at Puducherry (2) and Karaikal (1), 17 Higher Secondary, 19 High, 15 Middle and 15 Primary schools were selected for detailed audit. The offices of DDOs and schools were selected for CCO based audit on simple random sampling basis covering the four regions of UT. The training activities of District Institute of Education and Training were also covered.

The audit findings were discussed in the Exit Conference held with the Secretary on 7 November 2012. The views/reply of the Department have been taken into consideration while finalising the report.

Audit findings

4.1.6 Planning

4.1.6.1 Non-preparation of perspective plan

No perspective plan was prepared as envisaged in the XI Five Year Plan

The XI Five Year Plan (FYP) for the UT of Puducherry covering the period 2007-12 envisaged that a perspective plan would be prepared to identify the requirement of buildings, furniture and teachers for all the schools for five years and implemented. However, the Directorate of School Education (DSE) did not prepare any perspective plan for implementation, till completion of the Plan period 2007-12. In the absence of a perspective plan, long-term strategies fixing milestone, timeframe etc., to accomplish the goals of Department were not formulated.

The Secretary to Government, while accepting the fact that perspective plan was not prepared, stated (November 2012) that preparation of the perspective plan for a period of 10 years is at the proposal stage.

4.1.6.2 Non formation of the State Council for Education, Research and Training

The Directorate proposed (October 2005) setting up of a State council for Education, Research and Training (SCERT) by converting the existing State Training Centre (STC) to suggest educational policies, implement training programmes for the teachers, encourage the teaching community to undertake research oriented innovative projects and to strengthen the monitoring and evaluation system so as to provide quality education. However, Audit noticed that the proposal sent by the DSE for conversion of the STC into SCERT in the year 2005 to the Secretary, Education was lost and no follow up action was taken thereafter. On being pointed out, the Officer on Special duty, STC stated (August 2012) that a new proposal was sent to the Directorate in February 2012.

During the Exit Conference, the DSE stated (November 2012) that the new proposal for setting up SCERT would be sent to the Government. However, the fact remained that the failure of the DSE to take initiative to set up SCERT for seven long years had resulted in non-achieving of the intended objectives.

4.1.6.3 Defective planning in availing of loan

The UT Government proposed (December 2009) to avail loan assistance of ₹ 43.07 crore from the National Bank for Agriculture and Rural Development (NABARD) for taking up civil works in 105 Government

schools. Based on the Detailed Project Report (DPR) prepared by PWD and forwarded to Government through the Education Department, NABARD gave approval (March/ September 2010) for the works valuing ₹ 27.89 crore in 54 schools. Funds were to be released by NABARD on reimbursement basis against expenditure incurred and the works were to be executed by the Public Works Department.

PWD expressed (October 2011) its inability to take up nine out of the 54 works costing ₹ 3.82 crore, citing non-availability of sites and non-feasibility of vertical expansion of the existing buildings. Therefore, DSE sent (August 2012) a proposal to the Government for dropping of works in the nine schools from the scope of NABARD assistance. Defective planning and preparation of DPR without ensuring feasibility and availability of land resulted in dropping of the works in nine schools, two years after the loan was sanctioned.

The DSE stated (November 2012) that the Directorate was under the impression that vertical expansion was possible in the existing buildings, which were not agreed to by PWD on technical grounds. This implied that the DPR was prepared without ascertaining the site conditions in co-ordination with PWD.

4.1.6.4 Upgradation of schools

Norms for upgradation of schools were not framed

To enable the students to continue their studies at next level in the same school, upgradation of Government High Schools to the next level was being done under the UT scheme of conversion of High Schools into Higher Secondary Schools and improvements to the existing Higher Secondary Schools. Though 28 GHS schools were planned to be upgraded to GHSS during 2007-12, only 10⁵ GHSs were upgraded as GHSS.

Audit noticed that the Directorate did not frame any norms or guidelines for upgradation of the schools. Proposals for upgradation were not initiated on the basis of actual assessment of requirement, but based on the assurances given on the floor of the Legislative Assembly. To a specific query about the basis for fixing target as 28 schools, the Joint Director (School Education) replied that the basis for identification of 28 GHSs for upgradation as GHSSs was not available. Though the UT Government sent proposals to GOI for creation of posts projecting the student strength in each group of the higher secondary schools as 50, the enrolment in class XI in four upgraded GHSS⁶ across all the groups ranged between 24 and 49.

In GHS, Kottucherry, Karaikal, upgraded to a GHSS in 2010-11, classes for XI and XII were not started even in the academic year 2011-12 as the

⁵ Kalapet, ThiruvandarKovil, Ariyur, Karikalampakkam, Nonankuppam, P.S. Palayam, Karayamputhur, Kirumampakkam, Thalatheru and Kottucherry

⁶ GHSS at Ariyur (38), Karayamputhur (49), Karikalampakkam (20) and Kirumampakkam (24)

required lecturers could not be drafted from the other schools. The Joint Director stated that approval of GOI for creation of the posts was awaited and the services of lecturers from other institutions were spared to handle classes for the students of upgraded GHSSs. Thus, the action of DSE in upgrading the schools without fixing norms and the required number of lecturers resulted in poor enrolment of students to these schools.

During Exit Conference, the DSE stated (November 2012) that pending framing of norms, upgradation of schools had been stopped and attributed the low enrolment to non-availability of teaching staff and delay in clearance of the proposal for creation of posts by GOI.

4.1.7 Finance

4.1.7.1 Budget outlay and expenditure

The budget provision vis-à-vis actual expenditure for school education⁷ during 2007-12 is given in **Table 1**.

Table 1 – Budget provision and expenditure

(₹ in crore)

Year	Budget Provision				Expenditure
	Plan	Non-Plan	CSS	Total	
2007-08	47.34	114.37	1.73	163.44	162.23
2008-09	66.29	184.09	2.38	252.76	249.41
2009-10	90.91	215.49	0.66	307.06	305.53
2010-11	103.75	243.85	1.07	348.67	348.00
2011-12	84.66	238.53	2.67	325.86	323.06

(Source: Appropriation Accounts)

It may be noted from the above that the allotment of funds and expenditure per annum ranged between ₹ 162 crore to ₹ 348 crore during the last five years. The Department managed the expenditure within the budget provisions.

4.1.7.2 Incorrect booking of expenditure

The Directorate operated a common accounting head “Free supply of books, stationery, uniforms and footwear to poor children (2202-01.108(1))” for free supply items such as uniforms, text books and stationery to the students and provision of funds for the items was made on *ad hoc* basis. This deficiency was pointed out in Para 3.1.4 of the Report of the Comptroller and Auditor General for the year ended 31 March 2000 and the Public Accounts Committee recommended (April 2004) preparation of budget as per the provisions of GFR to avoid such deficiency in future.

⁷ Excluding Sports and Youth Welfare, French Education and Adult Education

Audit scrutiny revealed that the Directorate continued to operate the common head for all types of the free supply items. Besides, though no free supply was involved, the expenditure on 'operation of special buses for students (₹ 6.97 crore)' and 'provision of firefighting equipment in Government schools (₹ 0.69 crore)' were incorrectly booked under the free supplies scheme during 2009-12.

On being pointed out, the DSE replied (November 2012) that separate heads were being operated now for booking the expenditure on operation of special buses for students and for provision of firefighting equipment. However, the reply was silent about other free supply items.

4.1.7.3 Inadmissible revision of pay scale of librarians

As per GOI clarification (September 1988), the miscellaneous categories of teachers whose pay scales were upgraded with effect from 5 September 1981 were eligible for senior scale on completion of 12 years of service in the revised basic scale and hence their pay scales were to be revised on 5 September 1993. In the light of the above clarification, the school librarians of different grades, whose pay scales were revised in July 1997 with retrospective effect from 24 July 1990, were to be granted senior scale only from July 2002.

It was, however, noticed that 76 school librarians were granted senior scale during October 2007 to July 2009, with retrospective effect from 5 September 1993 by equating them to miscellaneous/allied category of teachers, on the ground that as the pay scale of miscellaneous/allied category of teachers was upgraded with effect from 5 September 1981, it was logical to upgrade the pay scale of librarians on par with them from the same date. This led to avoidable payment of arrears to school librarians. However, such revision of pay scales of librarian was in total violation to the GOI clarification which had clearly stated that Senior scale would be granted only on completion of 12 years of service in the revised basic scale.

The Secretary stated (November 2012) that the matter would be examined and reply furnished to Audit. However, no reply was received till date (January 2013).

4.1.7.4 Non-acquisition of land due to belated release of funds

As per the Land Acquisition Act, 1894 any land acquisition process has to be completed within three years from the date of notification under section 4(1) of the Act, failing which the entire proceedings for the acquisition of land shall lapse. The purpose of land acquisition and funds released by the Department to the Land Acquisition Officer (LAO) is given in **Table 2**.

Table 2 – Purpose of land acquisition and amount released to LAO

Purpose	Date of 4(1) Notification	Stipulated date of completion of acquisition	Actual date of release of funds	Amount deposited with LAO (₹ in lakh)
Provision of playground facilities to GPS, Rayampalayam	20.2.2007	20.2.2010	11.3.2010	13.44
Construction of classroom for GMS, Kothukulam	13.2.2007	13.2.2010	14.3.2011	86.59
Provision of playground facilities to GPS, Puthakudy	16.10.2007	16.10.2010	14.3.2011	0.78
Provision of playground facilities to GPS, Periyapet	17.6.2008	17.6.2011	14.3.2011	10.48
Total				111.29

(Source: Figures furnished by the Department)

Scrutiny of records revealed that, though 4(1) notifications were issued and LAO had warned (September 2009) that land acquisition process would be dropped if funds were not released, the DSE did not follow up the issue and released the amount belatedly. However, Revenue Department discontinued (October 2011) the land acquisition processes in the above mentioned cases, stating that the funds were released after the expiry of three years since the date of 4(1) notification. The Department requested (November 2011) the Revenue Department to restart the land acquisition process and further action was awaited. Thus, failure to release the required funds in time after initiation of land acquisition process reflected deficient planning on the part of department.

The Director attributed (November 2012) the belated release of funds to financial constraints.

The reply is not acceptable, as non-provision of funds in time had resulted in blocking of ₹ 1.11 crore with the LAO and it would also result in additional liability to the Government due to appreciation in the value of land cost over three years.

4.1.8. Performance of Schools

4.1.8.1 Enrolment of students in Government and private Schools

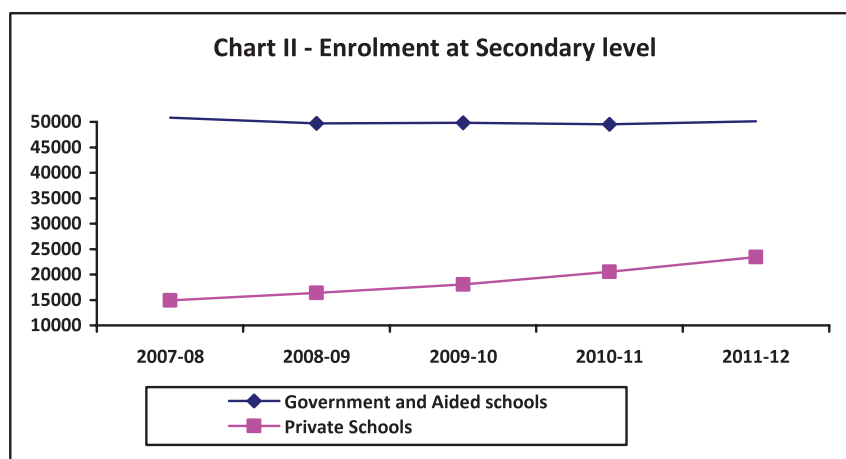
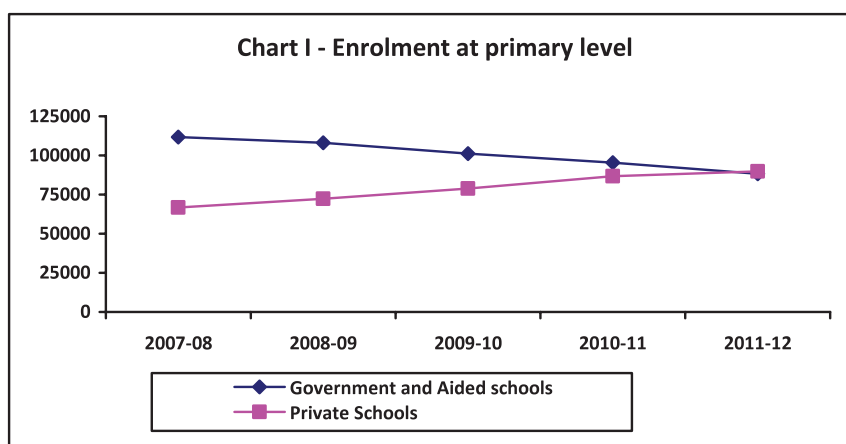
The details of enrolment of students at primary and secondary level in UT during 2007-12 is given in **Table 3** and depicted in the charts.

Table 3 – Details of enrolment in Government, aided and private schools
(enrolment in numbers)

Declining trend in enrolment in Government schools

Level	Schools	2007-08	2008-09	2009-10	2010-11	2011-12	Decrease/ increase in 2011- 12 as compared to 2007-08
Elementary Education							
Primary	Government	46755	43598	39735	35235	31635	(-)15120 (32)
	Aided	15681	15680	15111	14700	14171	(-)1510 (9)
	Private	47871	51548	55731	60880	62460	(+)14589 (30)
Middle	Government	38890	37831	35722	34160	31552	(-)7330 (19)
	Aided	10458	10967	10527	11226	10863	(+)405 (4)
	Private	18848	20836	23110	25794	27265	(+)8417 (45)
Total		178503	180460	179936	181995	177946	(-) 557 (1)
Secondary Education							
High	Government	25399	23951	23489	24191	24535	(-) 864 (3)
	Aided	6049	6183	6140	6533	6752	(+) 703 (12)
	Private	9183	9859	10750	12192	13942	(+) 4759 (52)
Hr. Sec	Government	16951	16856	17411	16016	16071	(-) 880 (5)
	Aided	2416	2692	2795	2810	2776	(+) 360 (15)
	Private	5743	6504	7289	8348	9478	(+) 3735 (65)
Total		65741	66045	67874	70090	73554	(+) 7813 (12)

(Source: Figures Furnished by the Department; figures in bracket indicate percentage of variation)



It is evident that the enrolment in Government schools during 2007-12 showed a declining trend at all levels with a maximum decline of 32.34 *per cent* at the primary level and 18.87 *per cent* at the middle school level. During the same period, the enrolment in private schools increased by 30.48 *per cent* at the primary level and 65.03 *per cent* at the Higher Secondary level. Though the enrolment continued to decline in Government schools, the same raised in private schools during 2007-12.

The overall number of students in a year in the elementary stage remained at about 1.80 lakh and in the secondary level at about 0.70 lakh. In 2011-12, Government schools including the aided ones catered to 50 and 68 *per cent* of the students at the elementary and secondary levels respectively, which were 63 and 77 *per cent* in 2007-08. This reflected decline in popularity of the Government schools, though they continue to serve majority of the students in UT.

The Secretary to Government stated (November 2012) that suitable action would be taken to improve the situation. This showed that the Government had not done any analysis to address this issue despite extending the benefits of various free supply schemes such as free supply of uniforms, foot wear and operation of special school buses, etc. to attract students to Government schools.

4.1.8.2 Performance of the Government school students

The overall performance of the students of Government schools in all the four regions of UT in terms of pass percentage in SSLC (Standard X) and HSC (Standard XII) Board examinations during 2007-12 is given in **Table 4**.

Table 4 – Pass percentage in Government schools of UT

(in percentage)

Region	SSLC (Std. X)					HSC (Std. XII)				
	2007-08	2008-09	2009-10	2010-11	2011-12	2007-08	2008-09	2009-10	2010-11	2011-12
Puducherry	70.57	75.93	77.75	83.75	88.28	66.33	71.94	61.44	73.19	74.87
Karaikal	71.69	72.50	77.19	77.09	80.97	78.45	80.00	72.63	79.19	78.44
Mahe	99.03	99.55	97.91	98.69	98.37	68.16	65.15	60.59	77.28	84.47
Yanam	56.52	82.86	66.59	68.07	70.50	21.53	32.29	48.98	31.47	35.63

(Source: Figures Furnished by the Department)

From the above, it could be seen that the performance of the Government schools in all the regions in XII public examination was comparatively lower than in X public examination, except in Karaikal region during 2007-09 and 2010-11. While Mahe topped the list of good performance, Yanam region was lower in the list and there the performance in HSC in particular was very poor.

Government schools lagged behind the private schools in academic performance

Performance of the students of Government and private schools

The students of Government and private schools in Puducherry and Karaikal regions constitute a major portion of the students appearing in the Government public examinations from UT. Their pass percentage in SSLC and HSC during 2007-12 has been compared in **Table 5**.

Table 5 – Comparison of pass percentage between Government and Private schools

Year	Puducherry			Karaikal		
	Govt.	Private	Gap	Govt.	Private	Gap
SSLC (Std. X)						
2007-08	70.57	94.64	24.07	71.69	96.58	24.89
2008-09	75.93	94.22	18.29	72.50	96.46	23.96
2009-10	77.75	95.46	17.71	77.19	97.92	20.73
2010-11	83.75	95.85	12.10	77.09	97.15	20.06
2011-12	88.28	97.21	8.93	80.97	97.66	16.69
HSC (Std. XII)						
2007-08	66.33	92.13	25.80	78.45	95.54	17.09
2008-09	71.94	94.55	22.61	80.00	86.22	6.22
2009-10	61.44	93.36	31.92	72.63	95.19	22.56
2010-11	73.19	95.73	22.54	79.19	93.77	14.58
2011-12	74.87	95.34	20.47	78.44	92.16	13.72

(Source: Extracted from the figures furnished by the Department)

An analysis of the above data disclosed the following:

- In both the regions, while private schools achieved a pass percentage of more than 90 *per cent* in both X and XII standards during the past five years, 80 was the highest pass percentage achieved by Government schools in respect of XII standard and 88.28 *per cent* in X standard during the same period.
- Though the gap between Government and private schools in X standard in Puducherry region decreased from 24.07 in 2007-08 to 8.93 *per cent* in 2011-12, the gap in XII standard still remained at 20 *per cent*. In Karaikal the gap remained around 20 and 14 *per cent* in respect of standards X and XII respectively.

In the Exit Conference, the DSE stated (November 2012) that majority of private schools had science groups where the scope of getting high marks by way of internal assessment was bright and further stated that efforts would be taken to minimise the gap.

This reply is not acceptable as 48 out of 57 GHSSs in the UT offered science groups and the opportunity of scoring high marks was available for the students of GHSSs also.

Performance of the SC students

In order to assess the performance of SC students in the Secondary and Higher Secondary Examinations, a comparative analysis between Non-SC and SC students was done, the results of which are given in **Table 6**.

Table 6 –Pass percentage between SC and Non-SC students

Year	Pass percentage in X standard (Secondary)		Pass percentage in XII standard (Hr. Secondary)		Percentage of students who scored more than 90 per cent in XII standard		Percentage of students who scored below 60 per cent in XII standard	
	Non-SC	SC	Non-SC	SC	Non-SC	SC	Non-SC	SC
2007-08	74.65	59.41	72.04	56.29	0.90	0.24	38.27	54.71
2008-09	78.26	65.82	76.54	62.11	1.50	0.13	36.53	49.75
2009-10	80.50	67.97	67.10	52.01	0.84	0.11	47.13	62.86
2010-11	84.64	75.80	77.70	62.79	1.44	0.00	41.32	60.80
2011-12	88.83	81.13	78.96	63.62	1.14	0.00	41.48	59.44

(Source: Figures Furnished by the Department)

It could be seen from the above that the performance of SC students was not on par with that of Non-SC students. Though the gap between the performance of SC and Non-SC students at Secondary level reduced over the years, the gap between them remained static at around 16 per cent at Higher Secondary level. It was noticed that in the XII standard examination only about one per cent of the Non-SC students scored more than 90 per cent, while not even a single SC student scored more than 90 per cent in the past two years. The percentage of students (SC and Non-SC) scoring less than 60 per cent has increased. These statistics reflect poorly on the quality of education imparted by the Government schools.

4.1.8.3 Educational Indicators

Educational indicators such as Gross Enrolment Ratio, Gender Parity Index and Gross dropout rate would give the extent of progress made in educational development in the UT of Puducherry.

➤ Gross Enrolment

Gross Enrolment Ratio (GER) is the percentage of the enrolment in various classes to the estimated child population in the age relevant to the class. The GER computed for the period 2007-12 indicated achievement of more than 100 per cent in enrolment from classes I to VIII as given in the **Table 7**.

Table 7 – Gross enrolment ratio

Year	Gross Enrolment Ratio			
	Primary	Middle	High	Higher Secondary
2007-08	111.17	102.77	99.3	53.1
2008-09	113.64	105.35	96.1	53.9
2009-10	101.41	96.19	93.4	55.1
2010-11	105.20	106.80	99.3	54.3
2011-12	105.48	106.20	NA	NA

(Source: Figures Furnished by SSA)

The reason attributed for more than cent *per cent* GER in Primary and Middle levels was the location of four regions of UT amidst thickly populated areas of the respective neighbouring States *viz.*, Tamil Nadu, Andhra Pradesh and Kerala, leading to enrolment of students belonging to these states in the Government schools of UT. However, cent *per cent* GER was not achieved at High School level even after taking into account the enrolment of students from the neighbouring States, although the administration aimed at achieving universalisation of secondary education by 2012.

Audit observed that admission to Higher Secondary classes was made based on the residency certificate to the effect that the student belongs to UT and hence GER at Higher Secondary level was less when compared upto secondary level and DSE has to take necessary initiative to increase GER.

➤ Gender Parity

The Gender Parity Index (GPI) is calculated by dividing Girls Gross Enrolment Ratio by Boys Gross Enrolment Ratio at a given level of education. It measures progress towards gender equity in education. The details in respect of GPI in the UT and that of in Government schools are given in **Table 8**.

Table 8 – Gender Parity Index in UT

Year	GPI in UT				GPI in Government Schools			
	Primary level	Middle level	High school	Hr. Sec	Primary level	Middle level	High school	Hr. Sec
2007-08	0.94	0.92	0.97	1.13	1.07	0.98	1.01	1.20
2008-09	0.94	0.91	0.96	1.16	1.08	0.97	1.01	1.22
2009-10	0.95	0.94	0.99	1.16	1.09	1.00	1.05	1.23
2010-11	0.96	0.93	0.97	1.18	1.11	1.02	1.03	1.32
2011-12	0.94	0.95	0.95	1.17	1.11	1.05	1.01	1.31

(Source: Compiled from the details furnished by the Department)

It could be seen that the GPI in Government Schools was higher than that of all schools in UT, as girls seem to have more inclination to continue their studies upto Higher Secondary level. Thus, Government schools cater to more girl students at all levels.

➤ Gross Dropout

Gross Dropout Rate (GDR) represents the percentage of students who drop out from a given grade or level of education in a given cycle/school year. The region-wise dropout rate relating to primary and upper primary (middle) levels are given in **Table 9**.

Table 9 – Region-wise Gross Dropout Ratio in UT

Region	Primary					Middle				
	2007-08	2008-09	2009-10	2010-11	2011-12	2007-08	2008-09	2009-10	2010-11	2011-12
Puducherry	2.51	3.16	2.93	1.92	2.03	2.49	3.21	2.69	2.67	2.31
Karaikal	3.51	2.17	2.77	2.59	1.30	5.44	2.26	3.88	3.07	1.91
Mahe	6.89	0.16	0.00	0.00	0.00	0.00	0.21	0.00	0.00	0.00
Yanam	8.46	11.07	9.62	3.44	6.24	8.06	6.94	5.50	0.58	6.55
UT in total	4.98	3.18	3.00	2.04	2.02	4.26	3.00	2.90	2.53	2.34

(Source: Figures Furnished by SSA)

Though the drop out rate at middle level had decreased by 1.92 *per cent* during the period 2007-12, the dropout rate in the major region viz., Puducherry, only a marginal decrease of 0.18 *per cent* was noticed. Similarly, at primary level, the drop out rate in Puducherry region in 2011-12 had increased over that of 2010-11. In Yanam region, the GDR at both primary and middle levels continued to be on the higher side. In Mahe, the drop out was nil both at the primary and middle levels during the last three years.

Prevalence of GDR above zero at primary and middle level in the UT other than Mahe region as of March 2012 indicated that the UT Government had not achieved its objective of providing education to all upto middle level viz., universalisation of elementary education by the year 2012.

4.1.9 Infrastructural facilities in schools

There was Shortfall in infrastructure facilities

The District Information System on Education (DISE) is the core component of Management Information System of Sarva Siksha Abhiyan (SSA) in all the States in the country and forms the unitary mode of data capture, which also forms the basis for all planning and budget of SSA. Sufficient number of classrooms⁸/toilets⁹, necessary furniture, playground, library and compound wall are basic prerequisites for smooth functioning of a school. The deficiencies in infrastructural facilities in the 431 Government schools including 66 sample schools, as per the data captured by DISE and as noticed by Audit are given in **Table 10**.

⁸ The requirement was assessed on the basis of one classroom for one section

⁹ Three latrines seats for every 100 boys and five latrines seats for every 100 girls

Table 10 – Shortfall in infrastructural facilities at Government schools

Sl.No.	Facility	Shortfall in infrastructure	
		out of 431 Government schools	out of 66 sample schools
1.	Classrooms	1306	270
2.	Furniture	9	Nil
3.	Toilets	25	1
4.	Playground	213	20
5.	Compound wall	50	2
6.	Computers	15	4
7.	Library	37	6

(Source: Figures compiled from the details collected under DISE)

- Against the requirement of 4,121 classrooms, only 2,815 classrooms were available leading to a shortfall of 1306 class rooms (31.69 *per cent*). During field visit to schools, instances of conducting classes in verandahs/open yards of the schools were noticed by audit.
- Shortage in the number of toilets ranging from one to 53 was noticed in 377 schools to meet the student strength and the available toilets were poorly maintained. As regards the position in the sample schools, shortfall in boys' and girls' toilets was noticed in 33 and 35 schools respectively.
- 213 out of 431 schools in UT did not have playgrounds. As Physical Education is also a part of school curriculum, students of these schools were deprived of the benefit of sports activities.
- Library was not available in 37 schools. Fifty schools did not have compound wall.

**Class conducted in verandah
GHS, Mettupalayam**



**Toilet in poor condition
GHSS Bahour**



- Out of 15 schools, which had no computers, eight GHSS offered computer science subject, though imparting quality education was not practically feasible in the absence of computers.

Poor maintenance of Government school buildings

4.1.9.1 Maintenance of school buildings

Out of 431 Government Schools, 414 had own buildings, four functioned in rent free buildings and eight functioned in rented buildings. Buildings for five schools were under construction. A visit by the Audit team to the test checked schools indicated that school buildings in Puducherry and Karaikal regions were not maintained well. Poor utilization of funds as discussed in the next two paragraphs was one of the reasons for shortfall in infrastructure and poor maintenance of the facilities.

Broken parapet and sunshades in GPS, Muthirapalayam



Damaged ceiling of verandha GHSS, Sultanpet



The Secretary to Government stated (November 2012) that no survey had been done so far to identify the school buildings in poor condition and that a detailed study would be undertaken to this effect.

This indicated that the Heads of the Institutions and the respective Inspecting Officers had not bothered about providing a safe and pleasant ambience to the students for pursuing their studies in Government schools.

4.1.9.2 Non-utilisation of the approved outlay for creation of amenities

The provision of ₹ 20 crore earmarked in the approved outlay of XI FYP to provide the schools with benches/desks, toilets and water supply facilities was not at all utilised.

When this was pointed out, the Directorate replied that these facilities were being covered under supplies and materials component of the existing schemes meant for elementary, secondary and higher secondary education.

Audit scrutiny, however, revealed that only ₹ 6.06 crore was spent by the Department under supplies and materials component of the schemes during 2007-12. While deficiency in provision of infrastructural facilities still persisted as elucidated in **Table 10**, non-implementation of the scheme exclusively meant for creation of amenities and relying on other schemes for funds was not justified.

4.1.9.3 Non-utilisation of grants by schools

Under Sarva Siksha Abiyan (SSA) and Rastriya Madhyamik Shiksha Abhiyan (RMSA), the programmes implemented by GOI, grants were released to Government schools for carrying out various activities for the welfare of the students and for creation and maintenance of school buildings with community participation. However, Audit observed that in Puducherry and Karaikal regions, there was shortfall in utilization of the funds by the schools for creation and maintenance of infrastructure. An amount of ₹ 83.30 lakh under SSA (244 schools) and ₹ 1.65 crore under RMSA (118 schools) released during 2007-12 were lying in the bank accounts of the schools as of March 2012. Audit observed that non-utilisation of the grants for the specified purposes like maintenance, minor repairs, purchase of laboratory articles, etc., has the risk of denial of congenial atmosphere to the students for learning.

When Audit pointed out the reluctance of the Heads of Institutions to spend the funds for the development of the school, the Secretary to Government (November 2012) instructed the DSE to initiate suitable action against them if the funds were not spent.

4.1.9.4 Non-acquisition of land for construction of school buildings

The XI Five Year Plan document contemplated acquisition of lands for the GPS at Ouppalam, Muthupillaipalayam, Mulla Street, Chettipet,

**Classrooms with Almirahs as partition
GPS, Mullah Street, Puducherry**



Gueriampeta and GMS at Nellithope, Manalipet, Nallavadu and Farempeta. It

was, however, noticed that none of the proposals materialized so far due to non-provision of funds, non-receipt of requisition/proposal from the Controlling Officers and non-transfer of land. Thus, there was non-achievement of providing infrastructural facilities to the schools, despite an official at the rank of Tahsildar was

exclusively sanctioned for looking after the land acquisition matters of the Education Department. During inspection of sample schools by Audit, it was noticed that the steel *almirahs* were being used as partition between classrooms in GPS at Mullah Street and Ouppalam.

During the Exit Conference, the Secretary to Government stated (November 2012) that due to financial constraints the acquisition proposals did not materialise.

4.1.10 Implementation of schemes

4.1.10.1 Scheme of incentive to the SC girls in Secondary Schools

There were delays in implementation of incentive and free supply schemes, leading to deprivation of benefits to the students

In order to promote enrolment of the girl students belonging to SC/ST communities and to reduce dropout at secondary level, GOI introduced (July 2008) the centrally sponsored scheme of 'Incentive to SC/ST girls for Secondary Education' from the academic year 2008-09. Under the scheme, a sum of ₹ 3,000 would be deposited in bank in the name of each eligible SC/ST girl below the age of 16 years who had passed VIII standard and enrolled in IX standard from the academic year 2008-09. The interest on the fixed deposit would be added from the date the amount was deposited in the bank. The girl receiving incentive would be entitled to withdraw the amount with interest on attaining 18 years of age, provided she passed at least X standard Board examination.

GOI released an amount of ₹ 45.78 lakh for 1526 students in March 2009 to the UT Government with instructions to deposit the amount in the State Bank of India and give details of the beneficiaries to the bank in order to facilitate issue of Fixed Deposit Certificate to the beneficiaries. However, on deleting 11 ineligible students, DSE deposited an amount of ₹ 45.45 lakh in respect of 1515 students in the bank in September 2010, after a delay of 17 months due to delay in verification of the beneficiaries of SC students covered under the scheme. The inordinate delay in depositing the amount in the bank deprived the benefit of accrual of interest of ₹ 5.15 lakh¹⁰ to the beneficiary students.

The DSE accepted (November 2012) the fact and stated that issue of FD certificate to the students would be ensured.

4.1.10.2 Delay in supply of footwear to the students

Supply of footwear every year to the students of Government and aided schools is one of the components under the free supplies scheme implemented by the Directorate to attract and retain the poor children in schools. On an analysis of the implementation of the scheme, Audit noticed that footwear to the students was not supplied by the Directorate during 2007-08, 2009-10 and 2011-12 due to delay in finalization of the rates and consequent delay in sending proposals to the Government for obtaining expenditure sanction. While the proposals sent (September 2007/March 2010) for the year 2007-08 and 2009-10 materialised only during the subsequent years, no proposal was sent to the Government for the year 2011-12 as the rates were finalized only at the fag end of the financial year.

On this being pointed out, the Director attributed (November 2012) non-implementation of the component during 2011-12 to enforcement of

¹⁰ ₹ 45, 45,000 x 8 per cent /12 x 17 months

model code of conduct for elections. However, he could not provide reasons for non-supply during 2007-08 and 2009-10. The reply is not acceptable as election was over by May 2011 during 2011-12 and there was enough time to implement the scheme during the remaining part of 2011-12.

4.1.10.3 Operation of the Students' special buses

The UT Government had a scheme of providing transport facilities at concessional rate to the students of Government and aided schools in Puducherry (January 2010) and Karaikal (August 2010) by engaging private operators exclusively for this purpose through the Puducherry Road Transport Corporation (PRTC). The private operators were paid fixed amount per month for the allotted routes classified on the basis of distance covered per day. PRTC was paid service charges at the rate of 8.5 per cent of the total monthly payments made to the private bus operators. Scrutiny of records relating to the scheme revealed the following:

A crowded students special bus without door



- The scheme was being operated for the past three years without any formal tripartite agreement between the Directorate, PRTC and the private bus operators.
- As against deducting at the rate of ₹ 1,000 as expenditure towards diesel cost per day per bus, deduction of only ₹ 7,000 was made from the monthly bills relating to summer vacation period, as demanded by the bus operators, instead of ₹ 22,000 (for 22 working days) required to be made. This resulted in unintended benefit of ₹ 24.15 lakh¹¹ to the private bus operators.
- Consequent upon an accident that occurred on 31 October 2011 to a special bus, which claimed the life of a student and injured 62 other students, the Directorate instructed (November 2011) the operators to restrict the load and not to allow more than 80 (55 + 25) students to travel at a time. However, it was noticed that the private operators did not follow the norms as is evident from the picture.

¹¹ ₹ 15,000 X 161 buses (21 in 2009-10 and 70 each during 2010-11 and 2011-12)

Neither the Directorate nor PRTC took any steps to ensure that the buses were operated as per the prescribed norm.

- Information as to how many students were actually availing the transport service was not available with DSE or PRTC. Though the Directorate deducted ₹ 100 per day as charges for 50 students towards to and fro trip from the monthly bill of the bus operator, it did not have any mechanism to assess the number of students actually covered under the scheme. In the absence of such a mechanism, it was not possible to ensure correctness of payments particularly when the private operators overloaded the buses and had unintended benefits by way of collection of fare from the students in excess of the seating capacity of buses.
- The school buses were not operated in conformity with the directions of the Supreme Court of India. Firefighting equipment and first aid box were not found in the buses, students were allowed to board in excess of the permitted capacity and some of the buses had no doors.

The DSE accepted (November 2012) the observation and stated that finalization of tripartite agreement was in progress. He further stated that inspection of buses as per the norms and guidelines was to be done and monitored by PRTC.

The reply is not acceptable as pending finalization of the tripartite agreement, the Directorate could not shirk its responsibility of monitoring the implementation of its own scheme.

4.1.11 Manpower Management

Large scale vacancies in the posts of Principal, Vice Principal and Headmaster

The details of sanctioned posts and men in position and vacancy as of March 2012 in respect of various teaching staff are given in **Table 11**.

Table 11 – Men-in-position in respect of teaching staff

Designation	Sanctioned strength	Men in position	vacancy	Percentage of vacancy
Principal	35	27	8	23
Vice-Principal	48	34	14	29
Head Master-I	73	27	46	63
Lecturer	588	534	54	9
Trained Graduate Teacher	2266	2053	213	9
Head Master-Primary	186	179	7	4
Physical Education Lecturer	46	33	13	28
Physical Education Teacher	199	173	26	13
Primary School Teacher	2165	1824	341	16
Instructor	66	19	47	71
Fine Arts, Performing Arts and Sewing Teacher	292	160	132	45
School Librarian	122	108	14	11
Balasevika	245	141	104	42
Conductress	233	99	134	58

(Source:- Figures furnished by the Department)

4.1.11.1 Non revision of the Recruitment Rules

In the light of implementation of sixth central pay commission and changes brought out in the other orders/instructions of GOI, suitable amendments have to be made in the Recruitment Rules so that steps like holding of Departmental Promotion Committee etc., could be taken to fill up the posts. It was, however, noticed that the revised Recruitment Rules had been notified (July 2012) by the UT Government only for the cadres such as Librarian, Physical Education Teacher and Instructor (Vocational). The proposals relating to revision of Recruitment Rules in respect of rest of the posts submitted between July 2009 and April 2012 were pending either with the UT Government or with the Directorate. As a result, important posts such as Principal, Vice Principal and Headmaster could not be filled up, which would have impact on the performance of the schools.

4.1.11.2 Non filling up of the posts of Principal

The Principal (Group A cadre) is the administrative head and overall in-charge of the Higher Secondary school. There were 57 GHSS in the UT as of 31 March 2012. However, there were only 35 sanctioned posts of Principal of which eight were vacant (December 2011) for the period ranging from three to 19 months. Of the available 27 Principals, four incumbents were working on other assignments¹². Though it was contemplated in the XI Five Year Plan to create 40 posts of Principal, no post was created despite upgradation of 10 GHSs into GHSSs during 2007-12.

In the absence of adequate number of Principals, the schools were finding it difficult to manage the students. The action of DSE in upgrading the schools without creating the posts of Principals and deputing the existing principals to other assignments, when there was severe shortfall, reflected poorly on the man management by DSE.

The Secretary to Government accepted (November 2012) the fact and stated that there was delay in taking up the matter with UPSC for direct recruitment, which has been taken up recently.

4.1.11.3 Drafting of teachers to SSA and other administrative works

According to the Regulations and Bye-laws of SSA, the mode of recruitment for the Mission is either by transfer on deputation or short term contract. However, it was noticed that 15 teaching staff were diverted from the Government schools to the SSA by issuing routine office orders instead of sending them on deputation or on transfer to work in the SSA units at Puducherry, Karaikal, Mahe and Yanam. As SSA is a separate

¹² One on deputation to Government of Haryana and another on deputation to DIET, Puducherry. The third one was working as Joint Director (School Education) and the other on placement to SSA as State Project Director.

Autonomous Body registered under the Societies Act to which funds are released as grants by GOI as well as UT, sparing the services of the teaching staff to the SSA was not in order. The expenditure incurred on the staff so diverted was continued to be drawn in their respective Government schools.

On being pointed out, the Secretary to Government directed (November 2012) the State Project Director, SSA to invite applications from the teaching staff to be appointed in SSA on deputation/ transfer basis and not on service placement based on office orders.

4.1.12 Training

In the XI Five Year Plan, it was stated that all teachers would be given intensive training so as to improve the quality of education. In the UT, the District Institute of Education and Training (DIET), State Training Centre (STC) and SSA have been given the role of conducting in-service training programmes to all the teaching staff. A review of performance of these agencies disclosed the following:-

4.1.12.1 District Institute of Education and Training (DIET)

DIET is the nodal agency at the district level to conduct in-service training to the elementary and middle school teachers of Government and aided schools. The Annual Action Plan prepared by DIET, as stipulated in GOI guidelines, should include detailed plan for imparting in-service training to the school teachers. The DIET was to be overall responsible for activities relating to teacher education and school quality/school improvement in the district and work with the Block Resource Centres (BRC) and Cluster Resource Centres (CRC). Scrutiny of functioning of DIET revealed the following:

- No in-service training programme was conducted by DIET during 2007-12.
- DIET had not prepared the Annual Action Plan by taking into account the budget provisions under SSA.
- There was no linkage between DIET and BRCs/CRCs established by SSA.
- Though GOI released ₹ 25 lakh (₹ five lakh every year) during 2007-12 towards conduct of in-service training, the same was diverted for meeting the establishment expenditure of DIET.

In the absence of training by DIET, the trainings arranged by SSA became the only avenue for teachers to improve themselves. However, computerised database regarding the Primary School Teachers/Trained Graduate Teachers

(TGTs) so far trained and yet to be trained under each training programme was not available with SSA.

4.1.12.2 State Training Centre

The State Training Centre (STC) was aimed at improvement of the academic standard of teachers working at secondary level and other functionaries. STC was also the nodal agency for implementation of all programmes, schemes and projects for development of curriculum, evaluation etc. Scrutiny of records of STC revealed the following:

- The target group for training programmes conducted by STC was stated to be Trained Graduate Teachers and special teachers. Though there were 2053 TGTs and 160 special teachers as of March 2012, no plan of action to arrange for imparting training to all of them in a phased manner was available.
- The calendar of training programmes for the ensuing year was not prepared in advance by STC. Instead, the programmes planned during a financial year were got approved by the State Level Programme Advisory Committee only after commencement of the year leading to delay in organizing the programmes and completing the training schedule within the year.
- STC had not maintained any database to retrieve the details of training programmes conducted, number of participants attended, duration of training programme, faculty handled the training programme etc.
- There was no mechanism to obtain any performance assessment from the Heads of respective schools in respect of the teaching staff who attended the training.

On being pointed out, the Officer on Special Duty, STC stated (November 2012) that in future, annual plan of action would be initiated well in advance as suggested by Audit.

4.1.12.3 Under-utilisation of the services of Regional Institute of English, South India

The DSE proposed in November 2006 to become a member of the Regional Institute of English, South India (RIESI) in Bangalore with a view to improve the quality of English language teaching in the schools. As the expenditure of the Institute was to be shared between the member States, UT Government paid a sum of ₹ 21.94 lakh¹³ towards its contribution for the period 2007-12. The details of number of programmes

¹³ ₹ 1.94 lakh in 2007-08 and ₹ five lakh each during 2008-09 to 2011-12

to which participants were nominated and participation of nominees in the programmes during 2007-12 are given in **Table 12**.

Table 12 – Details of participants nominated for training at RIESI

Year	Programmes allotted by RIESI	Number of participants nominated	Number of participants attended	Absentees	Percentage of absentees
2007-08	3	115	102	13	11
2008-09	4	60	19	41	68
2009-10	3	115	101	14	17
2010-11	4	47	13	34	72
2011-12	6	67	24	43	64
Total	20	404	259	145	36

(Source:- Figures furnished by the Department)

It could be seen from the above that there were large number of absentees ranging from 11 to 72 *per cent*. No action was taken by DSE against such mass absenteeism. To an audit query, the Office on Special Duty stated (May 2012) that the training programmes organized by RIESI were of longer duration and hence the nominated teachers were not willing to attend the same. It was further stated that action had not been taken against the defaulters as the said training was not made mandatory.

The reply is not acceptable as the teaching profession requires acquisition of skills and periodical updation of knowledge to meet the changing roles and functions within the teaching system. Non-utilisation of the services of RIESI by the teachers indicated their non-cooperation and failure to make use of the training despite paying charges to RIESI. On being pointed out, the Secretary to Government instructed (November 2012) to take severe action on the participants for willful absence.

4.1.13 Monitoring and Evaluation

4.1.13.1 Internal Audit

Internal audit is an important management tool to examine and evaluate the compliance of departmental rules and procedures by the schools. The Internal Audit wing of the DSE consisting of a Superintendent and an Upper Division clerk was functioning under the control of a Junior Accounts Officer. The Directorate did not prepare any annual audit plan. Registers to monitor the number of auditable units and periodicity of audit and to watch settlement of internal audit observations were also not maintained. Out of 180 institutions/schools to be inspected, the wing was able to cover 68 institutions apart from conducting 42 surprise inspections of the Government schools/branch offices. The reason for shortfall was stated to be shortage of manpower due to non-filling of two posts of Assistant.

4.1.13.2 Non formation of Parent Teacher Associations

Parent and Teacher Association (PTA) had to be established and managed in every Government and private school mainly with the following objectives.

- Creating awareness about importance of education among the people and to make them to effectively participate in the activities of the school
- Ensuring 100 *per cent* enrolment, attendance and retention in the school
- Developing co-operation between the parents and teachers which would ultimately lead to improve the standards of education

Despite instructions of DSE (December 2003) that compliance report should be submitted within three months regarding formation of PTAs in all schools, Audit noticed that as of March 2012, PTAs were not established in 36 schools (11 GPSs, 14 GMSs and 11 GHSs) out of 264 schools for which information was furnished to Audit. This indicated lack of monitoring by DSE to ensure formation of PTAs in all the schools.

4.1.14 Conclusion

The Directorate did not have any Perspective Plan to formulate long term strategies. Failure to ensure availability of land and feasibility of extension of the existing school buildings led to non-availing of loan assistance extended by NABARD. Land acquisition proceedings were delayed due to belated release of funds. Schools were upgraded to next levels without any norms leading to poor patronization of the upgraded schools. The enrolment in Government schools decreased over the years due to lack of proper infrastructure/amenities and poor implementation of the schemes. The performance of the students of Government schools at Secondary/Higher Secondary examinations was found to be lagging behind the students of Private schools due to lack of adequate infrastructure and teaching staff. Many schools did not have enough classrooms, playgrounds and computer facilities. Funds allotted for maintenance of the schools were not utilized and few school buildings were found to be in poor condition. There were large scale vacancies in the posts of Principal and vice Principal, Headmaster, Physical education lecturer, Instructors and specialized teachers. Large scale absenteeism was noticed in the case of teachers nominated for training programmes conducted by RIESI. Parent Teacher Associations were not formed in some schools to improve the standards of education.

4.1.15 Recommendations

- Perspective Plan should be prepared and implemented to ensure that there is no gap in infrastructure, teaching quality and adequate amenities.
- Proper co-ordination between Education, Revenue and Public Works Departments and availability of funds should be ensured for acquisition of land and providing necessary infrastructure.
- Efforts should be taken to arrest the decline in the enrolment in Government schools by improving the academic performance and proper implementation of free schemes in time.
- Shortfalls in provision of basic amenities should be addressed to provide a pleasant and hygienic environment to students.
- Efforts should be taken to fillup the vacancies in the posts of Principal, Headmaster and Lecturers.