

CHAPTER I: SOCIAL SECTOR

CHAPTER I: SOCIAL SECTOR

1.1 Introduction

This Chapter of the Audit Report for the year ended 31 March 2017 deals with the findings on audit of the State Government units under Social Sector.

The names of the State Government departments and the break-up of the total budget allocation and expenditure of the State Government under Social Sector during the year 2016-17 are given in **Table 1.1.1**.

Table: 1.1.1

(₹ in crore)

Name of the departments	Total budget allocation	Expenditure
Education (Higher) Department	194.84	145.29
Education (School) Department	921.11	812.30
Education (Social) Department	427.17	364.43
Elementary Education Department	801.80	669.86
Education (Sports and Youth Programme) Department	139.48	55.98
Food, Civil Supplies and Consumer Affairs Department	122.05	97.94
Family Welfare and Preventive Medicine	412.32	245.37
Health Department	326.77	280.54
Labour Organisation	10.19	8.14
Panchayati Raj Department	234.47	221.41
Public Works (Drinking Water and Sanitation) Department	289.82	253.17
Relief and Rehabilitation Department	30.51	24.66
Rural Development Department	569.89	321.39
Tribal Welfare (Research) Department	3.93	2.73
Kokborok and Other Minority Languages Department	0.38	0.40
Tribal Welfare Department	3,644.45	2,210.17
TRP and PVTG Department	16.86	15.77
Urban Development Department	442.10	390.92
Welfare for SC Department	1,432.03	881.08
Welfare of Minorities Department	111.70	57.25
Welfare of OBC	52.34	30.39
Total number of departments = 21	10,184.21	7,089.19

Source: Appropriation Accounts – 2016-17

Besides the above, the Central Government had transferred a sizeable amount of funds directly to the Implementing Agencies under the Social Sector to different agencies in the State during the year. The major transfers of funds (₹ 5 crore and above during 2016-17) to the State Implementing Agencies for implementation of flagship programmes of the Central Government are detailed in **Table 1.1.2**:

Table: 1.1.2: Funds transferred to State Implementing Agencies during 2016-17
(₹ 5 crore and above)

(₹ in crore)

Name of the department	Name of the Scheme/Programme	Implementing Agency	Amount
Rural Development Department	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGA) CS	Rural Development Department	660.14
Rural Development Department	MP's Local Area Development Scheme MPLADS	District Magistrate, West Tripura	10.00
Education (Sports and Youth Affairs) Department	North Eastern Council	Tripura Sports Council	5.00
Health and Family Welfare Department	National AIDS and STD Control Programme (NACO)	Tripura State AIDS Control Society	8.31
Panchayati Raj Department	Capacity Building: Panchayat Sashaktikaran Abhiyan	Panchayati Raj Training Institute, Tripura.	8.30
Total			691.75

Source: 'Public Financial Management System' portal in Controller General of Accounts' website

1.2 Planning and conduct of audit

Audit process starts with the assessment of risks faced by various departments of Government based on expenditure incurred, criticality/complexity of activities, level of delegated financial powers, assessment of overall internal controls, etc.

After completion of audit of each unit, Inspection Reports (IRs) containing audit findings are issued to the heads of the departments. The departments are requested to furnish replies to the audit findings within one month of receipt of the IRs. Whenever replies are received, audit findings are either settled or further action for compliance is advised. The important audit observations arising out of those IRs are processed for inclusion in the Audit Reports, which are submitted to the Governor of Tripura under Article 151 of the Constitution of India for being laid in the State Legislature.

The audits conducted during 2016-17 involved test check of an expenditure of ₹ 3,436.11 crore (including expenditure pertaining to previous years audited during the year) of the State Government under Social Sector. This Chapter contains one Performance Audit on "Implementation of Right of Children to Free and Compulsory Education (RTE) Act, 2009" relating to Education (School) Department.

EDUCATION (SCHOOL) DEPARTMENT

1.3 Implementation of Right of Children to Free and Compulsory Education (RTE) Act, 2009

The Constitution (Eighty Sixth Amendment) Act, 2002 inserted Article 21A in the Constitution of India to provide free and compulsory education of all children in the age group of six to 14 years as a Fundamental Right. The Right of Children to Free and Compulsory Education (RTE) Act, 2009, represents consequential legislation envisaged under Article 21A. This Act provides that every child has a right to full time elementary (primary/upper primary) education of satisfactory and equitable quality in a formal neighbourhood school which satisfies certain essential norms and standards.

Article 21A and the RTE Act, 2009 came into effect on 1st April 2010. Sarva Shiksha Abhiyan (SSA) is the main programme for universalising elementary education. SSA is also the main vehicle for implementing the provision of the RTE Act.

In terms of Section 38(1) of the RTE Act, 2009, the State has come out with its own set of rules named “The Right of Children to Free and Compulsory Education Rules (Tripura)” 2011 which was notified in July 2011 and came into effect from August 2011. Sarva Shiksha Abhiyan (SSA) was being implemented in Tripura through a society named “Sarva Shiksha Abhiyan, Rajya Mission Tripura” from May 2004.

Highlights

Provision of RTE Act, 2009 for admission of 25 per cent of students from weaker and disadvantaged groups in the neighbourhood of private unaided schools was not implemented in the State.

{Paragraph 1.3.7.3(iii)}

Status of compulsory teacher’s training in the State was dismal. The percentage of untrained primary and upper primary teachers were 84.14 and 82.71 respectively as of March 2017. In-service teachers’ training target was not achieved in 11 URCs/BRCs in three districts covered in this PA and the training funds remained unspent.

{Paragraphs 1.3.7.4 (ii) & 1.3.7.4 (iii)}

Annual Work Plan & Budget and Receipts & Expenditure Account were not prepared by the School Management Committees in 90 schools covered under this PA. There was retention of unspent balances at the end of every year ranging from ₹ 41.73 crore to ₹ 66.33 crore.

(Paragraphs 1.3.7.1 & 1.3.8.2)

Adequate classrooms were not available in 43 out of 90 schools (47.78 per cent) covered under this PA. As a result, students of different classes were forced to share classrooms.

{Paragraph 1.3.7.3 (ii)}

Monitoring of implementation of RTE Act, 2009 was inadequate and there was shortfall in number of SMC meetings held during 2012-13 to 2016-17.

(Paragraphs 1.3.9.1&1.3.9.3)

1.3.1 Introduction

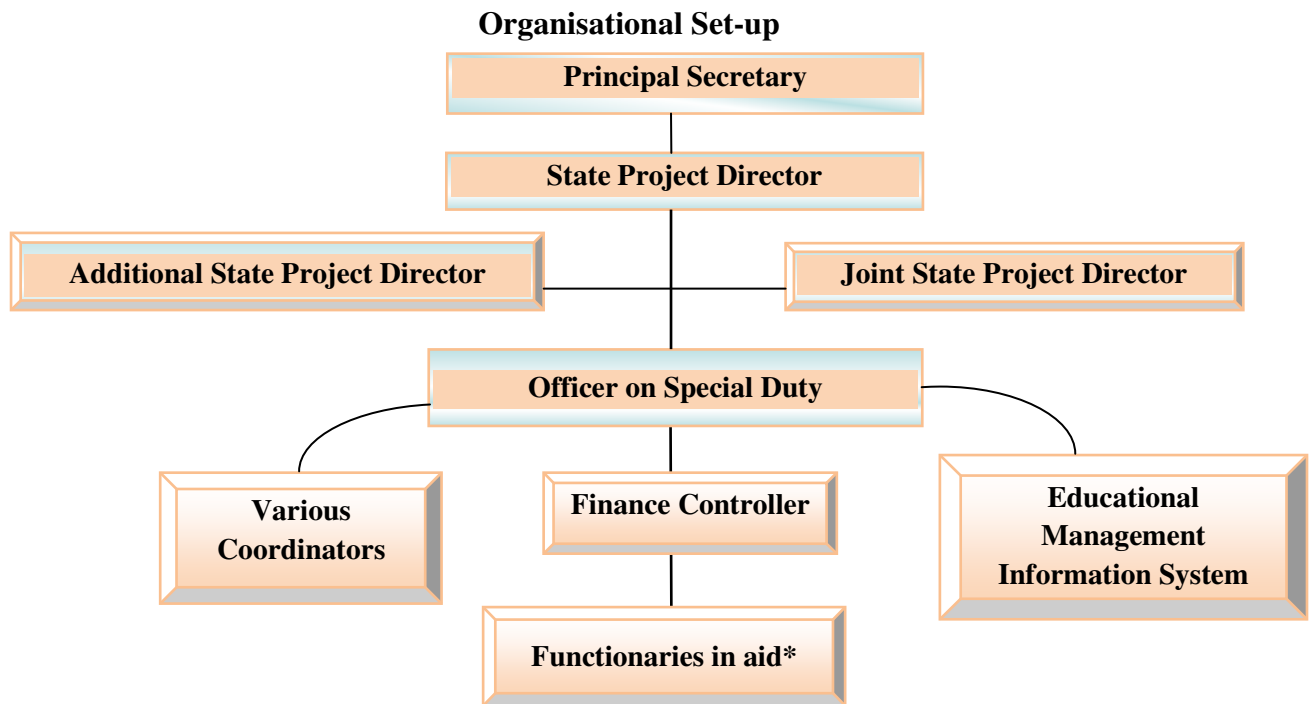
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Article 21A and the RTE Act, 2009 came into effect on 1st April 2010. Sarva Shiksha Abhiyan (SSA) is the main programme for universalising primary/upper education. SSA is also the main vehicle for implementing the provision of the RTE Act, 2009. Its overall goals include universal access and retention, bridging of gender and social category gaps in education and enhancement of learning levels of children.

The RTE Act, 2009 became operational with effect from 1st April 2010 in Tripura as a part of the countrywide programme. In terms of Section 38(1) of the RTE Act, 2009, the State has come out with its own set of rules named “The Right of Children to Free and Compulsory Education Rules (Tripura) 2011” which was notified in July 2011 and came into effect from August 2011. Sarva Shiksha Abhiyan (SSA) was being implemented in Tripura through a society named “Sarva Shiksha Abhiyan, Rajya Mission Tripura” from May 2004.

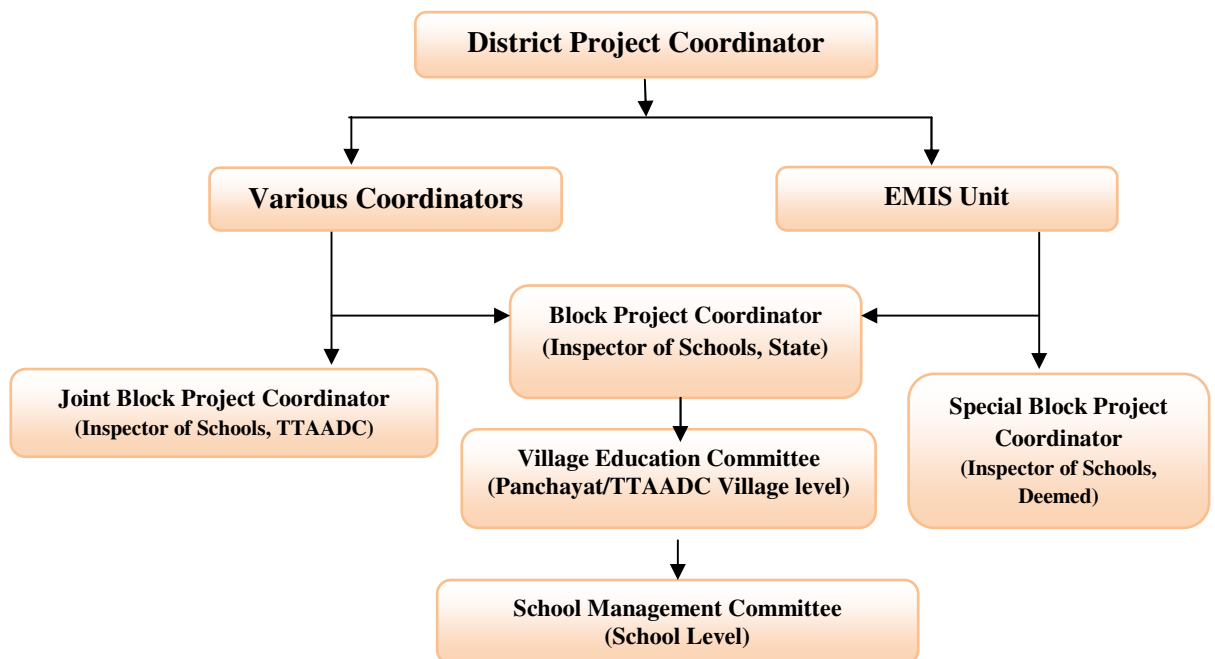
1.3.2 Organisational set up

Organisational set up of SSA-RTE Act, 2009, as provided by the Education (School) Department, Government of Tripura was as under:



*Accounts Officer, Accountant, Auditor and other officials

District & Block Levels



1.3.3 Scope of Audit

The PA was conducted between April and July 2017 for the period 2012-13 to 2016-17. The PA was conducted through a test check of records of Director of Elementary Education (School), State Project Director (SPD), SSA, State Council of Educational Research and Training (SCERT), State Commission for Protection of

Children Rights, three District¹ Project Coordinators (out of eight District Project Coordinators in the State) and 12 (twelve) Blocks having 17 Block Project Coordinators/Joint Block Project Coordinators² and one Urban Block Project Coordinator* (three rural and one urban block from each selected district) under the three selected districts. 90 schools (Primary: 43, Upper Primary: 47) from the 12 selected blocks were selected by applying Simple Random Sampling Without Replacement (SRSWOR) method. In addition, 11 Block Resource Centre (BRCs) and one Urban Resource Centre (URCs)³ and four District Institutes of Education and Training (DIET)⁴ were covered in this PA. Information was also collected from 90 (ninety) schools (Primary: 43, Upper Primary: 47) through questionnaires to verify the implementation of RTE Act, 2009 on ground. Besides, six schools of capital city (Agartala) were visited during this PA. Details of selected units covered under this PA is given in **Appendix 1.3.1**.

1.3.4 Audit Objectives

The objectives of the PA were to ascertain whether:

- the State achieved the target of universalisation of Elementary Education for all children between the ages of 6-14 years within 3 years *i.e.* by 31st March 2013;
- that funds allocated were being utilised in an economic and efficient manner; and,
- the Act was being implemented and monitored in a planned manner.

1.3.5 Audit Criteria

The following sources of audit criteria were adopted for the PA;

- The Right to Free and Compulsory Education (RTE) Act, 2009;

¹ Dhalai, West Tripura and South Tripura

²

Sl No	District Project Co-ordinator	Blocks	BPC/JBPC
1	Dhalai	Ambassa	BPC Ambassa MC BPC, Ambassa (TTAADC)
		Dumburnagar	BPC, Dumburnagar State JBPC, Dumburnagar (TTAADC)
		Ganganagar	BPC, Ganganagar (TTAADC)
		Salema	BPC, Kamalpur Salema
2	West Tripura	Agartala	BPC, AMC, Agartala*
		Old Agartala	BPC, Old Agartala (Jirnaia)
		Mandai	BPC, Jirania (Mandwai) Joint BPC (TTAADC), Khumulwng
		Lefunga	BPC, Mohanpur (Legunga) Joint BPC(TTAADC), Watloktwithu,
3	South Tripura	Belonia	BPC, Belonia MC
		Bagafa	BPC, Bokafa (State) Joint BPC, Bokafa (TTAADC)
		Rajnagar	BPC, Rajnagar
		Rupaichari	BPC, Rupaichari (State) Joint BPC, Rupaichari (TTAADC)

³ BRC: Ambassa, Salema, Dumburnagar, Old Agartala, Mandwai, Mohanpur, Rajnagar, Bokafa and Rupaichari; URC: Agartala Municipal Council and Belonia

⁴ DIET: West Tripura, Kamalpur, Kailashahar and Kakraban

- b. The Right to Free and Compulsory Education Rules (Tripura) 2011;
- c. SSA Framework for implementation of the Right to Education Act, 2009 issued by the Ministry of Human Resource Development (MHRD), Government of India;
- d. Various orders, notifications, circulars, instructions issued by Ministry of Human Resource Development (MHRD)/State Government/SSA, Rajya Mission, Tripura;
- e. Annual Work Plans and Budgets approved by the Project Approval Board (PAB), MHRD, Government of India;
- f. Delegation of Financial Power Rules, Government of Tripura (DFPRT)/General Financial Rules;
- g. District Information System for Education(DISE) data;
- h. National Council for Teachers Education guidelines issued from time to time.

1.3.6 Audit Approach and Methodology

The PA commenced with an Entry Conference (12 May 2017) with the Principal Secretary to the Government of Tripura, Education (School) Department wherein the audit objectives, criteria and scope of audit were discussed. This was followed by collection of relevant information through replies to audit queries/memos, questionnaires, scrutiny of records and Unified District Information System for Education (U-DISE)⁵ data. Audit conclusions were drawn after scrutiny of original records, analysis of the available data and responses to questionnaires and audit memoranda.

Audit findings were discussed with the Principal Secretary to the Government of Tripura, Education (School) Department in an Exit Conference held on 13 November 2017. The views of the Department have been suitably incorporated in the PA.

Audit Findings

1.3.7 Planning and Implementation

1.3.7.1 Annual Work Plan and Budget

Under the RTE Act, 2009, the State should prepare an Annual Work Plan & Budget (AWP&B) based on information maintained at school level and aggregated at the Block, District and State level. As per Para 9.2.1 of SSA Framework for Implementation, it is necessary that there is documentation of the process of plan preparation to ensure that these have been prepared at the school level involving a

⁵ U-DISE stands for Unified District Information System for Education developed by National University of Education Planning and Administration (NUEPA) for collecting information on particulars of schools, infrastructure, teachers, enrolment and examination results from all recognised and unrecognised schools imparting formal education from Class –I to XII. U-DISE has the school as the unit of data collection and district as the unit of data dissemination. It is implemented in all the districts of the country.

participatory planning process. Section 22(1) of the RTE Act, 2009 provides that every School Management Committee (SMC), constituted under sub-section 1 of section 21, shall prepare a School Development Plan, in such manner as may be prescribed. The School Development Plan shall be the basis for the plans and grants to be made by the appropriate Government or the local authorities, as the case may be.

Scrutiny of AWP&B documents revealed that the Annual Plans were not based on grass root data (i.e. data compiled at school level), rather it was prepared for the State as a whole starting from Block and District levels. Scrutiny of information furnished by the 90 schools covered under this PA also revealed that School Development Plan was not prepared by the SMCs of those schools.

Despite getting funds to the extent of ₹ 938.66 crore during 2012-17, there was absence of participatory planning process as was envisaged. Hence, there was little assurance that AWP&Bs presented actual requirement of funds. Consequently, despite the fact that the PAB had sanctioned less than what the State had proposed, the State could not spend the amount approved by the PAB. Therefore, the percentage of unspent balance that remained against the approved outlays during the period covered by Audit ranged between 2.86 and 16.02 *per cent*. Also, the percentage of savings against funds released ranged between 3.30 and 21.79 *per cent*. The position of savings against approved PAB and total fund released are shown in **Table 1.3.1**.

Table 1.3.1: Percentage of savings against approved PAB and total fund released

(₹ in crore)

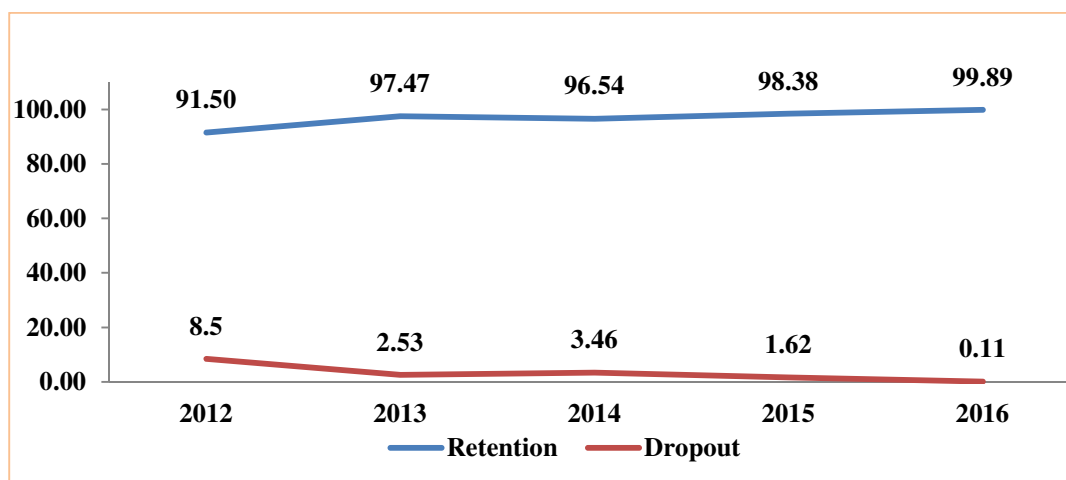
Year	Budget Proposal sent to MHRD	GoI Budget (PAB approved)	Total Funds Released	Closing Balance	Percentage of savings against PAB approved budget (Col 2)	Percentage of savings against funds released
1	2	3	4	5	6 (=5 x 100÷3)	7 (=5 x 100÷4)
2012-13	338.83	241.24	137.82	14.51	6.01	10.53
2013-14	315.31	201.34	174.12	5.75	2.86	3.30
2014-15	397.02	229.85	222.3	14.78	6.43	6.65
2015-16	421.73	256.58	188.93	25.03	9.76	13.25
2016-17	524.69	293.03	215.49	46.95	16.02	21.79

The Department stated (November 2017) that appropriate action would be taken for formulation of school level AWP&B with active participation of School Management Committee (SMC) and local authorities members. The Department also stated that funds remained unspent due to delay in release of Central share and long time taken for completion of construction works.

1.3.7.1 (i) Retention and Dropout Rate in the State

Retention of children is the top most focus and priority area of SSA to achieve the ultimate goal of Universalisation of Elementary Education (UEE). Retention rate is inversely proportional to dropout rate.

Graph 1.3.1: Retention and Dropout Rate of Children under Primary/Upper Primary Education (in per cent)



Source: SSA, Rajya Mission Tripura

Audit noticed that the retention rate of children between six and 14 years ranged from 91.50 to 99.89 *per cent* and the dropout rate ranged from 0.11 to 8.50 *per cent* in the State during 2012 to 2016 as shown in **Graph 1.3.1**. Barring 2014, the retention rate had showed an increasing trend over the period. Consequently, the dropout rate had fallen from 8.5 *per cent* in 2012 to 0.11 *per cent* in 2016 which was appreciable.

1.3.7.1(ii) Out of School Children in the State

Section 3(1) of the RTE Act, 2009 stipulates that every child in the age group of six to 14 years shall have a right to free and compulsory primary/upper primary education in a neighbourhood school. Para 3.12.1 of SSA Framework for Implementation also envisages that every child with special needs, irrespective of the kind, category and degree of disability, is provided quality inclusive education.

Scrutiny of SSA Tripura, Annual Reports revealed that during 2012 to 2016, the Department had conducted block level house-hold survey throughout the State every year to identify the number of Out-Of-School Children (OOSC)⁶ with base date as June and identified 5,162 OOSCs out of total 25,77,426 number of children in the State in the age group of six to 14. Out of 5,162 OOSCs identified by the Department, 4,408 children were enrolled through a special enrolment drive programme, 'Vidyalaya Cholo Abhiyan'. It can be seen that, over the years the number of OOSC had declined from 1,489 in 2012 to 601 in 2016. The number of OOSC identified but not enrolled had decreased from 233 in 2013 to 148 in 2016 in absolute terms though the percentage of OOSC not enrolled had increased from 16.93 *per cent* in 2013 to 24.63 *per cent* in 2016. The details of OOSCs not enrolled are shown in **Table 1.3.2**.

⁶ Never enrolled and dropped out

Table 1.3.2: Details of not enrolled Out-Of-School Children

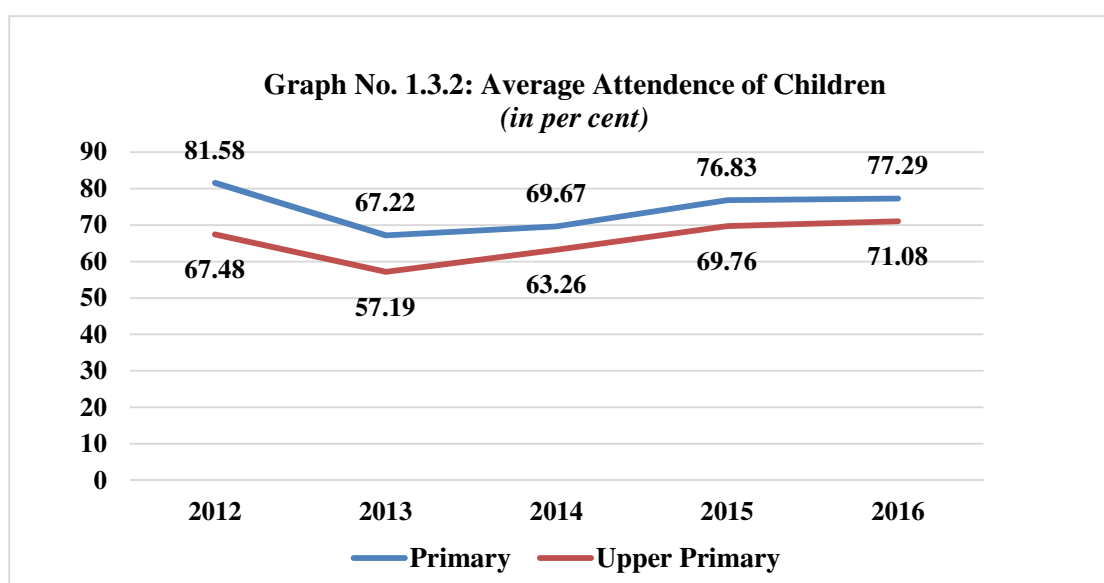
Year	No. of children who attained the age of enrolment	Number of OOSC identified	Number of OOSC enrolled	Number of OSSC not enrolled	Percentage of OOSC not enrolled
2012	5,38,076	1,489	1,449	40	2.69
2013	5,11,846	1,376	1,143	233	16.93
2014	4,98,053	957	775	182	19.02
2015	4,79,221	739	588	151	20.43
2016	5,50,230	601	453	148	24.63
Total	25,77,426	5,162	4,408		

Despite the fact that the number of OOSC had declined from 233 in 2013 to 148 in 2016, the State had failed to ensure the right of every child in the age group of six to 14 years for free and compulsory primary/upper primary education even to the identified OOSC in a neighbourhood school as envisaged in the RTE Act, 2009.

1.3.7.2 Attendance of children

According to Section 8(f) of RTE Act, 2009⁷ the Government shall ensure and monitor admission, attendance and completion of primary/upper education by every child.

Analysis of information furnished by the SSA Rajya Mission, Tripura revealed that the average attendance⁷ of children in the State as a whole at the Primary level had declined from 81.58 per cent in 2012 to 67.22 per cent in 2013 and thereafter had steadily increased to 77.29 per cent in 2016. Similarly, for Upper-Primary level the average attendance had also declined from 67.48 per cent in 2012 to 57.19 per cent in 2013 and thereafter had steadily increased to 71.08 per cent in 2016. Year-wise position of average attendance of Primary and Upper-Primary level children in school is shown in **Graph 1.3.2**.



Source: SSA Rajya Mission

⁷ Average Attendance: Total attendance of children during a year X 100/Total number of working days X Total number of student enrolment in a year.

1.3.7.3 Implementation

1.3.7.3 (i) Twenty-seven private unaided schools functioning without recognition

Section 18(1) of RTE Act, 2009 stipulates that no school, other than those established, owned or controlled by the Government or the local authority, shall after the commencement of the Act be established or function without obtaining a certificate or recognition from such authority in such form and manner, as may be prescribed. Failure to obtain the recognition may attract penalty under Section 18(5)⁸. Section 19 of the Act further stipulated that no recognition would be granted unless the schools fulfil norms and conditions stated in the Schedule⁹ of the RTE Act, 2009.

Analysis of State level U-DISE¹⁰ data maintained by SSA Rajya Mission, Tripura and information furnished by the eight District Project Coordinators showed that as of September 2017, there were 27 schools functioning in the State without obtaining Government recognition as required under the RTE Act, 2009. Out of these 27 schools, 12 were established before 2009 while 15 were established after 2009. The State Government neither imposed any fine under Section 18 (5) of the Act nor took any punitive action against those schools.

During Exit Conference, the Principal Secretary stated (November 2017) that steps would be taken to collect the latest position of the un-recognised private un-aided schools and action would be taken accordingly.

1.3.7.3 (ii) Sharing of classrooms by two or more classes

Section 19 and the Schedule of the RTE Act, 2009 specify infrastructure norms and standards for each school, such as all-weather building, consisting of at least one class room for every teacher to ensure adequate infrastructure facilities. Further, as per timeline fixed in SSA Framework for implementation, the facility was to be provided in every school by 31 March 2013.

Analysis of U-DISE data maintained by SSA Rajya Mission, Tripura for the year 2016-17 revealed that, there were 4,402 primary/upper primary schools in the State, of which 66 schools were running with only one classroom although these schools had classes from Class – I to Class – VIII. Thus, students were forced to share classrooms.

In the three districts covered under this PA, out of 2,073 primary/upper primary schools, 54¹¹ schools were running with only one classroom in each school due to

⁸ Section 18 (5) of the RTE Act, 2009: Any person who establishes or runs a school without obtaining certificate of recognition, or continues to run a school after withdrawal of recognition, shall be liable to fine which may extend to one lakh rupees and in case of continuing contraventions, to a fine of ten thousand rupees for each day during which such contravention continues

⁹ Schedule pertaining to the norms and standards for a school under Section 19 & 25 of RTE Act, 2009.

¹⁰ U-DISE stands for Unified District Information System for Education

¹¹ Dhalai: 39 and South Tripura: 15

shortage of classrooms in the school during 2016-17. The details are shown in **Table 1.3.3**.

Table 1.3.3

District	Total number of primary/upper primary schools in the district	No. of primary/upper primary schools with one classroom
West Tripura	604	0
South Tripura	638	15
Dhalai	831	39
Total	2,073	54

Source: U-DISE data

Further, examination of the information furnished by the 90 primary/upper primary schools from the nine rural blocks and three urban blocks covered by this PA of the above three districts revealed that during 2012 to 2016, the number of schools with shared classrooms during those years are given in **Table 1.3.4**.

Table 1.3.4

Academic Year	Urban Blocks		Rural Blocks		Total No. of schools sharing classroom	Percentage of schools sharing classroom
	Total Number of schools	No. of schools sharing classroom	Total Number of schools	No. of schools sharing classroom		
2012	18	0	72	37	37	42.05
2013	18	0	72	38	38	42.22
2014	18	1	72	38	39	43.33
2015	18	1	72	40	41	45.56
2016	18	2	72	41	43	47.78

It can be seen from the **Table 1.3.4** that the number of schools where students shared classrooms were on increasing trend during 2012-16 which ranged between 42.05 *per cent* in 2012 and 47.78 *per cent* in 2016.

Further, during visit by Audit to six schools in Agartala, West Tripura, it was seen that there was shortage of classrooms in respect of two schools. In Bhagat Singh Hindi (English Medium) School, Agartala under West Tripura, more than 75 students from two sections were attending classes in a single room as shown in **Photographs 1.3.1** and **1.3.2**. In the second case, Netaji Subhash Vidyaniketan, Agartala, a Government aided school, had been experiencing shortage of classrooms since 2016. As a result, two sections of class VI, VII and VIII in the school remained weekly off on alternative rotation basis to accommodate students.



Photographs 1.3.1 and 1.3.2: Classes of multiple sections were being held in the same classroom of Bhagat Singh Hindi (English Medium) High School (Primary Section), Agartala, West Tripura

Thus, inadequate infrastructure was a constraining factor in providing quality education to the individual students as aimed under the RTE Act, 2009.

While admitting the fact, the Department stated (November 2017) that the State Government would propose for sanction of funds in the next AWP&B (2018-19) to make up the gap of additional classrooms.

1.3.7.3 (iii) Non-extension of benefits to the children of weaker sections

Section 12 of the RTE Act, 2009 provides that private un-aided schools shall ensure the admission of minimum 25 *per cent* of students from the weaker sections and disadvantaged groups. Re-imbursment of expenditure for free education to the private unaided schools shall be made by the State Government.

It was seen that implementation of RTE Act, 2009 was notified in December 2010. The State Government however notified reimbursement only in January 2017, after a delay of over six years. It was notified that maximum reimbursement cost per child per annum would be ₹ 21,138/- to the private unaided schools admitting children belonging to Weaker Sections and Disadvantaged Groups. The Department had not ensured the benefit of reimbursement of cost per child in private unaided schools belonging to weaker sections of society as the State had failed to notify the same on time. Thus, the children belonging to the Weaker Sections and Disadvantaged Groups were deprived of the benefit of free education in unaided private schools as envisaged under the Act.

1.3.7.3 (iv) Vacancies of teachers

Section 26 of RTE Act, 2009 provided that the appointing authority, in relation to a schools established, owned, controlled or substantially financed by funds directly or indirectly by the appropriate Government or by a local authority, shall ensure that vacancy of teachers in a school under its control shall not exceed 10 *per cent* of the total sanctioned strength.

Analysis of data furnished by SSA, Rajya Mission, Tripura showed that as on 31st March 2017, at the State level the vacancy in primary teachers post was 890 (4.24 *per*

cent) against sanctioned strength of 21,004 and that of upper primary teachers post was 1,054 (8.86 per cent) against sanctioned strength of 11,890 which was within the 10 per cent vacancy as stipulated under Section 26 of RTE Act, 2009.

However, the sanctioned strength position of primary and upper primary level teachers at the districts level was not available with the SSA, Rajya Mission, Tripura. As such, audit could not analyse the district-wise vacancy position of primary and upper primary teachers.

Test check of 90 schools covered under this PA revealed that as of March 2017, the shortage of teachers in primary/upper primary schools in seven schools, out of 90 schools ranged between 16.67 per cent and 57.14 per cent which was above the permissible limit of 10 per cent.

While admitting the fact, the Department stated (November 2017) that the State Government had started recruitment of teachers in 2015 through Teacher Eligibility Test (TET) conducted by Teachers' Recruitment Board of Tripura. But the number of candidates eligible for TET was very small compared to the number of vacancies. Efforts were on for recruitment against the existing vacancies through TET.

1.3.7.4 Quality of Education

1.3.7.4 (i) Non-availability of Mathematics Teachers

The 'Norms and Standards for a School' as laid down in the Schedule under Section 19 and 25 of the RTE Act 2009 provides that there should be at least one teacher per class for Mathematics, amongst other subjects in the upper primary school.

But, it was noticed in audit that there was no Mathematics teacher in 19 schools (40.43 per cent) out of 47 upper primary schools¹² during 2012-13 to 2016-17.

Thus, due to non-availability of teacher for Mathematics, the aim of providing a sound mathematical base to the students was frustrated.

1.3.7.4 (ii) Inadequate training infrastructure for in-service teachers led to 25,885 number of primary/upper primary teachers remaining untrained

Para 1.5 of SSA Framework for Implementation stipulates timeframe for training of untrained primary/upper primary education¹³ teachers and prescribes to be completed by 31st March 2015. The Department was in no position to meet this timeline due to factors as brought out below.

The position of trained and untrained teachers¹⁴ under primary/upper primary education as on 31st March 2017 in the State level, in the three districts and 90 schools covered under this PA is given in **Table 1.3.5**.

¹² Out of the 90 primary/upper primary schools covered under this PA, 47 are upper primary schools.

¹³ Elementary Education comprise of Primary (Class I-V) and Upper Primary (Class VI-VIII).

¹⁴ NCTE vide Notification dated 29 July 2011 prescribed certain educational qualifications for a teacher to be considered as trained. The teachers who have not acquired the prescribed qualifications were treated as untrained.

Table 1.3.5: Position of trained and untrained teachers

Level	Sanctioned strength	Persons-in-position	Number of trained teachers	Number of untrained teachers	Percentage of untrained teachers
Primary					
State level	21,004	20,114	3,191	16,923	84.14
Dhalai District	NA	2,591	290	2,301	88.81
West Tripura	NA	4,212	672	3,540	84.05
South Tripura	NA	2,106	369	1,737	82.48
In 90 selected schools	NA	478	130	348	72.80
Upper Primary					
State level	11,890	10,836	1,874	8,962	82.71
Dhalai District	NA	1,293	173	1,120	86.62
West Tripura	NA	2,054	428	1,626	79.16
South Tripura	NA	1,363	200	1,163	85.33
In 90 selected schools	NA	283	64	219	77.39

Source: SSA, Rajya Mission, Tripura and 90 selected schools.

It could be seen from **Table 1.3.5** that the number of untrained teachers was very high.

The annual in-take capacity of different Training Institutions designated for training of in-service teachers is given in **Table 1.3.6**.

Table 1.3.6: Annual in-take capacity of Training Institutions vis-à-vis position of untrained in-service teachers as of March 2017

Sl. No.	Name of the institution	Annual in-take capacity in Open and Distance Learning (ODL) mode of study	Total number of untrained teachers under primary/upper primary education as on 31-03-2017
1	DIET, Agartala, West Tripura	150	Primary: 16,923 Upper Primary: 8,962
2	DIET, Kakraban, Gomati District	150	
3	DIET, Kamalpur, Dhalai District	50	
4	DIET, Kailasahar, Unakoti District	50	
Total		400	25,885

Source: SCERT, Tripura

In view of the above, the existing annual in-take capacity in the State for teachers' training was around 400 as against 25,885 untrained teachers awaiting training. As such, there was serious capacity and infrastructure problem for training of teachers in the State. However, the Government had not drawn any long term plan for augmenting infrastructure for training of untrained teachers in the State.

The Department stated (November 2017) that the professional training of untrained primary/upper primary teachers was delayed due to (i) inadequate teachers' training institutes, (ii) non-availability of adequate infrastructure, (iii) shortage of faculty/resource persons, etc. It further added that the MHRD, had taken nationwide special initiative for training of all un-trained in-service teachers through National Institute of Open School (NIOS) by 31st March 2019.

1.3.7.4 (iii) Teachers training at URC/BRC level

Para 4.4.8 of SSA Framework for Implementation envisages that annual in-service training of trained teachers be imparted to enable them to continuously upgrade their knowledge and teaching skills. Para 4.4.9.2(d) of SSA Framework for Implementation also stipulates that major role of URCs/BRCs should be to organise in-service teacher training based on teachers needs as observed during school visits.

During 2012-13 to 2016-17, PAB of MHRD sanctioned ₹ 7.17 crore for refresher training at URC/BRC level of 93,356 in-service primary/upper primary level teachers serving under 59 URCs/BRCs. Accordingly, the State had targeted 88,692 in-service teachers to be trained at URC/BRC level against which 100 *per cent* achievement was shown in the replies furnished by the Department to audit. However, in the 11 URCs/BRCs in three districts covered under this PA, it was noticed that against the target of 26,534, the achievement in refresher training during 2012-13 to 2016-17 was only 16,307 resulting in shortfall of 10,227 (39 *per cent*). Thus, the data compiled by the Department and the statistics of Annual Report of SSA did not portray the true picture of refresher training at the field level. Moreover, reasons for the difference in the target of MHRD (93,356) against which the MHRD had sanctioned ₹ 7.17 crore and the target actually set by the State (88,692) was not found on record.

In view of the shortfall in training, the funds available for training remained unspent. Records of 11 BRCs/URCs under selected districts for the period 2012-13 to 2016-17 revealed that funds of ₹ 5.38 crore was available with the BRCs/URCs for teachers' refreshers training course and the BRCs/URCs could spend only ₹ 1.38 crore. The unspent balance at the end of the year ranged from ₹ 52.45 lakh to ₹ 1.16 crore. Thus, the number of training targeted to be completed and intended benefits of the training were not achieved during the period covered in audit despite having adequate funds.

While admitting the fact, the Department stated (November 2017) that bulk amount of funds was usually released in the month of March, which could not be utilised during the financial year but spilled over to subsequent financial year.

1.3.7.4 (iv) Delay in constitution of Teachers Recruitment Board

Para 23 of RTE Act, 2009 stipulates that any person possessing such minimum qualifications, as laid down by an academic authority, authorised by the Central Government by notification shall be eligible for appointment as a teacher. The Central Government authorises (April 2010) the National Council for Teacher Education (NCTE) as the academic authority to lay down the minimum qualification for a person to be eligible for appointment as a teacher. The NCTE laid down (February 2011) the minimum qualifications for a person to be eligible for appointment as a teacher in classes I to VIII which inter alia includes passing of Teachers' Eligibility Test (TET) which will be conducted by the appropriate Government in accordance with the Guidelines framed by the NCTE.

Scrutiny of records of the Department revealed that, the State Government had constituted (January 2015) the 'Teachers' Recruitment Board' for conducting TET

examination for appointment of teachers in primary/upper primary education after a lapse of four years after the NCTE laid down the Guidelines for conducting TET examination by the appropriate Government.

Despite the NCTE guidelines, the State Government had delayed in constituting the Teachers' Recruitment Board. Besides, the State Government had also recruited 4,612 under graduate teachers in the year 2014, i.e, before constitution of Teachers' Recruitment Board.

While admitting the fact, the Department stated (November 2017) that constitution of Teachers' Recruitment Board was delayed due to delay in adoption of policy decision.

1.3.7.5 Inadequate infrastructure facilities in the Schools

Section 19 of the RTE Act, 2009 provides that every school should have all-weather building consisting of (i) at least one class room for every teacher and an office-cum-store-cum-Head teacher's room, (ii) barrier-free access, (iii) separate toilets for boys and girls, (iv) safe and adequate drinking water facility to all children, (v) a kitchen where mid-day meal is cooked, (vi) playground, (vii) arrangements for securing the school building by boundary wall or fencing (viii) Library.

As per information furnished by the 90 schools in the three districts covered by this PA, it was seen that the schools lacked infrastructure facilities and basic amenities as shown in **Table 1.3.7**.

Table 1.3.7: Infrastructure and basic amenities in the sampled schools

Facilities	Total Number of schools	Number of schools in which available	Number of schools in which not available
Separate toilet for girls	90	60	30
Boundary wall	90	13	77
School Library	90	11	79
Drinking water	90	72	18
Barrier free access in all weather	90	74	16
Playground	90	70	20
Sufficient Furniture in class	90	67	23
Separate Headmaster's room	90	38	52
Fire safety equipment	90	14	76

It will be seen from the above that 30 schools (33.33 per cent) had no girls' toilets; 77 schools (85.56 per cent) had no boundary walls; 79 schools (87.78 per cent) had no library, 18 schools (20 per cent) had no safe drinking water facilities; 20 schools (22.22 per cent) had no playground. Sufficient furniture were not available in class rooms in 23 schools (25.56 per cent); 52 schools (57.78 per cent) had no separate room for Headmasters and there was no fire safety equipment in 76 schools (84.44 per cent).

The Department stated (November 2017) that inadequate infrastructure facilities in the schools were mainly due to fund constraint and efforts would be made to improve the infrastructure of all the schools.

1.3.8 Financial Management

1.3.8.1 Budget and Expenditure

Fund Provision

The MHRD, GoI provided funds in the ratio of 90:10 to NER States for implementation of the RTE Act, 2009. Details of GoI approved outlay, release of its shares, State share *vis-a-vis* expenditure for the period from 2012-13 to 2016-17 in Tripura is shown in **Table 1.3.8**.

Table 1.3.8: Details of GoI approved outlay, release of GoI/State share

(₹ in crore)

Year	GoI Budget (PAB approved)	GoI Share	State Share	Released by		Percentage of release to its share		Percentage of excess (+)/short (-) release by GoI against its share	Percentage of excess (+)/short (-) release by State against its share
				GoI	State	GoI	State		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
2012-13	241.24	212.62	23.62	120.10	17.72	56.49	75.02	(-) 43.51	(-) 24.98
2013-14	201.34	176.71	19.63	159.91	14.21	90.49	72.39	(-) 9.51	(-) 27.61
2014-15	229.85	202.37	22.49	198.00	24.30	97.84	108.05 ¹⁵	(-) 2.16	(+) 8.05
2015-16	256.58	230.92	25.66	169.57	19.36	73.43	75.45	(-) 26.57	(-) 24.55
2016-17	293.03	263.73	29.30	191.91	23.58	72.77	80.48	(-) 27.23	(-) 19.52
Total	1,222.04	1,086.35	120.70	839.49	99.17	77.28	82.16	--	--

Source: Minutes of PAB approval, SSA State Mission and State Finance Department for State share release.

Notes: Figure shown under GoI share included budget including 13th FC grants (2012-13: ₹ 5 crore, 2013-14: ₹ 5 crore & 2014-15: ₹ 5 crore).

Short release of funds by GoI during the period 2012-13 to 2016-17 ranged between 2.16 and 43.51 *per cent*, while short release of funds by State Government during the period 2012-13 to 2016-17 ranged between 19.52 and 27.61 *per cent*.

Expenditure: Year-wise position of availability and expenditure of funds under SSA-RTE Act, 2009 during 2012-13 to 2016-17 at the State level is given in **Table 1.3.9**.

¹⁵ State share ₹ 329.30 lakh and ₹ 100.00 lakh sanctioned in 2013-14 but credited in 2014-15

Table 1.3.9: Position of year-wise availability of funds and funds expenditure
(₹ in crore)

Year	Budget Proposal sent to MHRD	OB	Release of funds		Interest and other receipts	Total funds available	Disbursement during the year (including advances)	Percentage of disbursement against available funds	Funds Advanced during the year	Adjustment Received during the year	Net ¹⁶ of adjustment over advances	Expenditure	Closing Balance
			GoI Share	State Share									
1	2	3	4	5	6	7 (3+4+5+6)	8	9	10	11	12 (11-10)	13 (8+12)	14 (7-8)
2012-13	338.83	8.73	120.10	17.72	16.70	163.25	148.74	91	143.31	230.25	86.94	235.68	14.51
2013-14	315.31	14.51	159.91	14.21	1.51	190.14	184.38	97	182.30	159.86	(-)22.44	161.94	5.76
2014-15	397.02	5.76	198.00	24.30	5.70	233.76	218.99	94	216.55	174.52	(-) 42.03	176.96	14.77
2015-16	421.73	14.77	169.57	19.36	26.98	230.68	205.64	89	203.12	229.34	26.22	231.86	25.04
2016-17 ¹⁷	524.69	25.04	191.91	23.58	5.23	245.76	198.82	81	203.93	188.11	(-) 15.82	183.00	46.94
Total	1,997.58		839.49	99.17								989.44	

It could be seen from **Table 1.3.9** that the funds released could not be spent by SSA Rajya Mission during 2012-13 to 2016-17 and utilisation of funds during the years ranged between 81 and 97 per cent. Further, the percentage of utilisation of funds showed a decreasing trend since 2013-14 with corresponding increase in closing balance from ₹ 5.75 crore in 2013-14 to ₹ 46.94 crore at the end of 2016-17. This twofold situation resultantly manifested itself in the fact that the release of funds by GoI every year was also less than what the State proposed to GoI.

It was also noticed that SSA Rajya Mission advanced funds to the units viz Block Project Coordinator (BPC), Joint Block Project Co-ordinator (JBPC), BRC. During 2013-14 and 2014-15, payments of advances to units were more than the submission of Utilisation Certificates while it was less during 2012-13, 2015-16 and 2016-17.

The SSA, Rajya Mission attributed (October 2017) the reasons to delayed release of funds by the MHRD, release of funds at the end of the year mostly in March and lengthy construction period of Civil Works.

1.3.8.2 Retention of unspent balance of funds

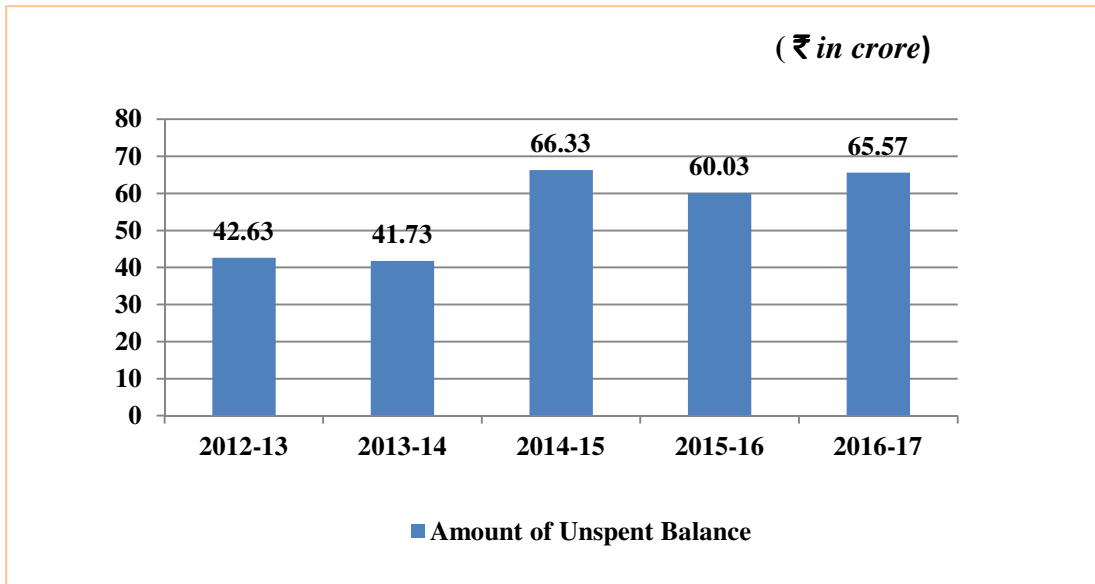
Scrutiny¹⁸ revealed that there was unspent balances of funds ranging from ₹ 41.73 crore to ₹ 66.33 crore (**Appendix-1.3.2**) were lying with the selected units covered in this PA (details in column 1 of **Appendix- 1.3.2**) at the close of the financial year during 2012-13 to 2016-17. Year-wise unspent balances of selected units are shown in **Chart 1.3.1**. Retention of unspent balances in the banks indicated weak internal control mechanism in the Department.

¹⁶ Net effect: Difference between Advances given to different implementing agencies and Adjustment received from different implementing agencies against advances.

¹⁷ Notes: Fund position for the year 2016-17 as per reported figures.

¹⁸ Cash Book, Bank Statement, Receipts & Payment Account of SSA-Rajya Mission, SCERT, selected District Project Coordinators, 18 Block Project Coordinators (including 7 Joint Block Project Coordinators), two DIETs, 11 BRCs and 90 selected schools under twelve blocks of the selected Districts.

Chart 1.3.1: Unspent balance of SSA-RTE Act, 2009 funds in the selected units



Source: Selected Units

Moreover, the closing balance in the selected units was much higher than the overall closing balance of the State in each of the year from 2012-13 to 2016-17 (**Table 1.3.9** for the State figure). This indicated that the expenditure shown at the State level were not reflective of the actual expenditure in the units.

In reply, the Department stated (November 2017) that appropriate action would be taken by the SSA, Rajya Mission in this regard.

1.3.8.3 Pending Utilisation Certificate

Para 9.11.6 of the SSA Framework for Implementation provided that Utilisation Certificates on utilisation of advances by the district units to the State should be submitted as and when the funds were utilised but before the release of the next instalment.

Scrutiny of the Accounts of the SSA, Rajya Mission, Tripura revealed that Utilisation Certificates were pending against advances made during 2012-13 to 2016-17 ranging from ₹ 35.69 crore to ₹ 87.71 crore (**Appendix-1.3.3**). The status of pendency of submission of Utilisation Certificates against advances made had increased in 2013-14 and 2014-15 as compared to 2012-13. The status of pendency of submission of Utilisation Certificates had decreased in 2015-16 though it again increased in 2016-17.

In reply, the Department stated (November 2017) that quantum of funds advanced to district and block levels during the last quarter especially in the month of March remained unutilised at the end of financial year in respect of some components of funds. Such funds were utilised in the following year. However, no supporting documents were furnished to Audit.

1.3.8.4 Idle expenditure of ₹ 59.33 lakh under Computer Aided Learning Programme of SSA

The PAB sanctioned ₹ 1.85 crore during 2011-12 for Computer Aided Learning (CAL) programme. Out of the ₹ 1.85 crore, the SSA, Rajya Mission procured 160 computer sets for ₹ 59.33 lakh (including ₹ 5.82 lakh for 5 years Annual Maintenance Contract). These were distributed to five Block Resource Centres (BRCs) and three Urban Resource Centres (URCs) in May 2013.

From records made available to audit, it was seen that no computer faculty was engaged in CAL Labs. No Computer training was also conducted by the BRCs/URCs except for training of one batch in Gournagar BRC under North Tripura District. Out of 160 computers, 73 were being used in the office of the IS/DEO/URC/BRC/Schools, etc. and 87 were lying idle with six CAL Labs of the six BRCs/URCs since March 2013. 36 of the 160 computers were non-functional as of March 2017.



Photograph 1.3.3: CAL Lab at Gournagar BRC under North Tripura



Photograph 1.3.4: CAL Lab at Kadamtala BRC under North Tripura

It was evident that the computers were not being used for the purpose for which they were procured.

The Department stated (November 2017) that all the computers would be immediately brought back to the district CAL Labs.

1.3.8.5 Un-distributed free text books

According to Para 4.3.6.1 SSA Framework for Implementation, the States were to prepare textbooks based on the National Curriculum Framework, 2005. SSA was required to support provision for free textbooks to all children in Government/Local Body and Government aided schools, including the Madrasas desirous of introducing the State curriculum.

In the SCERT and nine BPCs/JBPCs out of 18 BPCs/JBPCs under the 12 blocks in the three selected districts covered in this PA, 5,71,596¹⁹ free elementary education

¹⁹ As per information furnished by the SCERT, selected BPCs and Joint BPCs

text books remained undistributed during the period 2012-13 to 2016-17 (**Appendix-1.3.4**). Stockpiling of books ranged from 38,992 to 2,15,989 in individual years.

From **Appendix 1.3.4** it is evident that the SSA, Rajya Mission failed to assess the actual requirement of free textbooks during the period from 2012-13 to 2016-17 due to which 5,71,596 books remained undistributed.

The Department stated (November 2017) that from 2017-18, the SSA, Rajya Mission had taken vigorous steps to stop the practice of submitting overestimated requirement of text books by schools.



Photograph 1.3.5: Un-distributed free textbooks in Inspectorate of Schools (TTAADC), Khumulwng, under West Tripura



Photograph 1.3.6: Undistributed free textbooks in Inspectorate of Schools, Mohanpur, under West Tripura

1.3.8.6 Non-preparation of receipts and expenditure accounts

Section 21(2) of RTE Act, 2009 inter alia stipulates that the SMC shall monitor the utilisation of the grants received from the appropriate Government or local authority or any other sources. Further, Rule 3(4)(j) of RTE Rules (Tripura) 2011, also stipulates that the SMC may constitute smaller working groups from amongst its members to prepare annual account of receipts and expenditure of the school.

Scrutiny of information received from 90 schools covered under this PA revealed that, the SMCs had not prepared the annual receipts and expenditure accounts in 88 schools (98 *per cent*) in the three districts covered by this PA during 2012-13 to 2016-17. Due to non-preparation of annual receipt and expenditure accounts of these schools, the actual position of annual receipt of funds and expenditure thereof in the schools could not be ascertained in audit.

The Department stated (November 2017) that all the SMCs had been strictly instructed to maintain the ledger books showing receipt and expenditure accounts.

1.3.9 Supervision, monitoring and evaluation

1.3.9.1 Monitoring

Para 7.11.1(iii) of SSA Framework for Implementation stipulates for monitoring mechanism at the State level which inter alia includes State level quarterly review

meetings with State coordinators of important functional areas including financial management. Further, MHRD's Memorandum dated 28th September 2013 stipulates that State level, District level and Block level monitoring committee should meet at least once in a quarter.

As per the records of the Department made available to audit, it was noticed that the required number of meetings were not adhered to at each level:

- a) The State Advisory Council and the Executive Committee of SSA had conducted four meetings each during 2012-13 to 2016-17 against the required 20 meetings for the five years period. The State Level General Body had also conducted 05 meetings against the required 20 meetings for the period 2012-13 to 2016-17. Thus, there was shortfall in number of meetings conducted.
- b) At the district level, District Level Monitoring Committee of South Tripura had not conducted any meeting during the period. Dhalai and West Tripura had conducted six and four meetings respectively against target of 20 meetings during 2012-13 to 2016-17. Thus, shortfall of holding meetings ranged between 70 *per cent* and 100 *per cent* in Dhalai, South and West Tripura District.
- c) At the block level, shortfall in block level monitoring meetings ranged between 35 *per cent* and 100 *per cent*. In fact, Block Level Monitoring Committee had not even been constituted in six of the blocks²⁰. Further, records regarding formation of Block Level Monitoring Committee in seven blocks²¹ were not produced to audit.

As discussed above, there was shortfall in holding of meetings at all the three levels during the audit period. This indicated that the implementation of the RTE Act, 2009 was not monitored adequately.

1.3.9.2 Non-maintenance of complaint register

Section 32 of RTE Act, 2009 and Para 8.2 of SSA Framework for Implementation of stipulates for ensuring a well defined mechanism for grievance redressal involving a system of registering, investigating and responding within a well appointed time frame for violation of children's right under the RTE Act, 2009.

As per information furnished by the 90 selected schools covered under this PA, it was noticed that 61 out of the 90 schools had not even maintained the basic document, *i.e.* Complaint Registers relating to grievances related to children's rights as stipulated.

The absence or non-maintenance of Complaint Register indicated that there was no mechanism to address the grievances of children as well as parents.

²⁰ 1. AMC, 2. Mohanpur (Lefunga), 3. Old Agartala, 4. Mandwai, 5. Watloktwithu under West Tripura and 6. Ambassa (TTAADC) under Dhalai District

²¹ 1. Gandacherra, 2. Ambassa (TTAADC), 3. Ambassa (State) under Dhalai, 4. Belonia MC, 5. Rajnagar, 6. Rupaichari and 7. Bokafa (TTAADC)

1.3.9.3 Shortfall of SMC meetings

Rule 3(3) of RTE (Rules) Tripura, 2011 stipulated that the School Management Committee (SMC) shall meet at least once in two months and the minutes and decisions of the meeting shall be properly recorded and made available to the public.

Scrutiny of information furnished by the 90 schools covered under this PA revealed that the SMC meetings were not held during 2012-13 to 2016-17 as required and the shortfall ranged between 17 and 75 *per cent*. Details of SMC meetings held and shortfall there against is given in **Table 1.3.10**.

Table 1.3.10: Shortfall of SMC meetings during 2012-13 to 2016-17

Year	No. of meetings required to be held	Total number of schools	Total number of meeting to be held in 90 schools	Actual number of meetings held	Shortfall	Percentage of shortfall
1	2	3	4 (2X3)	5	6 (4-5)	7
2012-13	06	90	540	133	407	75
2013-14	06	90	540	191	349	65
2014-15	06	90	540	385	155	29
2015-16	06	90	540	447	93	17
2016-17	06	90	540	386	154	29

Shortfall in the number of SMC meetings indicated that the implementation of RTE Act, 2009 was not being monitored adequately and evaluated on a regular basis.

The Department stated (November 2017) that meetings of SMCs could not be held regularly at the desired level due to lack of awareness of the community with regard to importance of SMC meetings. The Department further added that emphasis had been given on holding SMC meetings regularly in all schools.

1.3.9.4 Non-availability of Child Helpline

Rule 18(1) of “The Right of Children to Free and Compulsory Education Rules (Tripura) 2011” required the State Commission for Protection of Child Rights or Right to Education Protection Authority (REPA), as the case may be, to set up a child help line, accessible by SMS, telephone and letter which would act as the forum for aggrieved child/guardian to register complaints regarding violation of rights under RTE Act, 2009.

It was seen that as of March 2017, the Department had not set up such child helpline in the State.

The Department stated (November 2017) that the Director of Social Welfare & Social Education Department would be requested to launch one helpline for recording the complaints with regard to protection of child rights.

1.3.10 Good Practices

Quality centric education to facilitate learning and thinking for all round personality development of students in a conducive atmosphere was attempted in some of the schools. Few of the instances are shown in **Photographs 1.3.7 to 1.3.9**.



Photograph 1.3.7: Garden of Nehal Chandranagar High School under Sepahijala



Photograph 1.3.8: Teaching Learning Material (TLM) Park in Nutannagar Girls HS School under West Tripura



Photograph 1.3.9: Kitchen garden of Salema Class-XII School under Dhalai District

1.3.11 Conclusion

One of the major achievement of the State in implementation of RTE Act, 2009 had been improvement in retention rate of students in school and decline in dropout rate. However, lack of a comprehensive approach in its execution had resulted in many areas remaining unaddressed. As a result, issues of quality remained a major area of concern. The status of training of teachers was poor with only 15.86 *per cent* of its teachers at primary level and 17.29 *per cent* at upper primary level could be trained. Inadequate infrastructure in the schools had acted as a constraining factor in ensuring an atmosphere conducive for imparting education.

Due to improper planning and delay in implementation of the programme, huge amount of funds remained unspent at the end of every year.

Monitoring was poor. Review meetings of monitoring committee were inadequate at every level on implementation of RTE Act, 2009. Shortfall in SMC meetings at the school level were indicators of the lack of internal control even at the individual school level resulting in poor implementation or non implementation of provisions of the Act.

1.3.12 Recommendations

- A participatory approach should be followed in preparation of Annual Works Plan and Budget to ensure the basic needs at grass root level;
- Training infrastructure for teachers needs to be strengthened to ensure effective and adequate training for teachers;
- Basic infrastructure need to be developed in all the schools across the State;
- Supervision, monitoring and evaluation should be strengthened to achieve the desired outcomes.