



SUPREME AUDIT INSTITUTION OF INDIA  
लोकहितार्थं सत्यनिष्ठा  
Dedicated to Truth in Public Interest

**Report of the  
Comptroller and Auditor General of India  
on  
Functioning of Primary Educational  
Institutions in Karnataka**



**Government of Karnataka  
Report No. 06 of the Year 2024  
Performance Audit - Civil**

**Report of the Comptroller and Auditor  
General of India  
on  
Functioning of Primary Educational  
Institutions in Karnataka**

**Government of Karnataka  
Report No. 06 of the year 2024  
Performance Audit - Civil**



## Table of Contents

Paragraph	Contents	Page Number
	<b>Preface</b>	v
	<b>Executive Summary</b>	vii
<b>Chapter I</b>	<b>Introduction</b>	
1.1	Primary Education	1
1.2	Organisation set up of Department of Primary Education	1
1.3	Audit Objectives	1
1.4	Acknowledgement	3
1.5	Organisation of audit findings	3
<b>Chapter II</b>	<b>Goals, Vision, Policies and Planning</b>	
2.1	Sustainable Development Goal (SDG) 4 on education	5
2.2	Status of Karnataka in SDG performance	6
2.3	Key Performance Indicators in Vision 2030	7
2.4	Non-Utilisation of SATS for tracking students	10
2.5	Data collection for monitoring SDG 4 indicators	12
2.6	The investment gap for attaining SDG	13
2.7	Implementation of National Education Policy 2020	16
2.8	Planning	18
<b>Chapter III</b>	<b>Access and Equity Interventions</b>	
3.1	Primary education institutions and enrolment	23
3.2	Enrolment trends in schools under different management	24
3.3	Sources of Funds for Interventions	25
3.4	Samagra Shiksha Abhiyan Funds for primary education	26
3.5	Data of children not prepared periodically	26
3.6	Availability of Schools for habitations	27
3.7	Consolidation of Schools to tackle low enrolment and efficient use of resources	31
3.8	Out-of-school Children	33
3.9	Transportation Allowance	37
3.10	Improving the infrastructure for schools	38
3.11	Equity Interventions	47
3.12	Inclusive education for Children With Special Needs (CWSN)	48
3.13	Utilisation of Funds for CWSN Interventions	52

<b>Paragraph</b>	<b>Contents</b>	<b>Page Number</b>
<b>Chapter IV</b>	<b>Teachers and Technology interventions</b>	
4.1	Teacher availability and overall Pupil Teacher Ratio	57
4.2	Pupil Teacher Ratio in primary schools managed by Department of Education	58
4.3	Non-compliance with RTE norms in respect of number of teachers	59
4.4	Teacher Vacancy	61
4.5	Availability of Head Teachers	62
4.6	Availability of subject teachers	63
4.7	Availability of medium appropriate teachers	64
4.8	Imbalances in teacher deployment and teacher rationalization	64
4.9	Teaching multiple grades in single classroom	65
4.10	Recruitment of primary teachers	66
4.11	Performance evaluation of teachers	67
4.12	National Education Policy (NEP) recommendations on teachers	67
4.13	Curricular innovations to support learning outcomes	68
4.14	Use of technology to support learning	70
<b>Chapter V</b>	<b>Quality Interventions and Outcome Assessment</b>	
5.1	Performance Grading Index	73
5.2	Annual Survey of Education and Research	74
5.3	Holistic Report Cards for Students	75
5.4	Preparing students for Programme for International Student Assessment (PISA)	75
5.5	Assessment of learning outcomes	76
5.6	Survey of students during Audit	77
<b>Chapter VI</b>	<b>Regulatory Interventions</b>	
6.1	Establishment of State School Standard Authority	79
6.2	Non-constitution of the State Educational Advisory Council	79
6.3	Accreditation by KSQAAC	80
6.4	Grading of schools	80
6.5	Registration, recognition and renewal of recognition	81
6.6	Schools run by the Government Departments kept outside the renewal, recognition procedures	82
6.7	School Safety Guidelines not implemented	83
6.8	Regulation of online schools	86

<b>Paragraph</b>	<b>Contents</b>	<b>Page Number</b>
6.9	Regulation of fees charged by the private unaided institutions	87
<b>Chapter VII</b>	<b>Monitoring and Evaluation</b>	
7.1	Evaluation	89
7.2	Inspection of schools	89
7.3	Monitoring the Land Assets of Government schools	90
7.4	Social Audit	90
7.5	Internal Audit	90
7.6	Review by the Governing council and Executive Committee	91

**List of Appendices**

<b>Appendix Number</b>	<b>Details</b>	<b>Page Number</b>
1.1	List of sampled schools	93
2.1	Details of district-wise Net Enrolment Rate for the year 2021-22	97
2.2	Details of district wise dropout rate for the year 2021-22	99
2.3	Data on Sustainable Development Goals Indicators	101
3.1	Details of district wise management wise number of schools	105
3.2	Details of district wise total habitations during the year 2020-21	107
3.3 (a)	Photographs showing the distance between habitations to the nearest school	108
3.3 (b)	Photographs showing the schools within 500 m diameter	109
3.4	Details of year wise and district wise fund allocation for OOSC	110
3.5	Details of district wise habitations and release of transport allowance	112
3.6	Details of selected district wise number of children identified and provided with transport allowance	113
3.7	Details of district wise schools without electricity connectivity	114
3.8	Details of category wise CWSN and appropriate interventions	115
4.1	Details of district wise Pupil- Teacher Ratio (PTR) in schools managed by Department of Education during 2021-22	117
4.2	District wise teachers' sanctioned strength and vacancy	118
4.3	Details of district wise/medium wise number of schools	119
5.1	Domains, indicators and benchmarks for assessment of Performance Grade Index	120
5.2	Performance of Grade 4 students in 128 sampled schools	122
5.3	Performance of Grade 7 students in 128 sampled schools	123
6.1	Details of excess reimbursement of RTE fee in respect of RTE students	124
6.2	Details of excess fee collected from non-RTE students	125

## Preface

1. This Report of the Comptroller and Auditor General of India for the year ended 31 March 2022 has been prepared for submission to the Governor of Karnataka under Article 151 (2) of the Constitution to be tabled in the State Legislature.
2. The Report contains significant results of the Performance Audit on 'Functioning of Primary Educational Institutions in Karnataka' covering the period 2017-22.
3. The instances mentioned in the Report are those, which came to the notice during the Performance Audit conducted during July 2022 to January 2023. Matters relating to the period outside the audit period have also been reported in places where they are found necessary.
4. The Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.
5. Audit wishes to acknowledge the cooperation received from the Department of School Education and Literacy at each stage of the Audit process.



## EXECUTIVE SUMMARY

### Why CAG did this Audit

Primary education provides the foundation for all learning. The Constitution of India and the Right to Education (RTE) Act 2009 declares primary education as a fundamental right of every child between the ages of 6 and 14 years in India. Similarly, the Sustainable Development Goals adopted by the United Nations, views primary education as a fundamental human right that should be available to all children. The National Education Policy 2020 approved by the Government assimilates the goals of SDG 4 emphasizes the importance of providing education that is relevant to the needs of the 21st century.

During the period 2017-22, State Government spent ₹69,070 crore towards primary education. The Performance Audit was undertaken to assess whether the State was able to provide access to primary education to all children, whether equity in learning opportunities by way of providing learning opportunities to disadvantaged groups was ensured and whether interventions by the State government had enhanced the quality of learning at the primary level.

### Major Audit Findings

The State achieved significant improvement in the primary education sector and is among the front runners towards achieving Goal 4 of Sustainable Development Goals (SDG). However, the Department was yet to demonstrate its preparedness for achieving the quality indicators of SDGs as student completion rate, proportion of children prepared for the future *etc.*, were not periodically assessed. The Department did not have reliable data on child population in the State impacting the computation of education indicators.

The Department did not prepare a perspective plan during the period 2017-18 to 2021-22. The preparation of the Annual Work Plans was delayed every year.

The State was yet to systematically identify the habitations not having access to schooling facilities and notify them. In the absence of this basic data on school access, the children eligible for transportation allowance could not be determined leaving scope for denial of children their rightful allowances. Geo-spatial analysis by the Karnataka State Remote Sensing showed that out of 4,87,929 habitations in the State, 1,32,924 habitations did not have lower primary schools within one kilometre and 10,278 habitations were not having an upper primary school within the norm of three kilometres.

Schools with dilapidated classrooms, poorly maintained toilets *etc.*, are prevalent. The efforts in identifying enrolling and supporting the out-of-school children, children of migrant families, children with special needs *etc.* were inadequate.

Though overall Pupil Teacher Ratio in the State was sufficient, the Department could not ensure availability of adequate subject specific teachers and medium appropriate teachers in several schools. There were imbalances in teacher

deployment across educational districts and blocks and redeployment of the excess teachers to schools with teacher deficiencies were not undertaken.

The learning assessment undertaken by Audit in collaboration with Karnataka School Quality Assessment and Accreditation Council (KSQAAC) showed insufficient levels of achievement.

Several private schools in the State were under provisional recognition of one year and the provisional recognition is renewed every year without ensuring compliance to the stipulated conditions of recognition such as availability of building safety and fire safety certificates *etc.* The schools run by the Government Departments were not subjected to the regulatory process that were applied to the private schools and as a result, there was no systematic assessment of the infrastructure and teaching facilities available in the government schools.

Non-enforcement of the directions of the High Court regarding reduction in school fee during the Covid-19 period resulted in collection of fees beyond the prescribed limits by the unaided schools.

The school inspections were not undertaken as planned and the Social Audit was not conducted during 2017-22.

### **What CAG recommends**

**Recommendation 1:** *The State Government should consider the disparities in net enrolment ratio in various geographical regions and sections of the population and specific interventions appropriate to the region or section of the population should be implemented to realise the goal of universal enrolment.*

**Recommendation 2:** *The State Government should strengthen the monitoring of the attendance of children during the academic year as well as their progression to next grade in the subsequent academic year through Student Achievement Tracking System to identify the dropouts and tracking of students through SATS should be an ongoing exercise till their completion of education.*

**Recommendation 3:** *The State Government should ensure the adherence to bottom-up and participatory approach while formulating the plans.*

**Recommendation 4:** *The State Government should ensure the identification of out-of-school children, ensure their enrolment into schools and track their continuation and completion with the help of Student Achievement Tracking System.*

**Recommendation 5:** *The State Government should initiate action to ensure that children with special needs are identified, enrolled, and provided with necessary infrastructure, for enabling them to develop their capabilities.*

**Recommendation 6:** *The State Government should initiate action to ensure that deployment of teachers in schools is rationalised which would ensure the availability of adequate number of teachers in every school as envisaged in the NEP 2020.*

**Recommendation 7:** *The State Government should periodically evaluate the performance of teachers and initiate action to improve the quality in teaching*

*besides taking appropriate measures to adopt the ICT for teaching learning purposes.*

**Recommendation 8:** *The State Government should take steps to ensure continuous and comprehensive assessment of data on learning outcomes besides periodical analysis to identify areas for improvement.*

**Recommendation 9:** *The Achievement Surveys and assessments conducted should be followed up with an analysis of the performance deficiencies and should be used as an input to improve teaching learning methods, revision of curriculum and conduct of remedial teaching.*

**Recommendation 10:** *The State Government should ensure that the safety guidelines are followed by all the schools and fix responsibility on the concerned officials who are responsible for ensuring schools safety.*

**Recommendation 11:** *The State Government should universally apply the regulatory norms to ensure that Government run schools in the State operate with quality teaching and better infrastructure.*

**Recommendation 12:** *The Department should collect adequate information to ensure that the private unaided schools comply with the requirements of Section 48 of the Karnataka Education Act, while collecting fee and donations from the children.*

**Recommendation 13:** *The State Government should ensure periodical inspections to monitor the quality of learning environment provided by the schools.*

**Recommendation 14:** *The State Government should ensure the conduct of social audit of various interventions to promote transparency in their implementation.*



# **Chapter I**

## **Introduction**



## CHAPTER I

### INTRODUCTION

#### 1.1 Primary Education

Primary education is the backbone of the entire education system. The 86<sup>th</sup> Constitutional Amendment in 2002 inserted Article 21A which made the primary education<sup>1</sup> a fundamental right of all children in the age group of 6-14 years. The Article 21A provides that “*the State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine*”. Following this, the Right of Children to Free and Compulsory Education Act was passed by Parliament in the year 2009 to enable the implementation of the fundamental right. The Act made it obligatory on the part of the State Governments and Local Bodies to ensure that every child gets education in a school in the neighborhood.

The educational activity in the State is governed in accordance with the provisions of the Karnataka Education Act 1983 and educational programmes implemented by the State through the Department of School Education. Besides the State Government, Union Government also support the development of the primary education through its flagship programme ‘Samagra Shiksha Scheme<sup>2</sup>’.

#### 1.2 Organisation set up of Department of Primary Education

Department of School Education and Literacy headed by the Principal Secretary has the overall administrative control over the school education in the State. The Principal Secretary is assisted by the Commissioner for Public Instruction and the State Project Director Samagra Shikshana Karnataka, Director Primary Education, Director State Education Research and Training, Executive Director Karnataka School Quality Assessment and Accreditation Council and Managing Director Karnataka Text Book Society, Additional Commissioners at Regional level, Deputy Directors of Public Instruction at 34 Educational districts and Block Educational Officers, Block Resource Centres at Block level and Cluster Resource Centres at the Cluster level.

#### 1.3 Audit Objectives

##### 1.3.1 Audit objectives

The Performance Audit was conducted to assess whether the State:

- was able to provide access to primary education for all children.
- provided equitable learning opportunities to girl child, children with special needs and other disadvantaged groups.
- undertook activities/interventions to improve the quality of learning at all levels.

---

<sup>1</sup> Primary education, also called elementary education, is the first stage of education from grade 1 to grade 8. The grade 1 to 5 is also referred to as lower primary and 6 to 8 as upper primary level.

<sup>2</sup> This scheme subsumes the three erstwhile Schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Teacher Education (TE).

### **1.3.2 Audit criteria**

The primary audit criteria for the performance audit were derived from:

- Karnataka Education Act 1983
- Article 21A and Right of Children to Free and Compulsory Education Act 2009 (RTE Act)
- Karnataka Right of Children to Free and Compulsory Education Rules, 2012 (KRTE Rules)
- Framework for Implementation of Samagra Shiksha Scheme
- National Education Policy 2020
- Sustainable Development Goals and Vision 2030 of Karnataka

### **1.3.3 Audit scope and methodology**

The Performance Audit (PA), covering the activities of the primary education institutions for the period 2017-18 to 2021-22, was conducted during July 2022 to January 2023 through test-check of records at the Department of Education and other Apex level institutions<sup>3</sup>, eight sampled districts<sup>4</sup>, 16 Block Education Offices and 128 schools under the Department of Education. The list of institutions is given in **Appendix 1.1**.

An entry conference was held on 01 July 2022 with the Principal Secretary to Government, School Education and Literacy Department to discuss the audit objectives, scope and methodology.

Audit approached the Bangalore City University (BCU) for their inputs on important issues surrounding the primary education system in Karnataka. The University brought together more than 25 eminent academicians, educationists, teachers, researchers, administrators, government servants and members of the non-government organisations to research and deliberate on five<sup>5</sup> identified subjects. A symposium was organised jointly by the University and the Audit (23 February 2023) to synthesise the inputs of these experts into a document. The University prepared a detailed report in association with the Audit analysing the issues and suggesting the possible solutions for addressing them. The findings of the study report are brought out at appropriate places in this Report.

The audit findings were communicated to the State Government (May 2023) and their replies were received. An exit conference was also conducted on 24 March 2023 with the Government to discuss the audit findings. The response of the Government and their comments in the exit conference have been considered in this Report.

---

<sup>3</sup> Commissioner for Public Instruction, State Project Director, Samagra Shikshana Karnataka, Directorate of State Education Research and Training, Karnataka Textbook Society, Karnataka School Quality Assurance and Assessment Council.

<sup>4</sup> Bengaluru Rural, Shivamogga, Raichur, Vijayanagara, Bagalakote, Sirsi, Chamarajanagar and Mysuru.

<sup>5</sup> 1. Addressing teacher shortages in Government schools 2. Use of Information and Communications Technology education in the primary sector 3. Assessing the language skills of the learners at elementary level 4. Strengthening school leadership 5. Regulating online schooling.

## **1.4 Acknowledgement**

Audit acknowledges the co-operation and assistance extended by the Department of Education, offices of Commissioner for Public Instruction, State Project Director, Samagra Shikshana Karnataka, Department of State Education Research and Training, Karnataka Textbook Society, Karnataka School Quality Assessment and Accreditation Council and the implementing offices at various levels in conducting the Performance Audit. Audit acknowledges the co-operation extended by the Bangalore City University for eliciting expert opinion and organising a symposium on various contemporary issues in primary education sector. Audit also acknowledges the support of the Karnataka State Remote Sensing Application Centre in undertaking a geo-spatial analysis of the school facilities in the State.

## **1.5 Organisation of audit findings**

The findings of the PA are discussed in the following chapters.

Chapter 2	Goals, Vision, Policies and Planning
Chapter 3	Access and Equity Interventions
Chapter 4	Teachers and Technology Interventions
Chapter 5	Quality Interventions and Outcome Assessment
Chapter 6	Regulatory Interventions
Chapter 7	Monitoring and Evaluation



# **Chapter II**

## **Goals, Vision, Policies and Planning**



## CHAPTER II

### Goals, Vision, Policies and Planning

The State achieved significant improvement in the primary education sector and is among the front runners towards achieving the Goal 4 of Sustainable Development Goals (SDG). There were steady improvements in the access and equity indicators during the period 2017-18 to 2021-22. However, the Department was yet to demonstrate its progress on the quality indicators of SDGs as student completion rate, proportion of children prepared for the future by attaining the minimum proficiency levels *etc.*, were not periodically assessed. The mid-term targets for the year 2022 envisaged in the Vision document 2030 were yet to be achieved. The State Government was yet to fully operationalise the National Education Policy 2020 as measures such as revision of curriculum, strengthening of pre-primary education, establishment of school complexes *etc.*, were yet to be implemented. The potential of the Student Achievement Tracking System for tracking student transition and achievement was yet to be fully utilised. The Department did not prepare a perspective plan during the period 2017-18 to 2021-22. The preparation of the Annual Work Plans was delayed every year.

#### 2.1 Sustainable Development Goal 4 on Education

The 2030 Agenda for Sustainable Development adopted by all United Nations Member States including India in 2015, sets out a transformative vision for development with 17 Goals and 169 associated targets. Recognizing the important role of education, the 2030 Agenda highlights education as a stand-alone goal under SDG 4 with 10 targets.

The targets of SDG 4 relevant to the primary education sector are depicted in the **Chart 2.1**.

**Chart 2.1: SDG 4 targets relevant for primary education**



## 2.2 Status of Karnataka in SDG performance

NITI Aayog in partnership with UN India developed (2018) the SDG India Index Baseline Report for States and UTs covering 13 SDGs<sup>6</sup>. In the overall SDG performance, during 2018, Karnataka stood at 3<sup>rd</sup> position in the category of performer with a score of 64. The State improved its score to 72 during the year 2022.

Under SDG 4 for Education, Karnataka is classified as a front runner. In the year 2018, Karnataka was ranked at 4<sup>th</sup> position with a score of 76, following Kerala, Himachal Pradesh, and Andhra Pradesh. However, for the year 2022, Karnataka stood at Rank 7 with a score of 64 after Kerala, Himachal Pradesh, Goa, Uttarakhand, Tamil Nadu, and Haryana.

<sup>6</sup> Out of 17 SDGs, 13 Goals were covered in the Report excluding the four Goals viz., Goal 12, 13, 14 and 17.

## 2.3 Key Performance Indicators in Vision 2030

The State Government developed (December 2020) a Vision Document 2030 towards achieving the targets of SDGs. The Document specified medium-term targets for the year 2022 in respect of the SDG 4 related indicators for enrolment and student achievement using different indicators. Status of the key performance indicators specified in Vision document in primary education sector are discussed in the following paragraphs:

### 2.3.1 Net Enrolment Ratio

The Net Enrolment Rate (NER) in primary education is the ratio of the number of children of official primary school age who are enrolled in primary education to the total population of children of official primary school age, expressed as a percentage. The Vision Document targeted to achieve 100 *per cent* NER for lower primary school age and 90 *per cent* for upper primary school age by 2022.

The overall position of the State in NER during the period 2017-18 to 2021-22 as per the estimates are shown in **Table 2.1** below:

**Table 2.1: Year-wise Net Enrolment Ratio (in *per cent*)**

Year	Lower Primary	Upper Primary	Primary
2017-18	94.45	80.35	89.17
2018-19	96.96	83.38	91.87
2019-20	96.72	85.33	92.46
2020-21	99.04	86.66	94.40
2021-22	99.16	87.55	94.81

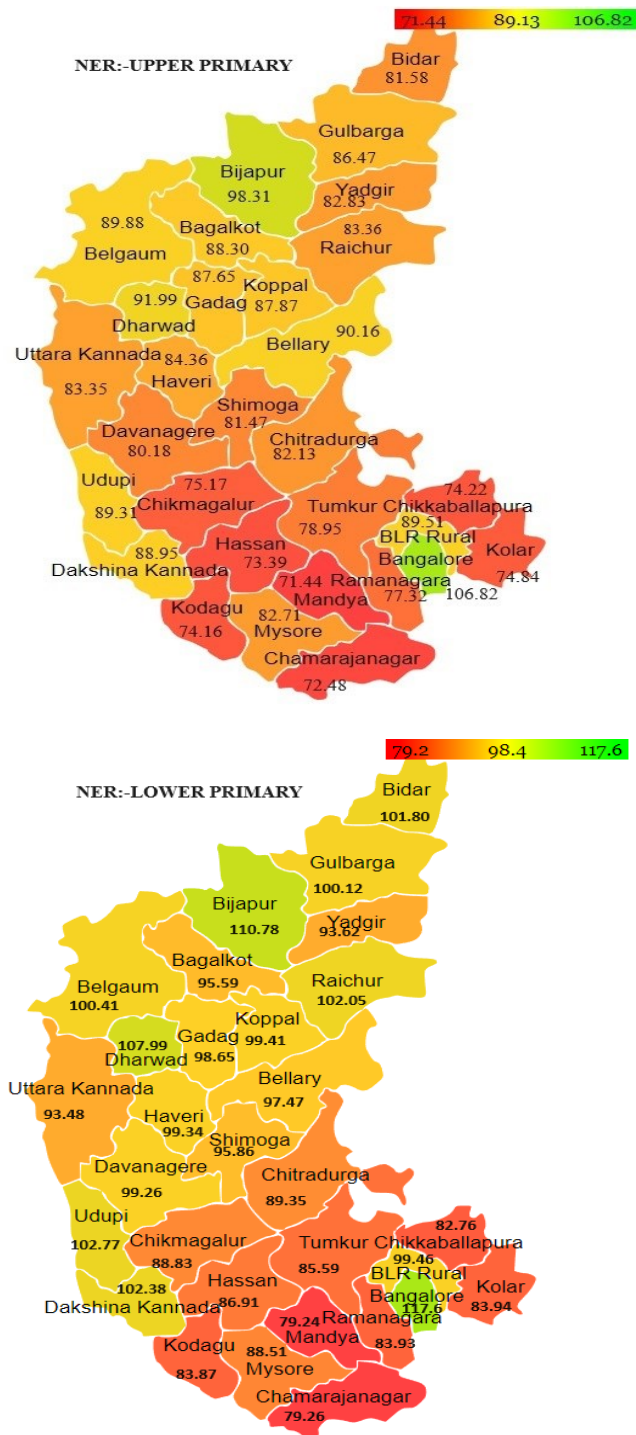
Source: Department of Education

NER in lower primary level was 94.45 *per cent* in 2017-18 with the target being 100 *per cent* by 2022. Out of the 34 Educational Districts, ten<sup>7</sup> Districts were having NER above 100 *per cent*,<sup>8</sup> nine districts were between 95-100 *per cent*; three districts were between 90-95 *per cent*; five districts were between 85-90 *per cent* and five districts between 80-85 *per cent* during 2021-22. Mandya and Chamarajnagar districts were having NER of less than 80 *per cent*. The district wise NER for the year 2021-22 is provided in **Appendix 2.1**. The NER is graphically depicted in the **Chart 2.2**.

<sup>7</sup> Belagavi, Bengaluru North, Bengaluru South, Bidar, Dakshina Kannada, Dharward, Kalaburagi, Raichur, Udupi, Vijayapura.

<sup>8</sup> Theoretically NER should not be more than 100 *per cent*. The Department attributed NER above 100 *per cent* to migration of children or estimation errors in the child population figures.

**Chart 2.2: Net Enrolment Ratio at primary level (upper and lower)-2021-22**



Source: Map created based on information furnished by the Department

NER in upper-primary level was 80.35 *per cent* in 2017-18 with the target being 100 *per cent* by 2022 and to maintain the same till 2030. NER in upper primary level was lesser compared to the NER in lower primary level which implies that there are students who are dropping out of the schools after primary level. At the upper primary level, NER was more than 100 in Bengaluru North and South

districts, between 90-100 in four districts, 80-90 in 19 districts and less than 80 in nine Districts.

Thus, target of the Vision document with respect to NER for lower primary and upper primary was not achieved. The Vision document had envisaged setting up of 1 to 12 stages schools at every Gram Panchayats (GP), providing roads and point-to-point transport to all satellite villages and habitations, seeking support from NGOs and wider community to track dropouts /missing children and bring them back to schools as a strategy to improve the NER. Audit observed that the setting up of 1 to 12 stage schools in 6,000 GPs was yet to be undertaken. Thus, non-implementation of the proposed strategies in the Vision document resulted in non-achievement of the NER target of 100 *per cent* by 2022. Not achieving the NER targets have the potential of aggravating the educational inequalities, as some children are excluded from the benefit of formal education which perpetuate social and economic disparities and adversely impact the efforts to create an inclusive society.

### 2.3.2 Dropout rate

The Annual Dropout rate for primary education measures the proportion of students enrolled in Grades 1 to 8, who dropout during the year without completing the school as a percentage of all students in grades 1 to 8. The Vision document 2030 targeted retention of 100 *per cent* at primary level by the year 2022 with zero dropping out. The overall position of Dropout rate at primary level during the period 2017-18 to 2021-22 is mentioned in the **Table 2.2**.

**Table 2.2: Year-wise Dropout rate**

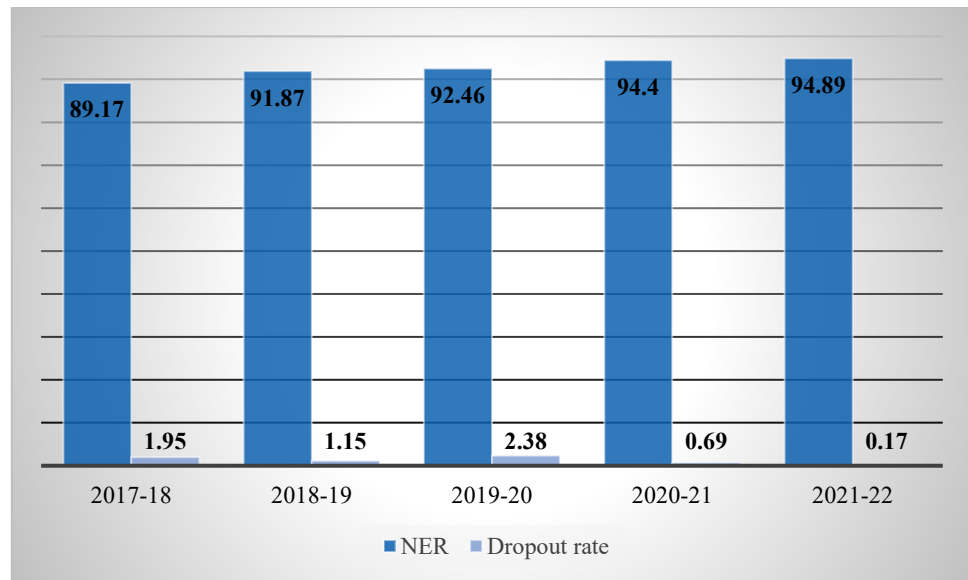
(in *per cent*)

Year	Lower Primary	Upper Primary	Primary
2017-18	1.62	2.56	1.95
2018-19	0.92	1.58	1.15
2019-20	2.04	2.98	2.38
2020-21	0.38	1.24	0.69
2021-22	0.09	0.49	0.17

Source: Department of Education

Thus, it could be seen from above table that the Dropout rate has improved over the years. The district-wise 'Dropout rate' for the year 2021-22 is provided in **Appendix 2.2**. The district wise data indicate that highest dropout rate was reported by the Bengaluru Urban South District (2.62 *per cent*) followed by Bagalkote (0.38 *per cent*). It was also observed that 24 educational districts reported zero Dropout rates during the year 2021-22. The progression of NER and Dropout rate for the year 2017-18 to 2021-22 in Karnataka is shown **Chart 2.3**.

**Chart 2.3:** Progression of NER and Dropout rate for the year 2017-18 to 2021-22 in Karnataka



Source: Information furnished by the Department

The drop-out rate decreased from 1.95 during 2017-18 to 0.17 during 2021-22. The net enrolment ratio also followed a progressive trend from 89.17 *per cent* to 94.89 *per cent*.

## 2.4 Non-Utilisation of SATS for tracking students

The Student Achievement Tracking System<sup>9</sup> (SATS) deployed by the Department during 2018, envisaged tracking of enrolment of all children of school going age, in Government, aided and unaided schools. A unique student ID is allotted for each student. The data from the SATS system would help prepare the primary school completion rate/retention rate. The SATS could be used to track the progression of children from one grade to another grade. Progression of a cohort of children could also be tracked. The Dropout/Completion rates of a cohort of students in various regions, socio-economic categories *etc.*, could be analysed. However, such an analysis was not undertaken to assess the student retention/completion rate using the SATS. Instead, the Department continued to rely on relatively unreliable estimates based on projected population to arrive at the student Dropout rates/completions rates.

At the instance of Audit, Department shared the data related to transition of a cohort of first Grade students enrolled during the year 2017-18 in the eight sampled Districts. Audit analysis of the data related to transition of a cohort of 2,17,407 first Grade students enrolled during the year 2017-18 showed that 9,213 students (4.2 *per cent*) were not traceable in the SATS after the

<sup>9</sup> The software application named 'Student Achievement Tracking System (SATS)', was implemented by the Department of Education with the objective of tracking of each child from enrolment stage to completion of education up to secondary education.

completion of four years *i.e.*, 2021-22 academic year. The district-wise details are shown below:

**Table 2.3: Details of Dropout rate in sampled districts**

Name of the sampled District	Cohort size	Number of children not traced after 4 years	Children dropout rate for 4-year period ( <i>per cent</i> )	Actual dropout rate during 2021-22 ( <i>per cent</i> )	Reported Dropout rate during 2021-22 ( <i>per cent</i> )
Bengaluru Rural	15,318	1,723	11.25	1.42	0
Mysuru	39,705	1,815	4.57	0.41	0
Raichur	44,338	2,004	4.52	0.49	0
Shivamogga	25,373	994	3.92	0.32	0
Ballari	30,088	1,016	3.38	0.48	0
Chamarajanagara	11,492	346	3.01	0.39	0
Bagalakote	40,221	1,126	2.80	0.41	0.21
Sirsi	10,872	189	1.74	0.22	0

Source: Analysis undertaken at the instance of Audit using SATS data

Out of eight selected Districts, seven districts reported zero dropout rate. Audit observed that these Dropout rates were computed by the Department based on gross enrolment figures and not by tracking the students using their student ID. Department had to undertake an analysis of a cohort of students enrolled in Grade 1 during 2017-18 and their retention status in the year 2021-22. The cohort analysis showed that in these selected Districts, dropout rate for the cohort ranged from 0.22 *per cent* to 1.42 *per cent*. This proves that dropout rate reported by the Department based on estimates was incorrect. A comprehensive analysis of the SATS data for all the Districts in the State and cohort of students of all grades is required to determine the actual Dropout of students. Such an analysis would reveal specific areas, regions, and segments of the population that are most affected by Dropouts. Though the relevant data was available in SATS, the Department did not utilise the database for tracking and identifying the dropouts.

Non-achievement of zero 'Dropout rate' reflects the inadequate efforts of the State in upholding the fundamental right of every child guaranteed under the constitution to have education. Denial of this fundamental right impacted not only the individual child but also has broader implications for society and its development.

Government replied (May 2023) that efforts aimed at increasing enrolment, monitoring attendance, and improving education outcomes for marginalised and disadvantaged children were undertaken. However, additional efforts are required to ensure that dropouts are tracked using the SATS database and their retention and mainstreaming as cohort analysis undertaken at the instance of Audit indicate existence of higher number of dropouts than reported by the Department.

## **2.5 Data collection for monitoring SDG 4 indicators**

Improving the data collection process on various educational indicators was important to assess the performance of the State on various SDG/Vision Document indicators. The data on the SDG indicators for the primary sector was not periodically computed and analysed. List of SDG 4 indicators is given in the **Appendix 2.3** and a few important indicators are discussed below:

### ***2.5.1 Proportion of children and young people achieving minimum proficiency***

The SDG indicator 4.1.1 aims to measure the percentage of children and young people who have achieved the minimum learning outcomes in reading and mathematics during or at the end of the relevant stages of education. Vision document 2030 envisaged achievement of minimum learning outcomes for 100 *per cent* of the students in Grades-3, 5 and 8 by the year 2022.

Thus, the State Government was to undertake student assessments to determine the percentage of children and young people achieving minimum proficiency levels in (i) reading and (ii) mathematics during primary education (Grade 3, 5 and 8). The Department, however, was not computing this indicator and as a result, the proficiency level achieved by children in various grades was not ascertainable. The absence of data on minimum proficiency levels affects the ability of the Department in ensuring essential skills in reading and mathematics for children.

The Government stated (May 2023) that, to achieve the broader goal of delivering quality education, strategies like the NIPUN Bharat Mission had been launched in the State. The reply, however, did not address the non-conduct of student assessments and non-computation of SDG indicator 4.1.1 by collecting and analysing the relevant data.

### ***2.5.2 Proportion of Children prepared for the future***

The SDG indicator 4.1.0, ‘proportion of children prepared for the future’ measures children not only completing school but also whether children meet the minimum proficiency levels in literacy and mathematics. Combining completion with learning enables to assess whether children are receiving a quality education. The indicator 4.1.0 is designed to draw the attention of policy makers to the level of learning of the students on their completion of primary education. The learning indicator would be 100 *per cent* if all children not only complete the primary education level but also learn and attain the minimum proficiency levels.

However, Audit observed that the Department was yet to measure the educational outcomes based on this indicator. The absence of a system of measuring SDG indicator 4.1.0 and resultant lack of understanding about the skill levels of children hamper timely interventions by the Department which ultimately deprive the children of appropriate academic support.

The Government replied (May 2023) that four formative assessments and two summative assessments were planned for the year to assess the learning outcomes. However, the reply was silent on non-computation of SDG indicator “proportion of children prepared for the future”.

## 2.6 The investment gap for attaining SDG

The Education 2030 Framework for action advocated Governments to allocate four to six *per cent* of their Gross State Domestic Product (GSDP) and/or 15-20 *per cent* of total public expenditure to education. Vision document 2030 also recognised the importance of monitoring the expenditure on education a proportion of GSDP. However, no targets were mentioned in the document specific to the primary education. The State Government spent around 12 *per cent* of its total expenditure<sup>10</sup> and less than two *per cent* of the GSDP on education. The share for the primary education in the State Budget is detailed in the **Table 2.4**.

**Table 2.4: Year-wise share of primary education expenditure in total expenditure**

(₹ in crore)

Year	Revised Budget Allocation of primary Education	Expenditure of primary Education	Total Expenditure of Karnataka Government	Percentage of Expenditure towards primary Education	Total Expenditure on Education	GSDP	Percentage of education expenditure against GSDP
2016-17	10,429.68	10,297.05	1,60,071.18	6.43	19,794.51	12,08,000	1.64
2017-18	9,435.69	11,279.25	1,73,149.08	6.51	20,934.00	13,33,000	1.57
2018-19	14,673.32	12,689.53	1,98,959.17	6.38	23,100.24	14,76,000	1.57
2019-20	15,489.31	14,114.95	2,09,786.84	6.73	26,205.36	16,15,000	1.62
2020-21	14,688.20	13,795.79	2,21,459.96	6.23	24,008.83	17,31,000	1.39
2021-22	16,181.54	17,190.29	2,57,302.39	6.68	28,858.04	20,49,000	1.41

Source: Budget volumes of respective years and Department of Education

From above table, it could be seen that the percentage of expenditure towards primary education as against the total expenditure of the State Government ranged from 6.23 to 6.73 *per cent*. Insufficient allocation of funds lead to deterioration of the quality of education and impact the long-term socio-economic development of the State.

Government (May 2023) accepted the audit observation.

### 2.6.1 Annual Work Plan & Budget not aligned with SDG priorities

Sustainable Development Goals Agenda recognise that SDG targets and means of implementation are indivisible and interlinked. Budgeting for SDGs significantly contributes to effective integration of SDGs in Government policy and programme implementation. Goals under SDG should be integrated with budgets by mapping budget allocations against SDGs; including a narrative in the budget document to broadly explain how budget corresponds to SDGs;

<sup>10</sup> The expenditure excluding loans and advances.

using SDG achievements to evaluate budget outcomes and by using SDGs as a tool to rationalise resource allocation and decide financing priorities.

Audit observed that the Annual Works Plans and Budget of the Samagra Shiksha Scheme did not have references to SDG targets. Thus, the potential of the SDG indicators, to drive data-driven decision making at the senior management level and to identify areas for improvement was not utilised by the Department. The absence of references to SDGs in the Department's Budgets hampers the alignment of allocations with sustainable development goals making it difficult to track progress in achieving the SDGs in the education sector.

The Government stated (May 2023) that there is a mention in the executive summary of the Annual Plans about achieving 100 *per cent* Gross Enrolment Ratio (GER) for all children by 2030. However, Audit is of the view that, besides GER, specifying other SDG targets, in measurable terms in a disaggregated manner across geographical/disadvantaged groups for the respective plan year, would facilitate integration of the budgets with the SDG targets.

### ***2.6.2 Strategies for mobilising additional resources not outlined***

The Vision Document 2030 estimates a gap of ₹14,527.91 crore (Primary and Secondary Education) for implementing the programmes. Identifying additional sources of funding for bridging the gaps was essential to gain an assurance that the State would be able to achieve the SDG 4 Goal by 2030.

Audit observed that no strategies were devised and implemented by the Department to mobilise the additional resource requirements for bridging the estimated gaps in public sector funding. The absence of a diversified resource mobilisation strategy hinders the State's ability to achieve its education goals and SDG-4 targets by 2030. Without alternative sources of funding and additional resources, the schools would face fund constraints which lead to insufficient infrastructure, poor maintenance which ultimately impact the provision of quality of education.

Government replied (May 2023) that many activities which were planned and approved by the Project Approval Board were not taken up due to paucity of funds and Department had taken the assistance of NGOs in respect of some schools.

However, the identifying financial resources was an integral part of attaining the SDGs and Audit is of the view that it is important to prepare well-structured strategies for mobilizing additional resources from the private sector to bridge funding gaps. A replicable best practice that could be adopted for improving school facilities is outlined below:

### **BEST PRACTICE IN USING CORPORATE SOCIAL RESPONSIBILITY FUNDS BY THE BENGALURU RURAL DISTRICT**

During 2018-19, the Deputy Director for Public Instruction (DDPI) Bengaluru Rural District approached AJAX Engineering Private Limited, for developing and revamping the Government Upper Primary School, Bashettihalli located at Doddaballapura, Bengaluru Rural District with a view to ensure quality education to children in the locality. The project was initiated during 2018-19 at a cost of ₹8.00 crore and completed during the year 2020-21.

The new school premises and three-storied building established under the Project consisted of 24 spacious classrooms, a well-appointed administrative office with a cabin for the headmaster, a separate staff room for teachers on each floor. The school maintains a student teacher ratio of 1:31 with 27 teachers. Purified drinking water is made available on all floors. Each floor is provided with separate girls and boys toilets. The school has separate staff for cooking (six) housekeeping (three) and security (one). The school has CCTV coverage on the entire premises.

The school has a well-equipped Computer lab with more than 40 computers supported by a computer teacher provided by the Company. The school has separate Science Lab, Art and craft room, an audio-visual room, library, and a child counselling room. All the children were provided with bench and desk facilities. The school has a modern kitchen and dining hall and an auditorium with a capacity to accommodate 400 children. The school also has a large playground and good sport facilities.



**Impact:**

It was observed that enrolment in the school improved considerably after revamping the school with additional facilities as shown below:

Year	Enrolment		
	Boys	Girls	Total
2015-16	235	232	467
2016-17	204	213	417
2017-18	196	194	390
2018-19	189	197	386
2019-20	207	194	401
2020-21	272	235	507
2021-22	389	324	713
2022-23	424	407	831

Thus, it was observed that enrolment which were showing a declining trend till the year 2018-19 was reversed from the year 2019-20 and improved significantly thereafter. Audit is of the opinion that such good practices are replicable in other Districts.

## 2.7 Implementation of National Education Policy 2020

The National Education Policy (NEP) approved by the Government of India during July 2020 proposed several reforms in the education system. The State Government formed a core committee to design an implementation framework and the committee finalised (August 2020) key actions with timelines for implementation. The framework designed by the committee provides a macro level plan and ‘what’ needs to be accomplished in year ‘0’ (2020), year ‘3’ (2023) and year ‘5’ (2025). The status of implementation of the NEP 2020 in the State is depicted in the **Table 2.5**.

**Table 2.5: Status of implementation of NEP 2020 in the State**

Key area	Description	Status
<i>Structure of School Education</i>	NEP-2020 envisaged restructuring of school curriculum in the format 5+3+3+4 covering ages 3-18. (Five years of foundational stage; three years of preparatory stage, three years of middle stage and four years of secondary stage)	The restructuring process is yet to be implemented.

<b>Key area</b>	<b>Description</b>	<b>Status</b>
<b><i>Early Childhood Care and Education</i></b>	SDG 4.2 envisaged that by 2030, all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education. On the lines of SDG 4.2, NEP 2020 also advocates universal provisioning of quality Early Childhood Care and Education (ECCE).	A Survey conducted (July and August 2021) by the Rural Development and Panchayat Raj Department of the State Government, showed that 5.33 lakh children in the age group of four to six are not enrolled in any of the pre-primary centres.
<b><i>Revision of curricular framework for all stages of school education</i></b>	NEP proposed revision of curriculum towards improving the student achievement. The Task force recommended restructuring the curricular and pedagogical framework of school education as per the recommendation of NEP with special emphasis on reduction of curriculum to its core essentials.	The curriculum in the State at present is based on Karnataka curriculum framework which was formulated in the year 2007. Though the Action Plan for the implementation of the NEP-2020 envisaged reduction of curriculum to its core essentials as an immediate activity to be completed by 2020-21, the activity was yet to be completed.
<b><i>Establishing school complexes/ clusters and Twinning of Schools</i></b>	NEP-2020 recommended establishing school complexes towards improving the education ecosystem through effective governance. The "Partnership Between Schools" intervention aimed to link schools located in rural areas with private, aided or Government schools in urban or semi urban areas.	The establishment of the school complexes was not implemented. The twinning programmes were also not implemented.

Source: Information furnished by the Department

While the State was the frontrunner in adopting the NEP 2020, several policy recommendations were yet to be implemented in the State. This deprived the children of their opportunity to receive education in accordance with the reforms advocated by the NEP 2020.

Government stated (May 2023) that based on the NCF-FS and KSCF-FS the concerned sub-committees is finalizing curriculum, TLM and assessment for the three years of ECCE. On Early Child Care and Education, it was replied that The Karnataka State Curriculum Framework foundational stage was designed and released during (March-2023) and the documents for all the above aspects will soon be finalised and submitted.

The Curriculum Framework for classes 3 to 12 will be developed after the release of NCF-School Education. The State intends to take the private and aided school managements into confidence, discuss the benefits of sharing the human (teachers) and infrastructural resources and the pros and cons of twinning and then plan for Partnership between schools.

## **2.8 Planning**

### ***2.8.1 Perspective Plans not prepared***

Paragraph 14.4 of the Samagra Shiksha Scheme Guidelines require the preparation of perspective plan for universalization of education within the stipulated time frame. The perspective plan was to act as a framework for further detailing and was to serve as a guide for preparation of the annual development plans. Annual Work Plan and Budget (AWP&B) were to be seen as a complement to the Perspective Plans.

The Audit observed that the Department, did not prepare a perspective plan during the period 2017-18 to 2022-23 either at the State Level or at the District Level. Thus, the Department's interventions were carried out without setting the long-term goals, medium term targets and the expected outcomes from its interventions. Thus, the lack of a perspective plan limited the Department's ability to plan effectively on a long-term basis and monitor its interventions as reflected in the non-availability of proper data on children, habitations without schools as per norms, absence of arrangements for transportation facilities for children, inadequate interventions for CWSN students are discussed in **Paragraphs 3.5, 3.6, 3.9 and 3.12.**

Government stated (May 2023) that the requirements were assessed through a consultative process by the respective intervention officers at the State Project Office as per the guidelines provided in the programmatic norms which is a comprehensive strategy issued by Ministry of Education (MoE) as per NEP 2020 recommendations.

Based on the directions by MoE, SSK had prepared perspective plan from 2021-22 till 2025-26 for a period of five years and the proposals for these years were uploaded in the PRABANDH portal and the observation is noted.

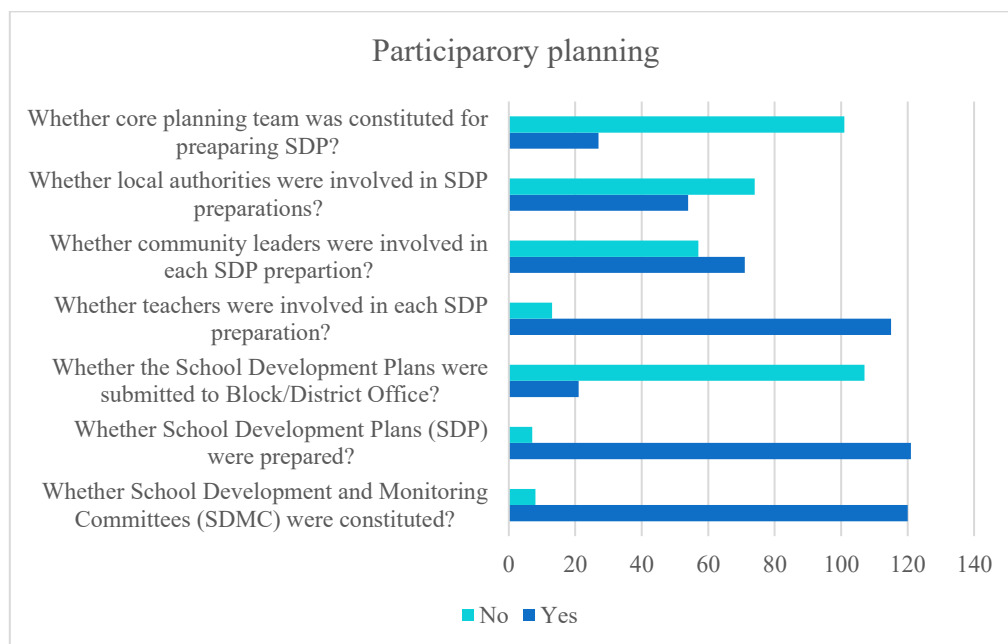
However, the State Government is silent on the details of preparation of perspective plan during 2017-18 to 2020-21.

### ***2.8.2 Bottom-up approach of planning not followed***

The scheme envisages bottom-up planning for education, emphasizing participation and ownership at the grassroots level. Planning processes should reflect local needs and aspirations, shaped through consultative meetings with communities and target groups. This fosters awareness, capacity-building, and problem-solving. Engagement with community leaders and officials at block and district levels promotes effective strategies and convergence among interventions.

Scrutiny of the planning process at 128 sampled schools, showed that the participatory approach was absent at the school level as indicated in the **Chart 2.4**.

**Chart 2.4: Planning at school level**



Source: Based on information collected from the sampled schools

The envisaged bottom-up, participatory approach was yet to be assimilated into the planning process. Non-implementation of the bottom-up, participatory approach impacted the overall quality and effectiveness of education planning.

Government (May 2023) did not offer any comments on the issue.

### 2.8.3 Convergence and co-ordination in planning process

According to the Scheme Guidelines, the convergence with other departments should be ensured at the time of preparation of AWP&B. The State Plans were to indicate the areas of convergence with other schemes. Further, the Guidelines envisage establishing an institutional mechanism for ensuring convergence and coordination with the different departments.

The Annual Plans, however, did not discuss on the potential funds available under various schemes, which could be used for the development of the primary education. Further, no institutional mechanism was established by the Department to ensure convergence and co-ordination during the planning process at the State and District Level.

The Government stated (May 2023) that the planning is done based on the guidelines issued by Ministry of Education. The reply, however, did not offer any remarks on the deviations from guidelines regarding mapping of areas of convergence with other schemes, institutional mechanism for co-ordination with other departments *etc.* Inadequate convergence efforts and absence of an institutional mechanism for effective co-ordination impact the ability of the Department to fully realise the educational goals.

#### **2.8.4 Development Action Plans for SC/STs not prepared**

The Karnataka Scheduled Castes Sub Plan and Tribal Sub-Plan (Planning, Allocation and Utilisation of Financial Resources) Act, 2013 require the State Government to earmark funds for the welfare of the SC and ST every year. A sub-plan specifically for SCs and STs were to be prepared as part of the AWP&B to bridge the gaps in the learning achievements of SCs and STs with specific and direct interventions for the welfare of the Scheduled Castes and Scheduled Tribes.

Audit, however, observed that the Development Action Plans for Scheduled Castes and Scheduled Tribes were not prepared. The non-preparation of sub-plans undermines efforts towards achieving equity and inclusive education for disadvantaged communities and adversely impact the goal of bridging the developmental gaps between SC/ST and general sections of the population.

The Government stated (May 2023) that all interventions planned under Samagra Shiksha Scheme are inclusive of SC and ST beneficiaries. The reply, however, did not consider the fact that the Department was required to prepare targeted action plans for the SC and ST beneficiaries to address the developmental gaps for SC/ST population.

#### **2.8.5 Procurement plan not developed**

According to the Guidelines, the preparation of a procurement plan is an essential requirement. The procurement plan covering civil works, equipment, goods, vehicles and consultancy services and resource support were to be every year within one month of the approval of the AWP&B by the Project Approval Board. The procurement plan was to be uploaded in the States' website for viewing in the public domain. The procurement plan schedule was to be prepared separately for goods, works and services and were to be used for monitoring of the procurement.

It was however, observed that the procurement plans were not prepared by the Department. The lack of a procurement plan affects the overall efficiency of procurement and associated delays in supply of uniforms, textbooks, Information and Communications Technology facilities as discussed in Paragraphs 3.10.5, 3.10.6, 4.14.1 ultimately impacting the quality and effectiveness of educational interventions.

The Government stated (May 2023) that it would be ensured that procurement plans would be documented.

***Recommendation 1: The State Government should consider the disparities in Net Enrolment Ratio in various geographical regions and sections of the population and specific interventions appropriate to the region or section of the population should be implemented to realise the goal of universal enrolment.***

***Recommendation 2: The State Government should strengthen the monitoring of the attendance of children during the academic year as well as their progression to next grade in the subsequent academic year through SATS to identify the dropouts and tracking of students through SATS should be an ongoing exercise till their completion of education.***

***Recommendation 3: The State Government should ensure the adherence to bottom-up and participatory approach while formulating the plans.***



**Chapter III**  
**Access and Equity**  
**Interventions**



## CHAPTER III

### Access and Equity Interventions

State Government's commitment towards providing equitable access to educational facilities to all children are well established in the aims enlisted in various educational programmes undertaken. The State was yet to assess the habitations/human settlements accurately and was yet to maintain a register of the children. As a result, the actual number of children enrolled, never enrolled, enrolled but dropped out *etc.*, were not trackable. The State was yet to notify the areas eligible for transportation facilities. While the access to schools were predominantly ensured, there continues to be gaps in ensuring quality infrastructure facilities in schools across the State. Existence of large number of schools with deficient infrastructure and poor maintenance, continue to impact the degree of access provided to the specially abled population. The concept of barrier free infrastructure is limited mainly to the provision of ramps for the physically challenged. The provision required for other classes of children with special needs was not given adequate attention.

#### 3.1 Primary educational institutions and enrolment

The details of the primary educational institutions and the student enrolment under the Government and Private Institutions in the State are depicted in the **Table 3.1** below:

**Table 3.1: Primary educational institutions in the State**

Year	Government		Private		Total	
	No. of schools	Enrolment	No. of schools	Enrolment	No. of schools	Enrolment
2017-18	44,922	38,16,520	17,086	40,33,024	62,008	78,49,544
2018-19	44,884	37,83,271	17,488	42,69,329	62,372	80,52,600
2019-20	44,678	37,10,221	17,773	43,85,688	62,451	80,95,909
2020-21	44,651	37,51,834	17,745	42,68,902	62,396	80,20,736
2021-22	44,612	40,57,147	17,600	41,32,024	62,212	81,89,171

Source: Information furnished by the Department

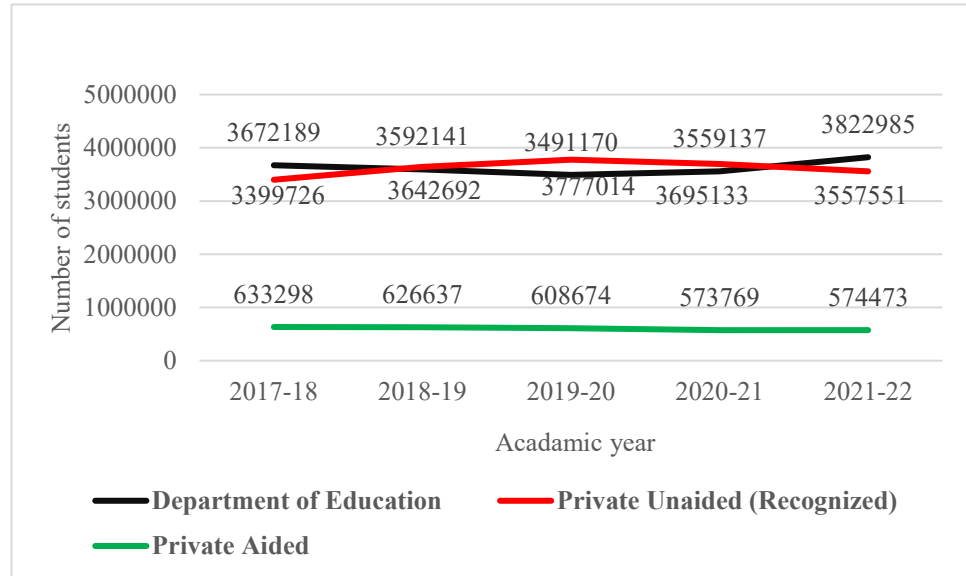
The district wise, management wise number of schools is given in **Appendix 3.1**.

Government schools constituted 72 *per cent* of the total number of schools in the State whereas the private schools constitute 28 *per cent*. In respect of enrolment, 51 *per cent* of the children are enrolled in private schools and remaining 49 *per cent* children are enrolled in the Government schools.

### 3.2 Enrolment trends in schools under different management

The enrolment trends in the schools under the managements of Department of Education, Unaided and Aided schools are given in **Chart 3.1**.

**Chart 3.1: Enrolment in Grades 1 to 8**



During the year 2021-22, out of 79.55 lakh children enrolled, 43.97 lakh children (55.27 per cent) were studying in public funded schools and 35.58 lakh children were in private schools. During the period 2017-20, enrolment in Government and Government Aided Schools was declining whereas enrolment in the private unaided schools showed an increasing trend. The trend was reversed during the COVID-19 impacted period (2020-22), when the enrolment in Government and aided schools increased due to shift from private to public schools as reported (UDISE+ reports<sup>11</sup>) across the country. The increase in enrolment in the State could also be attributed to amendment<sup>12</sup> to KRTE Rules as discussed below:

According to Section 12 of the RTE Act, private unaided schools, shall admit children belonging to disadvantaged groups and weaker sections, in Grade 1 to the extent of least 25 per cent of the strength of Grade 1. The State amended the rules during January 2019 stipulating that no unaided school shall be identified in the neighbourhood for the purpose of admission of children from disadvantaged group or weaker section where there are Government schools and aided schools available within the neighbourhood. The details of children admitted under the RTE quota during the period 2017-22 are shown in **Table 3.2**.

<sup>11</sup> UDISE + is a national level system maintained by the Department of School Education and Literacy, Ministry of Education for collection and utilisation of educational information.

<sup>12</sup> The Amendment to KRTE rules stipulated that no unaided school shall be identified in the neighbourhood for the purpose of admission of children from disadvantaged group or weaker section where there are Government schools and aided schools available within the neighbourhood.

**Table 3.2: Details on utilisation of RTE quota**

Year	Total no. of Private Unaided Schools (Recognised) in the State-RTE	Total intake Capacity in Class 1 in all Private Unaided Schools (Recognised)	25 per cent of the intake capacity in Grade 1 in Private Unaided Schools (Recognised)	Status of Admission of children as per Section 12(1) of RTE Act, 2009		
				Private Schools which received application	No. of schools	No. of children
2017-18	13,308	5,24,919	1,28,648	NA	11,918	1,09,001
2018-19	14,428	5,89,434	1,37,836	NA	12,165	1,16,259
2019-20	219	2,617	654	188	167	1,803
2020-21	221	10,090	2,545	181	158	1,713
2021-22	200	7,556	1,925	152	143	1,414

Source: Information furnished by the Department

As a result of this amendment the number of unaided schools admitting RTE students decreased from 14,428 schools during 2018-19 to 219 schools in 2019-20 as shown in **Table 3.2** above. The RTE quota of the unaided private schools remained largely unutilised. The reduction of unaided schools under RTE coverage limits the choice of RTE students to select a school that suits their needs. This would impact their educational opportunities, particularly when alternative Government school does not have adequate facilities to support quality education.

The Government stated (May 2023) that efforts were made by the Department to strengthen school infrastructure and provide congenial learning environment for students through various convergence initiatives by both State and Districts to increase enrolment in schools.

### 3.3 Sources of Funds for Interventions

The State Government releases budgetary grants to the Department of Primary Education to implement various objects/activities. The total budgetary allocation, expenditure and savings during the period 2017-18 to 2021-22 are given below:

**Table 3.3: Budget and Expenditure for primary education**

(₹ in crore)

Year	Budget allocation	Expenditure	Excess/ Savings
2017-18	9,435.69	11,279.25	(-)1,843.56
2018-19	14,673.33	12,689.53	1,983.80
2019-20	15,489.31	14,114.95	1,374.36
2020-21	14,688.20	13,795.79	892.41
2021-22	16,181.54	17,190.29	(-)1,008.75

Source: Budget documents of the Finance Department

The Department showed savings in utilisation of the budgetary allocations during the period 2018-19 to 2020-21, during the years 2017-18 and 2021-22, the Department incurred excess expenditure over the budgetary allocation. The Department did not state any reasons for the excess expenditure and savings.

### 3.4 Samagra Shiksha Abhiyan Funds for Primary Education

Each year, Government of India releases funds to State Government for implementation of Samagra Shiksha Abhiyan (SSA) based on the approved outlay for the State by the Project Approval Board (PAB). The funding pattern for SSA between the Central and State Government during the period 2017-18 to 2021-22 was in the ratio 60:40. Based on the demand, the funds were released by the GOI to State Government and the State Government in turn released them to Samagra Shiksha Karnataka (SSK) through budgetary provisions. The details of allocation and expenditure against the approved AWP&B under SSA during the year 2017-18 to 2021-22 are shown in **Table 3.4**.

**Table 3.4: Allocation and Expenditure for primary education under SSA**

(₹ in crore)

Year	Opening balance	Approved AWP&B	Amount released by the Central Government	Amount released by the State Government	Interest and other receipts	Total Fund	Expenditure	Closing balance
2017-18	72.29	1,809.89	548.82	842.70	8.04	1,471.85	1,377.78	94.08
2018-19	94.08	1,474.17	558.25	1,063.93	7.20	1,723.46	1,580.12	143.34
2019-20	143.34	1,598.05	668.48	1,292.43	93.25	2,197.50	1,864.93	332.57
2020-21	332.57	1,236.84	545.62	1,412.44	32.98	2,323.61	1,888.95	434.68
2021-22	434.68	1,565.18	462.19	2,105.40	7.21	3,009.48	1,982.66	1,026.83
<b>Total</b>	<b>1,076.96</b>	<b>7,684.13</b>	<b>2,783.36</b>	<b>6,716.90</b>	<b>148.68</b>	<b>10,725.9</b>	<b>8,694.44</b>	<b>2,031.50</b>

Source: Samagra Shiksha Abhiyan, Karnataka

The closing balances which represented unspent balances ranged from ₹94.08 crore to ₹1,026.83 crore. Such high level of closing balances indicates that, every year, the SSK was not able to spend the amounts demanded during the financial year for which it was allocated, impacting the implementation of the interventions.

The State Government stated (May 2023) that opening balance as on 1<sup>st</sup> of April is due to delay of release of funds during the last week of March in every financial year. However, the Government offered no comments on the unspent balances which were prevailing over the years.

### 3.5 Data of children not prepared periodically

Rule 6 of the KRTE Rules requires the local authority to maintain a record of all children in its jurisdiction, through a household survey, from their birth till they attain 14 years. Further, according to Rule 5(2), the Commissioner for Public Instruction or the Local Authority shall undertake school mapping, and identify all children, including children in remote areas, children with disabilities children belonging to disadvantaged groups, children belonging to weaker sections and children referred to in Section 4, within a period of one year from the appointed date, and every year thereafter. The Vision 2030 also envisaged the maintenance of village education register containing the actual student details for ensuring 100 *per cent* enrolment.

Audit observed that such records mandated under Rule 6 were neither maintained by the local bodies nor shared with the Education Department. As a result, the actual number of students in the jurisdiction of the local bodies, number of children enrolled, number of children never enrolled to school *etc.*, was not determined. The State adopted the same child population figures during the period 2017-18 to 2021-22 for preparing NER and GER *etc.*

**Table 3.5: Population of primary stage for ages 6-14**

Year	6-10			11-14			6-14		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2017-22	27,08,276	25,41,401	52,49,677	16,42,854	14,99,692	31,42,546	43,51,130	40,41,093	83,92,223

Source: Department of Education

It was observed that these child population figures were derived from Projected Population of India and States Report for 2011-2036. The above Report provides only a single State level figure and does not provide data for district, block, village, and habitation levels making it difficult to compute indicators below the State level. Thus, identification of the low performing blocks or villages using the enrolment indicators were not possible using this approach. Further, the estimation method does not consider the demographic changes including migration towards urban areas during the last decade which impacts the accuracy of the enrolment ratios.

Government replied (May 2023) that the enrolment ratios are computed based on the estimated figures as no other data was available. The reply points to the need for preparation of Village Education Registers as mandated under RTE Act.

### **3.6 Availability of Schools for habitations**

Section 6 of the RTE Act mandates the State Government to provide access to elementary schools within the defined limits of neighbourhood. Rule 4 of the, KRTE Rules defines the following distance norms for establishing the schools for children:

- A school within walking distance of one kilometre of the neighborhood for children in Grades 1 to 5.
- In respect of children in Grades 6 to 7, a school shall be established within a walking distance of 3 km and
- For children in Grade 8, a school shall be established within 5 km of the neighborhood.

For determining the availability of schools, the Department was required to map the habitations to nearby schools. This demands the preparation of a list of habitations along with the schools linked to it. The number of habitations reported by the Education Department from time to time were as shown in **Table 3.6** and district wise total habitations is brought out in **Appendix 3.2**.

**Table 3.6: Details of habitations**

Year	Total No. of habitations (primary)	No. of habitations without primary school within 1 km	No. of children in Such habitations (primary)	No. of habitations without upper primary school within 3 km	No. of children in Such habitations (upper primary)
2017-18	60,888	1,869	69	1,385	5,651
2018-19	60,888	2,306	5,790	2,780	3,464
2019-20	60,888	2,306	4,586	2,780	2,358
2020-21	60,888	2,306	4,586	2,780	2,358
2021-22	60,888	2,306	4,586	2,780	2,358

Source: Department of Education

The list of habitations in support of the habitation figures reported by the Department and the details of their mapping with nearby schools was not made available to Audit. The State Government stated that Department doesn't have the data of children eligible for primary education habitation wise, village wise, taluk wise, district wise. The department relies on Census 2011 data for estimating the child population at district and State level. In the absence of these mapping details, Audit approached (January 2023) the Karnataka State Remote Sensing Application Centre (KSRSAC) to undertake an analysis of the schooling facilities in the State and the findings are discussed below:

### **3.6.1 Study of Geospatial data of schools undertaken with the help of Karnataka State Remote Sensing Application Centre (KSRSAC)**

Geographical Information System (GIS) school mapping is widely used in educational planning in recent years. It is the process of visualising educational institutions according to their geographical locations. The KSRSAC maintains data of 4,87,929 habitations and 76,450 schools (1 to 12 Grade aided and unaided schools) on a GIS platform in vector<sup>13</sup> formats.

The Geospatial Analysis by KSRSAC showed that out of the 4,87,929 habitations, 3,55,005 habitations (73 per cent) were having primary schools within one kilometre. Out of the remaining 1,32,924 habitations, 1,29,952 habitations (26 per cent) were having primary school within three-kilometre, 2,436 habitations within 3-5 kilometres and 536 habitations were having Primary school beyond five-kilometres distance. The increase in distance from habitations to educational institute can affect students' academic performance, attendance and enrolment because long commutes lead to physical and mental fatigue. The availability of the schools in eight selected districts based on KSRSAC mapping is shown in the **Table 3.7**.

<sup>13</sup> A vector is a geometric representation of an object in two-dimensional (2D) or three-dimensional (3D) space. Vectors are used to store spatial data and attributes.

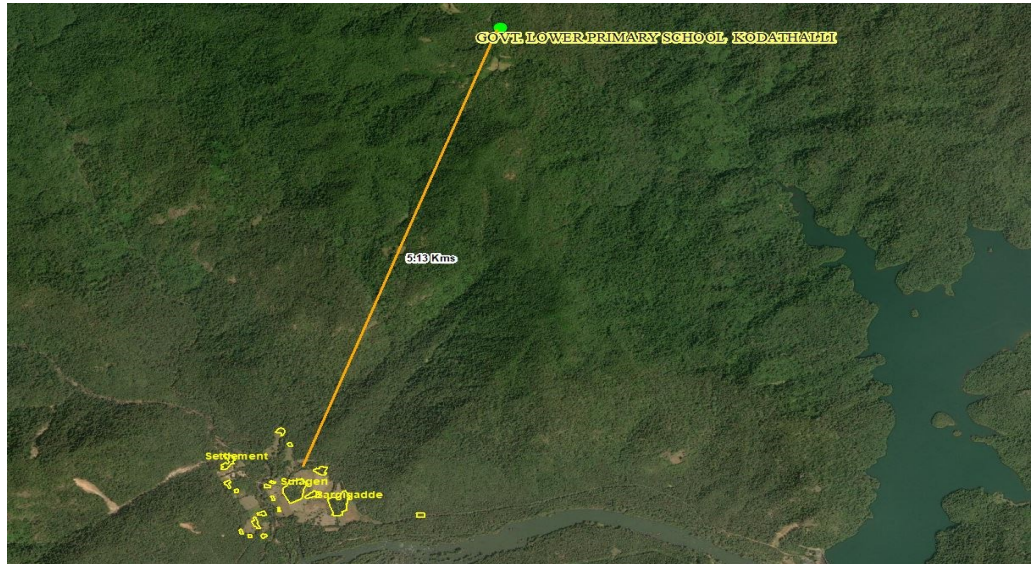
**Table 3.7: Distance of habitations from Lower Primary schools**

District	Total habitations	habitations having LP schools within			
		1 km	1 to 3 km	3 to 5 km	More than 5 km
Bagalakote	9,928	7,647	2,276	5	0
Ballari	1,214	1,008	198	8	0
Bengaluru (Rural)	10,753	10,135	618	0	0
Chamarajanagara	13,481	9,575	3,853	38	15
Mysuru	10,157	8,933	1,212	5	7
Raichur	4,116	3,424	680	12	0
Shivamogga	23,901	16,326	7,521	54	0
Uttara Kannada	32,102	23,704	8,233	141	24
Vijayanagara	2,099	1,820	275	4	0
<b>Total</b>	<b>1,07,751</b>	<b>82,572</b>	<b>24,866</b>	<b>267</b>	<b>46</b>

Source: KRSRAC

Thus, out of the 1,07,751 habitations in these eight districts, 82,572 habitations were having a primary school within a radius of one km, 24,866 habitations were having a primary school within a radius of 1-3 km and for 313 habitations, the primary schools were located beyond three km.

**Exhibit 3.1** shown below represents a habitation in Joida Taluk of Uttara Kannada district having a nearest school (GLPS Kodathalli) in 5.13 km.

**Exhibit 3.1: Habitation and nearest school**

GLPS Kodathalli, Joida taluk at a distance of 5.13 KM from the nearest habitations

Source: Image provided by KRSRAC

A few more Exhibits showing the distance between the habitations and schools were brought out in the **Appendices 3.3 (a) and (b)**.

Similarly, the Analysis showed that out of the 4,87,929 habitations, 4,77,651 habitations (98 *per cent*) were having upper primary schools within three kilometres. Out of the remaining 10,278 habitations, 8,992 habitations (1.84 *per cent*) were having upper primary school within five-kilometre distance, 1,093 habitations within 5-8 kilometre(km) and 193 habitations were having upper primary school beyond eight-kilometre distance. The availability of the upper primary schools in eight selected districts are shown below:

**Table 3.8: Distance of habitations from Upper Primary schools**

District	Total habitations	Habitations having UP schools within			
		3 km	3 to 5 km	5 to 8 km	More than 8km
Bagalakote	9,928	9,770	157	1	0
Ballari	1,214	1,182	32	0	0
Bengaluru (Rural)	10,753	10,752	1	0	0
Chamarajanagara	13,481	12,913	399	112	57
Mysuru	10,157	10,119	29	8	1
Raichur	4,116	3,999	117	0	0
Shivamogga	23,901	23,040	773	88	0
Uttara Kannada	32,102	30,476	1,443	175	8
Vijayanagara	2,099	2,068	31	0	0
<b>Total</b>	<b>1,07,751</b>	<b>1,04,319</b>	<b>2,982</b>	<b>384</b>	<b>66</b>

Source: Geospatial Analysis by KRSRAC

The Geospatial Analysis by KRSRAC showed that out of the 1,07,751 habitations in eight selected Districts, 1,04,319 habitations (96.81 *per cent*) were having an upper primary school within the norm of 5 km specified under KRTE Rules. There were 450 habitations not having an upper primary school as per the distance norms. Thus, the accessibility to upper primary schools continued to be difficult for children in these habitations.

The Department may analyse updated KRSRAC data on habitations and ensure the accuracy and completeness of its own habitation database. Further, the Department should compile the data on habitation-wise school-going children so that adequacy of number of lower and upper primary schools in the State can be ensured in accordance with the provisions of the RTE Act.

The Government stated (May 2023) that the Department would take necessary action in coming years to fill such gaps by providing transport facility to children of those habitations.

### 3.7 Consolidation of Schools to tackle low enrolment and efficient use of resources

Rule 4 of the KRTE Rules provides that the State Government shall upgrade existing schools with Grade 1-5 to include Grade 6-8. In respect of Schools which starts from Grades 6 onwards, the State Government shall endeavour to add Grades 1-5, wherever required. Thus, it could be observed that the KRTE Rules encourage consolidation of existing schools. Consolidation of the schools also would promote efficient utilisation of resources. For instance, KRSRAC analysis showed existence of multiple schools with low enrolment in the same locality.

#### Exhibit 3.2: Two primary schools within 500 meters both with enrolment of less than 12 students



Audit observed that the Department was yet to fully analyse the opportunities for establishment of consolidation of schools. Mapping undertaken by the KRSRAC showed that there were multiple Government/Aided schools within 500 meters in many locations as shown in the **Table 3.9**.

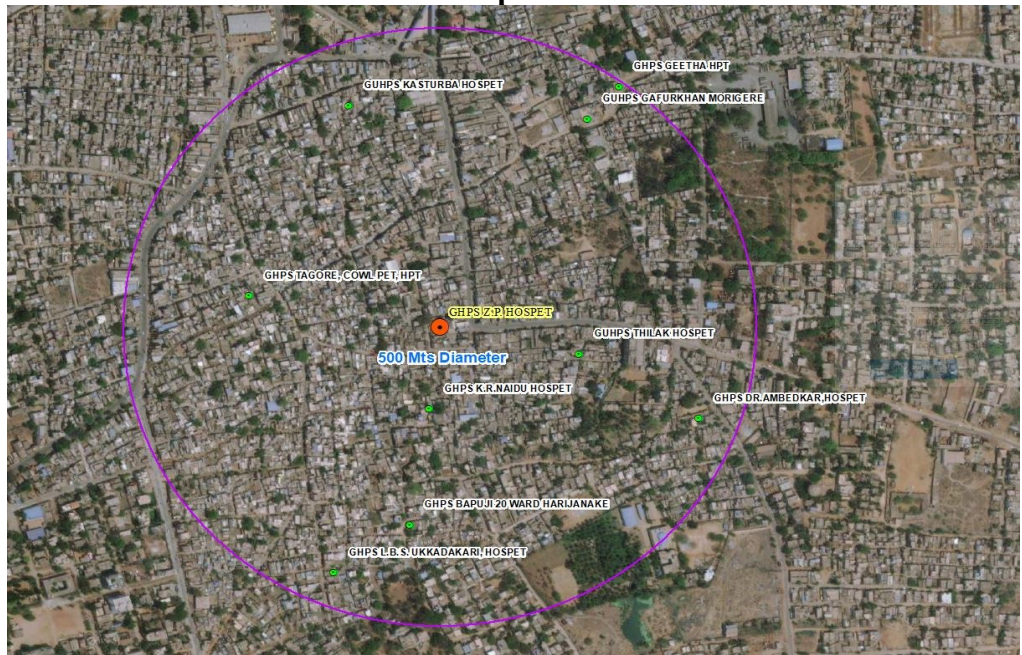
**Table 3.9: Number of locations with more than one Government/Aided Primary school within the radius of 500 meters**

District	No. of locations with			Grand Total
	2- 3 schools	4- 5 schools	More than 5 schools	
Bagalakote	429	52	9	490
Ballari	216	19	17	252
Bengaluru Rural	222	16	9	247
Chamarajanagara	143	16	13	172
Mysuru	425	27	9	461
Raichur	374	16	17	407
Shivamogga	316	23	6	345
Uttara Kannada	423	16	0	439
Vijayanagara	238	22	24	284
<b>Total</b>	<b>2,786</b>	<b>207</b>	<b>104</b>	<b>3,097</b>

Source: Geospatial Analysis by KRSRAC

A location with 10 schools within 500-meter radius is shown in **Exhibit 3.3** below:

**Exhibit 3.3: Locations with multiple schools within 500-meter radius**



KRSRAC analysis showing 10 schools within 500 mtrs diameter in Vijayanagara District.

Thus, in the eight selected Districts there were 3,097 localities with more than two schools within the radius of 500 meters.

Government accepted (May 2023) the audit observation.

### BEST PRACTICE- ESTABLISHMENT OF KARNATAKA PUBLIC SCHOOLS (KPS), RAYARAKOPPALU

Rayarakoppalu, a village in Alur Taluk of Hassan District had a Government Primary, High School and Pre-University College. Over the years, from its peak enrolments of more than 1,500 students, the three Government institutions saw a gradual decrease in their enrolment. In 2018-19, the combined strength had reduced to 140 students.

In 2018-19, all the three institutions were integrated and reconstituted as Karnataka Public School, Rayarakoppalu. Pre-primary sections were started in the school, refurbishment of classroom and toilets were taken up, drinking water was provided and learning resources were procured besides other initiatives to improve the infrastructure. Due to the sustained efforts of all the stakeholders, the enrolment at KPS, Rayarakoppalu reached 658 during the academic year 2021-22. The primary enrolment increased from 291 in 2018-19 to 343 in 2021-22.

### 3.8 Out-of-school Children

"Out-of-school children" (OOSC) refers to children who are not attending school and are not receiving education. They can be children never enrolled in schools or children dropped out after initial enrolment.

The 75<sup>th</sup> round of National Sample Survey Organisation (Survey conducted during the year 2017-18) estimated the population of OOSC in the State in the age group of 6 to 14 years as 1.89 lakh. The OOSC reported by the Department during the year 2017-18 was only 17,005 indicating differences in the figures reported by the Department and the NSSO survey. The OOSC for the period 2017-18 to 2021-22 as per the data maintained by the Samagra Shiksha Karnataka (SSK) is mentioned in the **Table 3.10** below:

**Table 3.10: The details of out-of-school children**

Year	Out-of-school children (OOSC)	Number of children brought into schools	Percentage of children brought into schools
2017-18	17,005	13,436	79.01
2018-19	13,507	11,302	83.68
2019-20	11,298	7,141	63.21
2020-21	9,111	5,971	65.54
2021-22	7,736	6,589	85.17
<b>Total</b>	<b>58,657</b>	<b>44,439</b>	

Source: Samagra Shikshana Abhiyan, Karnataka

Out of 58,657 out-of-school children identified during 2017-22, total 44,439 children were brought into schools (mainstreamed) and the remaining 14,218 children were not brought to schools.

During the year 2020-21, the Honourable High Court of Karnataka directed the Rural Development and Panchayat Raj Department (RDPR)/ Urban Development Department (UDD) to conduct a house-to-house survey of children to identify the children out-of-school. Accordingly, RDPR and UDD conducted a household survey during 2020-21. The Survey covered 1,44,02,825 of the households in the State. The number of out-of-school children as per the RDPR/UDD survey in the age group 6-14 was 15,338. The mainstreaming of these OOSC were yet to be completed in the State.

The Government stated (May 2023) that out of the aforesaid 15,338 children, 13,240 children were tracked as of March 2023 and 11,108 children were already mainstreamed in the State. The reply showed that the 2,098 children were yet to be tracked and another 2,132 children were yet to be mainstreamed.

Audit also observed that Student Achievement Tracking System was not used in follow-up of the mainstreamed OOSC. Thus, the status of mainstreamed OOSC was not trackable which impacted the effective monitoring. The physical verification and verification of the student identification numbers of OOSC showed discrepancies mentioned in **Table 3.11**.

**Table 3.11: Observation on out-of-school children**

Observation during	Number of children	Audit observation
Physical verification	23	Out of 23 children whose admission details were verified in schools, 13 Children were not available in schools. Another 10 Children were available in schools, but they were not out-of-school children. The 10 children were regular students of the schools.
Verification of Student ID	105	Out of 105 students, the Student ID of 11 students were not matching. The student IDs shown as mainstreamed belonged to different children.

Source: Physical Verification and Verification of the SATS database.

Shortfall in mainstreaming the OOSC and inappropriate practices in mainstreaming points to the need for strengthening the monitoring of the mainstreaming process. The failure to fully mainstream OOSC would impact their educational opportunities and overall development. Without proper integration into the formal education system, these children would continue to face exclusion and social inequalities which would contribute to social and economic disparities.

### **3.8.1 Utilisation of funds earmarked for mainstreaming out-of-school children**

The details of funds earmarked for mainstreaming OOSC under Samagra Shiksha Abhiyan is shown in **Table 3.12** below:

**Table 3.12: OOSC fund utilisation**(*₹ in crore*)

Year	Amount allocated	Amount utilised	Percentage of utilisation (against allocation)
2017-18	8.01	5.51	68.79
2018-19	7.85	6.89	87.77
2019-20	2.83	1.49	52.65
2020-21	3.58	0.42	11.73
2021-22	4.10	2.08	50.73
<b>Total</b>	<b>26.37</b>	<b>16.39</b>	<b>62.15</b>

Source: Information furnished by the Department

Thus, out of ₹26.37 crore approved during the period 2017-22, ₹16.39 crore (62.15 per cent) was provided to the districts towards the OOSC intervention. The details of funds provided to the selected districts are shown in **Table 3.13**.

**Table 3.13: District-wise OOSC fund provision**

District	Identified	Mainstreamed	Not Mainstreamed	Funds provided during 2017-22		Drop-out rate	NER
				Amount (₹ in lakh)	Percentage (Out of 34 districts)		
Bagalakote	663	470	193	6.5	0.39	0.38	92.91
Bengaluru Rural	1,632	997	635	0	0	0	95.74
Ballari	3,759	2,095	1,664	607.38	37.05	0	94.82
Chamarajnagar	1,748	443	1,305	29.14	1.77	0	76.69
Mysuru	4,498	2,689	1,809	3.77	0.22	0	86.29
Raichur	1,532	1,432	100	2.5	0.15	0	95.04
Shivamogga	832	367	465	2	0.12	0	90.25
Uttara Kannada	1,145	934	211	17.9	1.09	0	90.41
<b>Total</b>	<b>15,809</b>	<b>9,427</b>	<b>6,382</b>				

Source: Information furnished by the Department

The year-wise, district wise fund allocation is provided in the **Appendix 3.4**. Audit also observed that there was no correlation between fund allocation and the number of out-of-school children/dropout rate. Out of the total of ₹ 16.39 crore provided to the Districts, Ballari which reported 6.02 per cent of the total OOSC and 'Nil' dropout rate received ₹6.07 crore (37.05 per cent) funds. Bengaluru Rural, Kodagu, Kolar, Tumakuru and Udupi Districts did not receive any funds during the five-year period 2017-22. Kalaburagi (11.2 per cent), Yadagiri (10.89 per cent), Mysore (7.20 per cent) received only 6.8 per cent, 0.89 per cent and 0.23 per cent respectively. The misallocation of funds, whereby districts with lower dropout rates received higher funding compared to those with higher dropout rates, would exacerbate educational inequalities and impact the educational prospects of children in disadvantaged districts.

The Government stated (May 2023) that funds were allocated to district based on the proposals of the districts during annual planning for conducting special

trainings for out-of-school children. The reply confirms that the Department had not evolved a criterion for allocation of funds that takes into consideration the risk of dropouts, number of OOSC *etc.*

### 3.8.2 *Special training for age-appropriate admission of out-of-school children (OOSC) at Primary Level*

Special training facility for OOSC to enable a child admitted to an age-appropriate grade to integrate academically and emotionally with the rest of the grade was envisaged under the scheme. The Department and the SSK had not fixed any targets for providing age-appropriate training for OOSC. It was noticed that no books were printed and supplied under Chinnara Angala programme<sup>14</sup> for supporting and mainstreaming the OOSC in the age-appropriate grades during the period 2017-18 to 2021-22. The details of the curriculum used for providing special training to OOSC, the data on OOSC provided with age-appropriate special training *etc.*, was not made available to Audit. The absence of data on OOSC receiving age-appropriate special training hampers monitoring of their effective integration into the schools and their further educational development.

The Government stated (May 2023) that special training is provided to the children in the school premises during the school hours. The reply, however, did not mention about the curriculum used for special training, fixing of targets for training *etc.*

### 3.8.3 *Policy and action plan for migrant children*

Department of Education formulated (December 2019) a policy on the Implementation of the Right to Education for Migrant Children and Children of Migrant Labourers 2019 to address the issues related to education for migrant children. The key policy measures and status of their implementation were as follows:

**Table 3.14: Status of implementation of policy on migrant children**

Intervention	Description	Status of implementation
Movement register for tracking migrant children	Digitise and integrate the movement register with Student Achievement Tracking System.	The movement register was not prepared, digitised, and integrated with SATS.
Continuous reporting of migrant workers	Conduct of regular surveys and mapping of all construction work sites where migrant workers are concentrated by labour department	The survey was not undertaken at the construction sites by the Labour Department.
Special Curriculum and trainings	Preparation of Alternative and flexible curriculum, seasonal residential special training, activities for motivating the parents and the children on the importance of education	The proposed activities not undertaken.

Source: Information furnished by the Department

<sup>14</sup> The Chinnara Angala is a summer course for bringing back out-of-school children into schools.

The Government stated (May 2023) that steps were being taken by the Government to implement the policy.

### 3.9 Transportation Allowance

As per the Rule 4(5) of KRTE Rules, the State Government shall make adequate arrangement such as free transportation for children from small habitations/hamlets or any other place as identified by the DDPI/local authority where no school exists within the area of neighbourhood. The scheme provides for transport/escort facility for children in remote habitations with sparse population, where opening of schools is unviable. The State were to notify such habitations and identify the number of children in that habitation who would be provided this facility.

It was observed that the State is yet to notify the remote habitations which are eligible for transport facility. It was noticed that the funds were being allocated based on the proposals received from the concerned districts. Under the Samagra Shiksha Scheme, children in the remote habitations were eligible for transport allowance at the rate of ₹300 per month during 2017-18 which was revised to ₹600 per month from the year 2018-19 onwards, for a period of 10 months in an academic year.

The year wise allocation and expenditure towards transport allowance is shown in **Table 3.15** below:

**Table 3.15: Allocation and Expenditure for Transport Allowance**  
(₹ in crore)

Year	No. of students proposed	No. of students approved by Project Approval Board	Allocation amount	Expenditure	Percentage of expenditure
2017-18	13,632	13,632	4.09	2.30	56.23
2018-19	9,254	9,254	5.55	1.26	22.70
2019-20	6,944	6,944	4.16	1.77	42.55
2020-21	17,636	17,636	10.58	0.28	2.65
2021-22	18,564	17,636	5.29	0.11	2.08

Source: Information furnished by the Department

The utilisation of funds allocated for transport allowance ranged between 2.08 to 56.23 *per cent* and the unutilised balance were with SSK.

The district-wise habitations and release of transport allowances are brought out in **Appendix 3.5**. Analysis of the State Level Data showed that 12 Districts reported 'Nil' school-less habitations and accordingly no transportation allowance was provided to these Districts. Data provided by the KSRSAC, however, showed that these 12 Districts are having 346 habitations without primary schools and 1,231 habitations without upper primary schools within three-kilometre radius. Absence of adequate data on the school-less habitations impacted the identification of children eligible for transportation allowance and their utilisation.

Details of the transport allowance released in sampled districts were brought out in the **Appendix 3.6**.

Since there are several habitations without schooling facility within the distance limits prescribed by the RTE Act, non-utilisation of the funds earmarked for transportation allowance amounted to denial of their rightful allowance. This led to insufficient transportation support for children in remote areas, impacting their access to education. Also, the reasons for not approving transportation allowance for students proposed was not on record.

Thus, in the absence of a well-defined criteria, the provision and utilisation of transport allowance was dependent on the proposals submitted by the districts each year and not based on the identified needs of the children.

The Government stated (May 2023) that the geographical conditions of districts vary, and it is difficult to fix single common criteria to define remote habitations. Presently the funds are allocated based on the districts' proposal as per the distance between habitation and the school. Reply confirms that the Department was yet to formulate the criteria for defining remote habitations and notify them.

### 3.10 Improving the infrastructure for schools

The Samagra Shiksha Scheme proposed to improve the public sector education infrastructure by construction of new schools, construction of additional classrooms, undertaking major repair, minor repair, *etc.* The Audit findings on the initiatives for construction of new schools/upgradation of upper primary schools approved by PAB during 2017-18 to 2021-22 are discussed below.

#### 3.10.1 Civil works

The Government sanctioned an amount of ₹759.18 crore to the DDPIs of eight selected Districts through scheme for providing infrastructure for primary schools during 2017-18 to 2021-22 towards construction of classroom in school and in turn DDPI office had released the amount to the various agencies such as (SDMC, PRED, PWD, *etc.*). The details of the works as per available records (progress report) are shown in **Table 3.16**.

**Table 3.16: Status of Civil works of schools**

(₹ in crore)

Year	No. of Schools	No. of classrooms	Funds released	Expenditure incurred	Balance amount	No. of classrooms work completed	No. of classrooms work not completed	Amount for which UC received
2017-18	86	137	2.53	2.45	0.08	137	0	0
2018-19	912	1,426	179.99	149.62	30.37	1,286	140	5.2
2019-20	422	843	106.38	82.27	24.11	667	176	1.20
2020-21	2,251	3,539	378.69	298.87	79.82	2,737	802	78.69
2021-22	606	753	91.59	44.07	47.52	53	700	0.13
<b>Total</b>	<b>4,277</b>	<b>6,698</b>	<b>759.18</b>	<b>577.28</b>	<b>181.90</b>	<b>4,880</b>	<b>1,818</b>	<b>85.23</b>

Source: Information furnished by the Department

The works of classrooms (316) commenced during 2018-20 were yet to be completed. Out of the expenditure of ₹577.28 crore, Utilisation Certificates (UCs) for ₹85.23 crore only were received. Hence, in the absence of UCs audit could not ensure the actual expenditure. The delay in completing the classrooms that were initiated between 2018 to 2020 resulted in non-availability of classrooms. This would adversely affect the learning environment and impact the overall educational experience and academic progress of the children.

The Government stated (May 2023) that balance amount would be utilised for completion of works and utilisation certificates would be submitted.

### 3.10.2 Poor quality in execution of civil works

The Department executes various civil works through agencies like Public Works Department, Panchayat Raj Engineering Department, *etc.*, as deposit contribution works. The Department was expected to institute a mechanism for ensuring the quality of these works. However, no procedures were in place to ensure the quality of the works executed by these departments. As a result, the infrastructure created was of poor quality as shown in **Exhibit 3.4**.

#### Exhibit 3.4: Poor quality of construction undertaken during 2020-21



Poor construction of roof in GHPS,  
Kumbanahalli



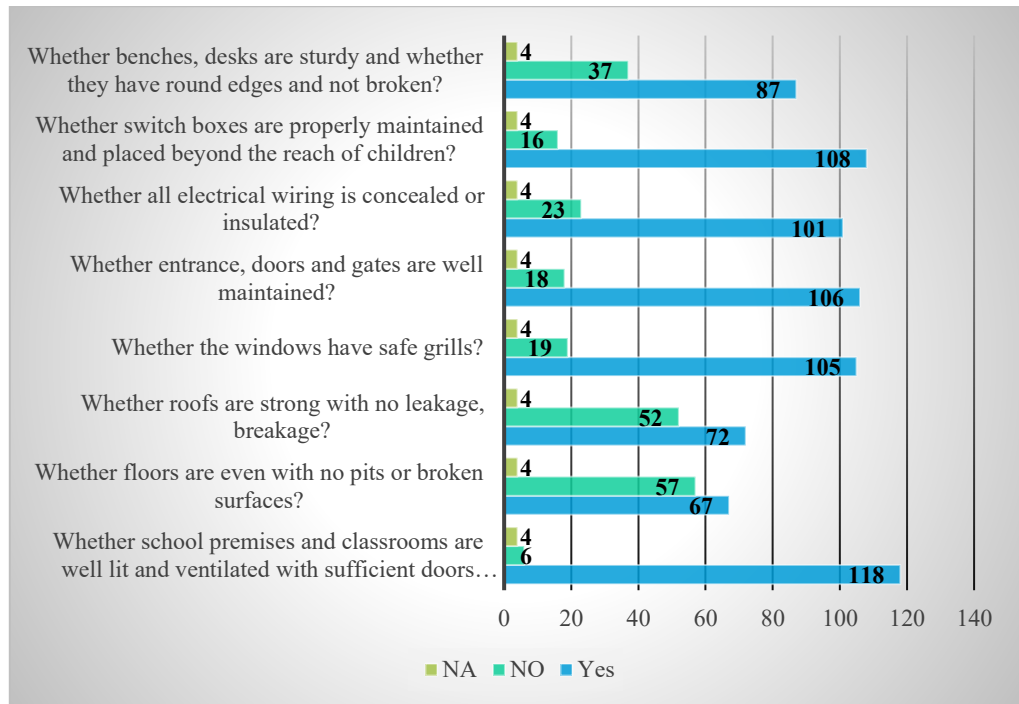
Poor construction of floor in LPS,  
Thimmasandra

The Government stated (May 2023) that works were entrusted to Panchayat Raj Engineering Department/Public Works Department with an objective to ensure quality infrastructure and the release of funds are linked to quality audit reports and monitoring mechanism for civil works would be strengthened.

### 3.10.3 Classrooms

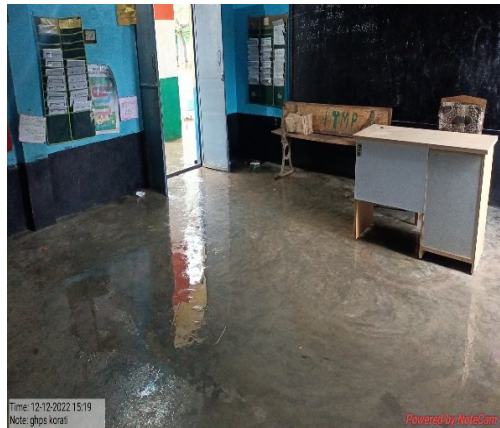
Building conditions such as leaking classrooms, mouldy walls, ceilings with plaster falling off, *etc.*, negatively impact the learning environment and impacts the learning outcomes of the children. Audit observed, during joint physical verification in 128 test checked schools that classes were running in unsuitable building conditions in several cases as indicated in **Chart 3.2**.

**Chart 3.2 Condition of the School Facilities**



Some of the photographs taken during the Joint Physical Verification (JPV) are shown in **Exhibit 3.5**.

**Exhibit 3.5: Poor condition of Classrooms**



Flooded classroom in GHPS Korati



Condition of roof in GHPS Karahalli

The Government stated (May 2023) that every year grant is being released for repair of classrooms to Government Primary and High schools and a grant of ₹100 crore was allocated for the year 2022-23 and repairs would be undertaken. However, the fact remains that classrooms in many of the schools continued to be in poor condition.

### 3.10.4 Toilets

The management wise details of primary schools without toilets are given in **Table 3.17**.

**Table 3.17: Management-wise non availability of toilets**

Management	Number of Co-education and Boys schools without Boys' toilet	Number of Co-education and Girls schools without Girls' toilet
Department of Education	2,385	1,307
Private Unaided	64	64
Government Aided	23	27
Other State Government schools	19	24
Central Government schools	0	3
<b>Total</b>	<b>2,491</b>	<b>1,426</b>

Source: Information furnished by the Department

In the joint verification of 128 schools, Audit observed that seven schools did not have a functional toilet and in 21 schools, separate toilets for girls were not available. Further handwash facilities were not available near the toilet in 22 test checked schools. Further, toilets in many schools lacked maintenance as shown in the **Exhibit 3.6**.

**Exhibit 3.6: Poor condition of toilets in schools**



Unhygienic toilet in GLPS Mugalipura



Toilet with broken door in GLPS Karahalli



Toilets without door in Shivamogga

Unclean toilets in Joida

Absence of toilet facilities and lack of maintenance can have a significant impact on students' health and well-being as it creates unhygienic conditions and compromises the dignity and comfort of students.

The Government stated (May 2023) that every year grants are allocated for repair works. However, the reply did not mention the measures proposed for ensuring availability of functional toilets in all the schools and action taken for maintaining their cleanliness on a regular basis.

### 3.10.5 Free Textbooks

The State were to ensure timely supply of books before the start of the academic session under the State Government scheme of supply of textbooks. The Scheme envisaged preparation of high-quality bilingual textbooks and teaching-learning materials for science and mathematics, so that students are enabled to think and speak about the two subjects both in their home language/mother tongue and in English. It was observed that there were delays in supply of textbooks ranging from one month to six months as mentioned in **Table 3.18**.

**Table 3.18: Delay in supply of textbooks**

Academic Year (AY)	Percentage of Supply					
	On time	After first month or 10 per cent of AY	After second month or 20 per cent of AY	After third month or 30 per cent of AY	After fourth month or 40 per cent of AY	After fifth month or 50 per cent of AY
2017-18	63.04	23.82	7.85	3.33	1.6	0
2018-19	84.98	13.41	1.51	0.10	0	0
2019-20	79.91	20.05	0.04	0	0	0
2020-21	51.69	32.31	14.48	1.5	0.2	0
2021-22	0	0	8.3	36.22	47.25	8.23

Source: Information furnished by the Department

Since textbooks are the main medium through which curriculum is imparted to the students, delay in supply of textbooks adversely impact the learning of the

students. In the absence of textbooks, the students will be unable to fully engage with the curriculum which ultimately impact the delivery of quality education.

The Department attributed delay in supply of textbooks to its delay in finalisation of tenders, delay in supply of textbooks by the printers *etc.*

### 3.10.6 Uniforms

Under the Scheme of distribution of Uniforms, the Department provides free uniforms to students every year and timely supply of these uniforms is important towards reducing the sense of economic disparity among the school going children. Audit observed that out of five years, three years' funds were not released and two years, there was delay in release of funds to SDMCs and supply of uniforms as shown in **Table 3.19**.

**Table 3.19: Delay in supply of uniforms**

Academic Year	Time of transfer of amount to School SDMCs	Time of procurement & delivery of uniform to students
2017-18	May 2017	June 2017 – Uniforms provided to 42.93 <i>per cent</i> students July 2017 to Mid Jan 2018 – Uniforms provided to 29.82 <i>per cent</i> students (cumulative – 72.75 <i>per cent</i> ) The remaining 27.25 <i>per cent</i> of the students, second set of uniforms was not provided
2018-19	Uniforms not provided for this year	
2019-20	November 2019	January to March 2020 (81.63 <i>per cent</i> Schools SDMC) June and July 2021 (18.37 <i>per cent</i> School SDMC)
2020-21	Uniforms not provided for this year	
2021-22	Uniforms not provided for this year	

Source: Department of Education

Audit observed that the uniforms were not supplied in three years<sup>15</sup> during the period 2017-18 to 2021-22. Out of ₹438.20 crore allocated during the period 2017-22, ₹174.43 crore was utilized, and the balance of ₹263.77 crore was not utilized. The unutilized amount forms part of the pooled fund account of the SSK. There is no separate account/budget head specific to uniforms in the SSK account.

The Government stated (May 2023) that uniforms were not supplied due to paucity of funds. However, the reply cannot be accepted as the funds were indeed available but remained unutilised. Consequently, the delay in supply and absence of uniforms contribute to disparities among students, potentially impacting their self-esteem and overall educational experience.

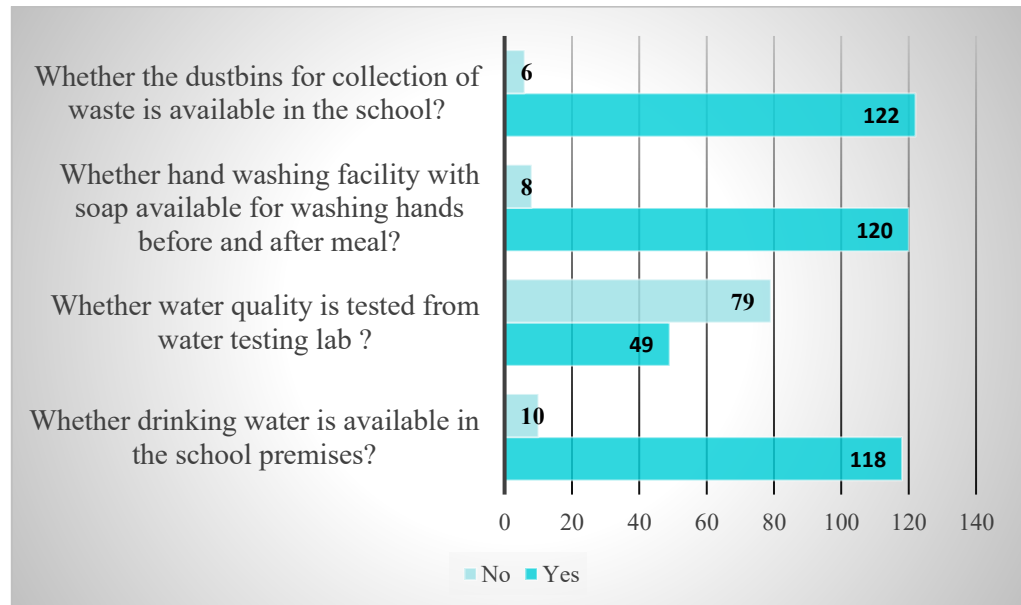
<sup>15</sup> 2018-19, 2020-21 and 2021-22

### 3.10.7 Facilities associated with mid-day meals programme

According to the Paragraph 6.15 of the Mid-Day Meal Scheme Guidelines, the water used for cooking, drinking, and washing *etc.*, needs to be tested for chemical as well as microbiological contamination.

Audit observed that separate kitchen was available for preparing mid-day meals in all the test checked 128 schools. The facility of Mid-day meals like drinking water, handwash facility *etc.*, are shown in **Chart 3.3**.

**Chart 3.3: Facilities for Mid-day meals**



The absence of drinking water, non-testing of the water and handwash facilities leads to compromised hygiene practices which impact the overall health and educational experience of the students.

### 3.10.8 Schools without electricity connection

Electricity is a basic requirement for functioning of a school. Audit observed that out of the 43,194 schools of Department of Education in the State, 393 schools had no electricity connection. Details of District wise schools without electricity connectivity is given in **Appendix 3.7**. Further, out of the 128 selected schools, two schools<sup>16</sup> did not have electricity connection.

The Government stated (May 2023) that action is initiated at the district level to ensure electricity connection through convergence during 2023-24. However, the facts remain that due to lack of electricity connection in schools, hamper the teaching activities, as schools face limitations in utilising technology and teaching equipment.

<sup>16</sup> GLPS Katlegali in Sirsi, GLPS Uppardoddi in Raichur

### 3.10.9 Sports and Physical education

Under Samagra Shiksha Scheme an annual grant is given to Government school for meeting expenses on procuring sports equipment for indoor and outdoor games with an aim to develop fitness as a lifelong skill and attitude in students. Audit observed that the sports grants released to districts by the SSK were not fully utilised as shown in **Table 3.20**.

**Table 3.20: Utilisation of sports grants in the sampled districts**

(₹ in lakh)

District	Number of schools	Amount released	Utilisation amount	Percentage of utilisation
Bagalakote	288	27.15	0	0.00
Bengaluru Rural	53	4.95	0	0.00
Bidar	126	12.05	0	0.00
Chamarajanagara	68	6.45	1.45	22.48
Mysuru	148	14.15	1.4	9.89
Raichur	410	34.3	0	0.00
Shivamogga	56	5.25	1.8	34.29
Uttara Kannada Sirsi	53	4.85	0	0.00

Source: Information furnished by the Department

A playground is essential for conducting sports related activities in a school environment. As per the information furnished by the Department out of 43,194 government schools, 19,799 schools (46 per cent) did not have playground. Out of the 128 test checked schools, playground was not available in 55 schools. Management wise details of availability of playground in the primary schools in the state of Karnataka as compiled by Audit is given **Table 3.21**.

**Table 3.21: Schools without playground**

Management	Total schools	No playground
Department of Education	43,194	19,799
Other State Government	1,292	336
Local Bodies	28	13
Private Aided	2,876	618
Private Unaided	14,724	2,690
Central Government	98	6

Source: Information furnished by the Department.

The Government stated (May 2023) that the schools could not utilise the fund as there was technical problem in the funds transfer process. Government added that some schools in urban areas do not have playgrounds due to scarcity of space. However, the facts remain that the absence of a playground in primary schools deprives students of essential physical activity and limits opportunities for holistic development.

### 3.10.10 Non-utilisation of Library grant

Library is an essential component of the school, providing not only resource for learning, but also for strengthening the idea of reading for pleasure, recreation

and further deepening of knowledge and imagination. It was observed that the library grants released to selected eight districts were not fully utilised as shown in **Table 3.22**.

**Table 3.22: Utilisation of library grants in the sampled districts**

(₹ In lakh)

District	Number of schools	Grants released	Grants utilised	Percentage of utilisation
Bagalakote	716	56.22	14.40	25.61
Sirsi	598	29.90	5.45	18.22
Raichur	990	49.60	0	0
Bengaluru Rural	233	11.65	0	0
Shivamogga	890	42.95	11.00	25.61
Ballari	973	75.64	24.1	31.85
Mysuru	1,245	87.07	43.15	49.56
Chamarajanagara	413	26.91	14.2	52.77

Source: Information furnished by the Department

There was also non-availability of library room in the primary schools in the State of Karnataka. The details of management-wise non-availability of library shown in **Table 3.23**.

**Table 3.23: Management-wise library room availability**

Management	Total schools	Schools without Library
Department of Education	43,194	39,709
Other State Government	1,292	162
Local Bodies	28	15
Private Aided	2,876	1,642
Private Unaided	14,724	4,755
Central Government	98	2

Source: Information furnished by the Department

Thus, library rooms were not available in majority of the schools (90 per cent) run by the Department of Education. The absence of library rooms and non-utilisation of the library grants for procurement of books deprived the students to develop their reading habits and self-learning abilities.

The Government stated (May 2023) that the schools could not utilise the funds as there were technical issues in transfer of funds to the schools in the fund management system. The reply added that due to non-availability of rooms in primary schools, a designated library room could not be devoted for the purpose. Reading Corners have been developed in schools to provide children access to books, thus facilitating reading skills among school's children. However, the reading corners may not facilitate suitable study environment to the students compared to full-fledged library setup.

### 3.11 Equity Interventions

Equity refers to equal opportunity to all sections of the society to participate in primary education. Under 2030 Agenda for Sustainable Development Goal, India is committed to ensure equal access to all levels of educational and vocational training for disadvantaged and vulnerable children. The indicators related to the equity outcomes are discussed in the succeeding paragraphs:

#### 3.11.1 Gender Parity Index

The Gender Parity Index (GPI) is a measure used to assess gender disparities in education. A GPI value of one indicates gender parity, meaning that there is an equal enrolment of girls and boys in primary education. If the GPI is above one, it suggests that more girls are enrolled than boys, indicating an advantage for girls. Conversely, a GPI below one indicates a disadvantage for girls, suggesting that fewer girls are enrolled compared to boys. It is calculated as the quotient of the number of females by the number of males enrolled in each stage of education (primary and secondary). The GPI of the State for the lower primary schools was in the range of 0.98 to 0.99 and for the upper primary, GPI was above one during the period 2017-22 indicating that there is no inequality between boys and girls in access to primary education in the State. However, analysis of the GPI based on enrolment to private unaided schools showed that boys are more likely to be enrolled in the unaided private schools than the girls as shown in the **Table 3.24**.

**Table 3.24: Gender Parity Index (GPI) in schools under different managements**

Management	Girls (Grade 1 to 8)	Boys (Grade 1 to 8)	Gender Parity Index
Social welfare Department	2,787	2,235	1.25
Department of Education	18,46,766	17,95,529	1.03
Tribal Welfare Department	9,008	9,395	0.96
Government Aided	2,60,336	2,78,231	0.94
Local body	1,727	1,928	0.90
Private Unaided	6,00,228	7,64,050	0.79

Source: SATS, Department of Education

The discrepancy raises concern as it reflects the cultural and societal bias that prioritize boys' education towards private schools. This further underscores the importance of improving the overall quality of Government schools for ensuring equal access to quality education for all children, regardless of gender.

The Government stated (May 2023) that the observation is noted for necessary action.

### 3.11.2 Delay in construction of Karnataka Kasturba Gandhi Balika Vidyalaya (KKGBV) Hostels for girl students

During the period from 2010-12, the Department established 86 Karnataka Kasturba Gandhi Balika Vidyalaya (KKGBV) with a capacity of 100 students each to provide hostel facilities for girls. Against the capacity of 8,600 students, 6,287 students were enrolled during 2017-18 which later declined to 5,897 during 2021-22. Out of the 86 KKGBVs, the Department released a grant of ₹68.97 crore to Rajiv Gandhi Housing Corporation for construction of 67 KKGBV during 2009-10 to 2015-16. It was observed that out of 67 hostels, 39 hostels were completed and handed over to the Department, 10 hostels were under progress and amount related to 18 hostels were surrendered. The amount of ₹14.67 crore was lying unutilised with the Commissioner for Public Instruction in a Savings Bank Account. The status of construction of KKGBVs in the test checked districts as of January 2023 is provided in the **Table 3.25**.

**Table 3.25: Status of physical progress of KKGBV as of January 2023**

District	Taluk	Grants Sanctioned (₹ in lakh)	Physical Progress
Raichur	Devadurga	69.85	RCC work has been completed for ground and first floor rooms and plastering was completed for a few rooms.
	Lingasur	69.85	RCC work has been completed for the ground floor. While plastering is not done. First floor work is not started.
	Manvi	69.85	Building work has been completed till lintel level only.
	Sindhanur	69.85	RCC work has been completed for ground floor rooms. RCC work for first floor work is yet to be completed.
Chamara-janagara	Gundlupete	72.40	Building work has been completed till roof level only.
	Kollegal	72.40	Construction is in final stages.

Source: Information furnished by the Department

Audit observed that these hostels with 414 inmates were being run in rented premises, school premises *etc.*, awaiting completion of the construction. The students staying in rented premises with limited facilities affected their educational experience, health, and overall quality of life during the stay and impact their academic progress.

The Government stated (May 2023) that delay in execution was mainly due to delay in handing over of site.

### 3.12 Inclusive education for Children With Special Needs (CWSN)

Section 3(3) of the RTE Act read with Chapter V of the Persons with Disabilities (Equal opportunities, Protection and Full Participation) Act 1995 states that the appropriate Government and the local authority should ensure that every child with a disability has access to free education in an appropriate environment and

endeavour to provide integration of students with disabilities in the normal schools.

### ***3.12.1 State Level Policy on CWSN***

The State implements the inclusive education programmes following the guidelines under the Samagra Shiksha Abhiyan Scheme. The Scheme interventions support special training, education through open learning system, home schooling, wherever necessary, itinerant teaching, remedial teaching, Community-Based Rehabilitation (CBR) and vocational education. The key thrust of intervention would be on providing inclusive education to all children with special needs in general schools.

The State has developed (2013) a draft policy on education of children with special needs. However, the policy is yet to be approved. The delay in finalising the draft policy on education of children with special needs in the State impact the effective implementation of inclusive education programs depriving the children with special needs of the essential educational development opportunities.

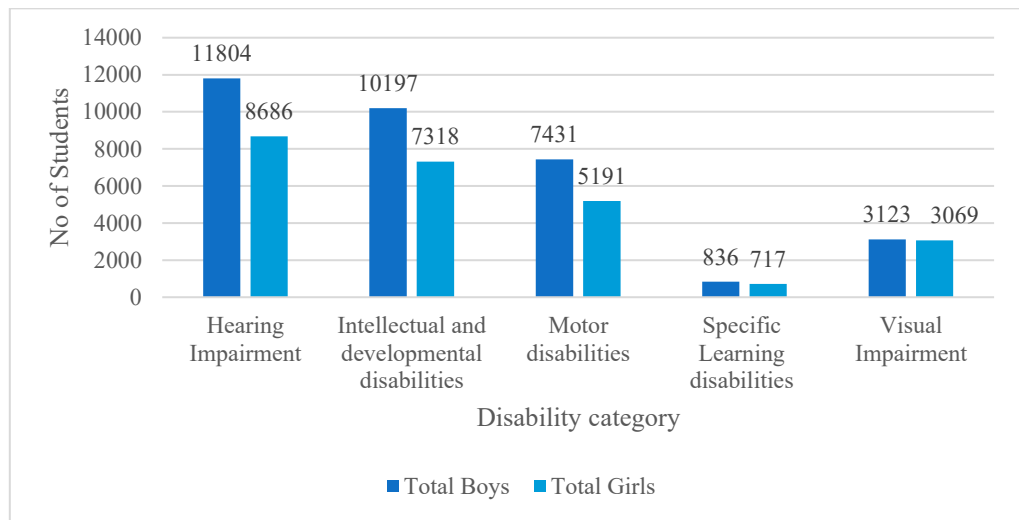
The Government stated (May 2023) that the draft policy on education of children with special needs shall be finalised after discussions. Audit is of the view that the finalisation of the draft policy needs to be expedited and implemented.

### ***3.12.2 Category appropriate interventions on CWSN***

The goal of inclusive education is to ensure equity and inclusion for children with special needs, enabling them to thrive in the education system. The RPWD Act 2016 groups 21 disabilities into five broad categories *viz.*, blindness or low vision, deafness or hard of hearing, intellectual and developmental disabilities, learning disabilities, and motor disabilities. UNICEF also categorizes disabilities into these five categories. Article 24 of the UNCRPD, ratified by India, mandates reasonable support for learning, such as braille, alternative communication modes, and sign language. Details of Category wise CSWN and appropriate interventions are provided in **Appendix 3.8**.

Category wise CWSN enrolment of children in the State as per the SATS data is depicted in the **Chart 3.4**.

**Chart 3.4: Category wise CWSN enrolment in 2021-22**



Audit observed that the Department takes up construction of ramps, provision of disabled-friendly toilets *etc.*, for children with physical disabilities. Environment building interventions appropriate to students with visual impairment, hearing impairment, intellectual and mental disorders, specific learning disabilities, and physical/motor disabilities *etc.*, were not developed by the Department. The State had to undertake 10 years projection on the need of providing adequate resources in all schools, including infrastructure and other resources for children with disabilities, through efficient sharing of available school resources. The Department is yet to initiate action on finalising the plan for projection of infrastructural needs. Further, the State was required to undertake mapping of requirements of students with disabilities for participating fully in school education. However, Audit observed that no mapping was undertaken. Lack of adequate attention to develop interventions tailored to the specific needs of students would impact their participation and educational development.

Government accepted the audit observations and stated that measures would be taken to fulfil the infrastructural needs in all the schools with the available funds in schools and with the support of Local Bodies/Donors/Corporate Social Responsibility funds. Reply added that mapping and fulfilling of requirements for children with cerebral palsy, autism spectrum disorder *etc.*, would be completed in phased manner.

### **3.12.3 Barrier free facilities for children with locomotor disabilities**

Schools should be accessible and barrier-free to both able body and disabled population to gain access into and operate freely without assistance in public buildings including schools. Management wise details of non-availability of CWSN friendly infrastructure in the primary schools in the State are given in **Table 3.26**.

**Table 3.26: Management wise CWSN Infrastructure facilities**

Management	No. of Schools	CWSN Students	No Ramps	No Railing	No CWSN Boys toilets	No CWSN Girls Toilets
Department of Education	43,194	58,372	2,436	2,322	18,694	19,158
Other State Government	1,292	1,331	229	38	377	362
Local Bodies	28	37	4	0	10	11
Aided Schools	2,876	6,214	536	238	1,098	1,110
Unaided Schools	14,724	10,611	1,491	358	2,040	2,061
Central Government	98	294	8	6	16	17

Source: Information furnished by the Department

Thus, CWSN students are studying with the regular students without friendly infrastructure like ramps, CWSN friendly toilets *etc.* While majority of the schools (94 per cent) were provided with ramps, only 64 per cent of the schools were having CWSN friendly toilets. Audit conducted joint physical verification of such schools in the test checked districts which confirmed the audit finding above. Out of the 128 schools test checked, CWSN toilets were available only in 22 schools. Ramps were available in 106 schools. However, handrails were not available in 38 schools.

The photograph of the poor condition of the ramps noticed during inspection in the test checked schools, is shown in **Exhibit 3.7**.

**Exhibit 3.7: Poor condition of ramps in schools**

Ramp without railings in GHPS, Bankanala



Unusable ramp in GHPS, Doddatumkur



Inaccessible ramp GHPS Korati



Poor condition of ramp in GLPS, Mugalipura

Lack of supporting infrastructure impact the ability of the CWSN children to fully participate in the school activities which ultimately impact their academic progress.

Government in their reply stated (May 2023) that all educational institutions (Private, Aided and Other Management schools) would be directed to have barrier free atmosphere.

### 3.13 Utilisation of funds for CWSN interventions

The releases of funds for CWSN and expenditure towards these activities during the period 2017-18 to 2021-22 are shown in **Table 3.27** below.

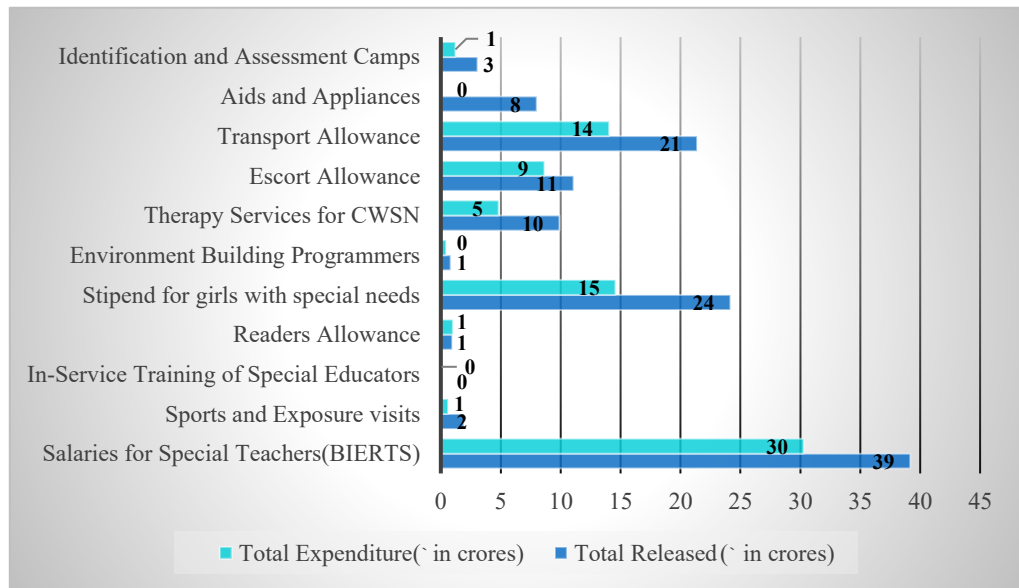
**Table 3.27: Amount released and expenditure (CWSN interventions)**

(₹ in crore)

Year	Released	Expenditure
2017-18	7.88	6.68
2018-19	26.90	23.98
2019-20	32.09	15.87
2020-21	30.27	11.86
2021-22	23.38	16.32
<b>Total</b>	<b>120.52</b>	<b>74.71</b>

Source: Information furnished by the Department

As shown in the table, out of ₹120.52 crore released during the period 2017-18 to 2021-22, ₹74.71 crore (62 per cent) was utilised. The amount released for environment building programmes, reader allowances, in-service training for special educators *etc.*, were not fully utilised and was lying with the SSK. The component-wise releases and expenditure is shown in the **Chart 3.5**.

**Chart 3.5: Component wise releases and expenditure on CWSN activities**

Shortfall in utilisation impacted the implementation of different activities related to CWSN as discussed in subsequent paragraphs:

### 3.13.1 Identification of CWSN

As per SSA framework and MHRD guidelines, children with special needs (CWSN) should be identified by household survey and as far as possible, every child with special needs should be placed in regular schools with needed support services.

**Table 3.28: CWSN identified and Enrolled in School**

Year	CWSN enrolled in regular schools (1 to 8)		
	Boys	Girls	Total
2018-19	33,566	26,415	59,981
2019-20	37,439	29,448	66,887
2020-21	33,594	26,056	59,650
2021-22	33,391	24,981	58,372

Source: Department of Education

Audit noticed that no household surveys were conducted during the period 2018-22 to identify CWSN. The Department was using the number of CWSN enrolled in schools as the number of CWSN identified. However, in the absence of comprehensive data, the number of CWSN children never enrolled in the schools could not be ascertained. The lack of household surveys resulted in exclusion of children with special needs and impact their educational development.

The Government replied (May 2023) that data from the survey conducted from Rural Development and Panchayat Raj Department and Urban Development Department would be collected for further activities.

### 3.13.2 Supply of Aids and Appliances

According to Paragraph 9.4.1 of Samagra Shiksha Guidelines, the State were to undertake mapping of requirements of CWSN students and provide aids and appliances and assistive devices<sup>17</sup>. Audit observed that no aids and appliances were supplied to CWSN students during the period 2017-18 and 2021-22 as detailed in the table below.

**Table 3.29: Aids and Appliances to CWSN Students**

Sl. No.	Category	Total No. of CWSN students					No. of children provided with aids & appliances 2017 to 2022
		2017-18	2018-19	2019-20	2020-21	2021-22	
1	Blindness	2,516	844	1,153	813	890	NIL
2	Low Vision	9,915	6,632	7,371	5,827	5,302	
3	Hearing Impairment (Deaf & Hard of Hearing)	5,003	4,055	4,448	4,169	4,297	
4	Speech and Language Disability	7,992	7,308	8,154	7,658	7,814	
5	Locomotor Disability	14,289	11,278	12,136	11,724	11,394	
6	Mental Illness	13,325	1,726	2,961	2,869	2,634	
7	Specific learning Disability	4,681	1,916	2,330	1,783	1,553	
8	Cerebral Palsy	1,380	1,361	1,516	1,493	1,549	
9	Autism Spectrum Disorder	775	297	342	299	339	
10	Multiple Disability including Deaf, Blindness	9,897	9,161	10,178	8,540	8,379	
11	Leprosy cured persons	-	37	22	44	35	
12	Dwarfism	-	378	401	416	425	
13	Intellectual Disability	-	13,079	13,541	12,208	11,981	
14	Muscular Dystrophy	-	837	969	790	768	
15	Chronic Neurological conditions	-	226	293	231	232	
16	Multiple Sclerosis	-	463	615	525	536	
17	Thalassemia	-	76	90	79	99	
18	Haemophilia	-	61	71	69	63	
19	Sickle Cell Disease	-	44	55	31	26	
20	Acid attack Victim	-	24	24	20	17	
21	Parkinson's disease	-	178	207	62	39	
	<b>Total</b>	<b>69,773</b>	<b>59,981</b>	<b>66,887</b>	<b>59,650</b>	<b>58,372</b>	

Source: The information furnished by Samagra Shikshana Karnataka

<sup>17</sup> Low vision Aids, Magnifying devices, Light-filtering lenses, Braille Instruction, braille displays and note takers, Screen reader software, Hearing Aids, Personal hearing aids, Cochlear implants, Assistive Listening Devices, FM systems, Infrared systems, Use of a word processor for written assignments, Audio books, Adaptive Technology, Text-to-speech software, Spell check and grammar check software, etc.

The amount of four crore rupees each released in the year 2019-20 and 2020-21 was not utilised. Audit also observed that two blind children in one sampled school were not provided with any assistance.

The Government stated (May 2023) that during the years 2018-19 and 2019-20, the activity could not be conducted and during 2020-21 and 2021-22, the assessment camp could not be conducted due to COVID-19 Pandemic. However, the facts remain that non-conduct of the assessment camps and non-provisioning of aids and appliances deprived the CWSN children from envisaged support.

### 3.13.3 Reader Allowance for Visually Impaired Students

Reader allowance was proposed for visually impaired children, under Paragraph 4.1.3 of Samagra Shiksha Scheme. However, significant proportion of the vision impaired children were not provided with reader allowances as shown in the **Table 3.30**.

**Table 3.30: Reader Allowance for Visually Impaired Students**

Year	Number of Visually Impaired CWSN (Low Vision + Blindness)	No. of students - reader allowance provided	No. of students - Reader allowance not provided	Percentage of Left out children	Expenditure (₹ in lakh)	Per child allowance per year
2018-19	7,476	1,074	6,402	85.63	23.16	2,156
2019-20	8,524	1,461	7,063	82.86	14.61	1,000
2020-21	6,640	1,138	5,502	82.86	9.07	797
2021-22	6,192	802	5,390	87.04	7.85	979

Source: Information furnished by the Department

During the period 2018-22, though ₹95.04 lakh was released towards reader allowance, only ₹54.68 lakh was spent. Non-provision of reader allowances for visually impaired children impacts their educational development.

The Government stated (May 2023) that all students with complete blindness and a part of students with low vision were provided with reader allowance. The reply, however, did not mention the reasons for not providing reader allowance for all the children with low vision as per the approved plan.

### 3.13.4 Scholarship to CWSN girl students

The scheme provides for scholarship to CWSN girl students. The amount of scholarship given to the CWSN girl students, was not uniform during the period 2018-19 to 2021-22.

**Table 3.31: Scholarship for girl CWSN Students**

Year	Total No. of CWSN girls (Primary)	No. of students to whom stipend provided	No of students to whom stipend not provided	Percentage of Left out children	Expenditure (₹ in lakh)	Allocation of Scholarship Per child (₹)	Per child Stipend per year (₹)
2018-19	34,814	29,230	5,584	16.04	584.60	2,000.00	2,000.00
2019-20	37,824	30,800	7,024	18.57	308.00	2,000.00	1,000.00
2020-21	33,628	27,729	5,899	17.54	189.93	2,000.00	684.95
2021-22	32,461	27,361	5,100	15.71	375.22	2,000.00	1,371.37

Source: Information furnished by the Department

The percentage of left out CWSN girl students ranged from 16 to 19 per cent during the period 2018-22. Further, expenditure per child was not uniform across the years. It was ranging from ₹685 per annum to ₹2,000 per annum per student indicating the shortfall in scholarship distribution. The non-provision of stipends to girls with disabilities can create financial barriers which discourage their educational participation, further marginalising and limiting their opportunities for academic advancement and empowerment.

The Government stated (May 2023) that all the eligible girl students were provided with stipend and Project Approval Board (PAB) approved excess amount than required for the eligible CWSN girl students. The reply, however, did not consider the fact that the number of CWSN girl students as per SATS database were considered while seeking PAB approval.

***Recommendation 4: The State Government should ensure the identification of out-of-school children, ensure their enrolment into schools, and track their continuation and completion with the help of Student Achievement Tracking System.***

***Recommendation 5: The State Government should initiate action to ensure that children with special needs are identified, enrolled, and provided with necessary infrastructure, for enabling them to develop their capabilities.***

**Chapter IV**  
**Teachers and Technology**  
**Interventions**



## CHAPTER IV

### Teachers and Technology Interventions

Schools functioning with only single teachers, schools not having teachers as per RTE norms impacts the quality of education delivery to large sections of the child population. Though overall Pupil Teacher Ratio (PTR) in the State was sufficient, the Department could not ensure availability of adequate subject specific teachers and medium appropriate teachers in several schools due to imbalances in teacher deployment. Primary schools in the Government sector are not equipped with information and communication technology infrastructure when compared with private schools which may cause a digital divide between the privileged and underprivileged children.

The Right to Education (RTE) Act 2009 establishes the teacher requirement norms for the schools. According to the norms, the Pupil Teacher Ratio (PTR<sup>18</sup>) of primary and upper primary schools were stipulated as 30:1 and 35:1 respectively. The availability of teachers in the schools is discussed in the subsequent paragraphs.

#### 4.1 Teacher availability and overall Pupil Teacher Ratio

The emphasis given to PTR as reflected in the provisions of the RTE Act, is to improve the quality of education and to provide children with adequate attention. The PTR is an indicator that reflects the school's ability to provide individual attention and to cater to the needs of each student. Higher PTR impacts the quality of education and learning outcomes as the ability of the teacher to give individual attention reduces with greater number of children.

The overall PTR level in the State in respect of Government, Aided, Unaided and Local Body schools is depicted in the **Table 4.1** below:

**Table 4.1: PTR for the period 2017-18 to 2020-22**

Management	2017-18	2018-19	2019-20	2020-21	2021-22
Department of Education	21.63	22.00	21.87	23.1	26.19
Private Unaided (Recognised)	NA	NA	23.59	22.79	22.93
Local body	25.92	26.97	20.63	22.7	32.22
Government Aided	NA	NA	39.57	38.97	41.68

Source: SATS, Department of Education

Though overall PTR in Government schools is within the limits prescribed by the RTE Act, it increased from 21.63 in 2017-18 to 26.19 in 2021-22. The PTR of the local body schools increased from 25.92 in 2017-18 to 32.22 in 2021-22. Government aided schools have the highest PTR in the State which is more than

<sup>18</sup> Pupil-Teacher Ratio (PTR) is the number of pupils per teacher in a given school- year. The higher PTR represents one teacher has to attend to higher number of children.

40:1. Shortage of teachers results in increased workload for existing teachers, reduced individual attention to students which ultimately impacts the quality of instruction.

The Government stated (May 2023) that the recruitment of additional teachers was under progress.

## 4.2 Pupil Teacher Ratio in primary schools managed by Department of Education

### 4.2.1 PTR in schools enrolment-wise

Though the State's overall PTR is within norms, the school-level distribution of PTR showed imbalances. The reason for this distortion could be attributed to the presence of a large number of schools and thin enrolment of pupils. The PTR in schools with different levels of enrolment are indicated in **Table 4.2** below:

**Table 4.2: The PTR in schools with different enrolment levels**

Academic Year	PTR status in schools with number of students					
	Less than 20	Between 20 and 50	Between 50 and 100	Between 100 and 150	Between 150 and 200	More than 200
2017-18	7.08	15.74	26.7	32.61	34.55	44.08
2018-19	7.15	16.10	27.39	33.78	35.55	46.83
2019-20	6.79	16.04	27.04	31.61	35.68	45.21
2020-21	7.37	16.70	28.66	34.06	36.72	45.08
2021-22	7.99	17.37	31.48	38.27	40.92	44.96

Source: SATS, Department of Education

Thus, it was observed in schools with more than 150 enrollments, the PTR did not conform to the RTE norms. The audit also noticed, in schools with more than 200 enrolments, PTR remained higher at 45:1 in all the years which points out that Government has not deployed new teachers in schools with higher enrolment. Non-maintenance of adequate PTR would impact the quality of education in these schools.

### 4.2.2 District wise PTR

During 2021-22, at the lower primary level, the PTR in schools under Department of Education ranged from 9.52 in Kodagu district to 33.73 in Yadagiri district. Whereas, at the upper primary level, PTR in schools ranged from 16.72 in Uttara Kannada district to 49.36 in Yadagiri District. While Yadagiri, Koppal, Raichur, Ballari was having high PTR, the Kodagu, Hassan, Chikkamagaluru and Udupi were having favourable PTR. The district-wise PTR in schools is detailed in **Appendix 4.1**.

It was observed that the PTR in upper primary schools increased in all the 34 educational districts during the period from 2017-18 to 2021-22. It was also observed that the number of districts having PTR higher than 35 in upper

primary schools increased from one district to 10 districts during the period. Non-maintenance of the PTR in schools thus impacted the quality of education as reflected in the learning outcomes of the students in the region.

Government in reply stated that Kodagu district comes under Malnad region and for schools of Malnad region with 61-120 students one additional teacher is given over and above the staffing pattern. Reply further stated that in the District of Yadagiri which comes under Kalyana Karnataka (KK) region, teacher vacancies are more than 25 *per cent* and Department had notified 5,000 teacher posts for recruitment in KK region and out of these 4,194 teachers were selected and finalised.

### 4.3 Non-compliance with RTE norms in respect of number of teachers

According to Section 25 of the RTE Act 2009, Lower Primary Schools (LPS) and Upper Primary Schools (UPS) were to maintain a PTR of 30:1 and 35:1 respectively. The status of non-compliance with these RTE norms is shown in **Table 4.3**.

**Table 4.3: RTE non-compliant schools**

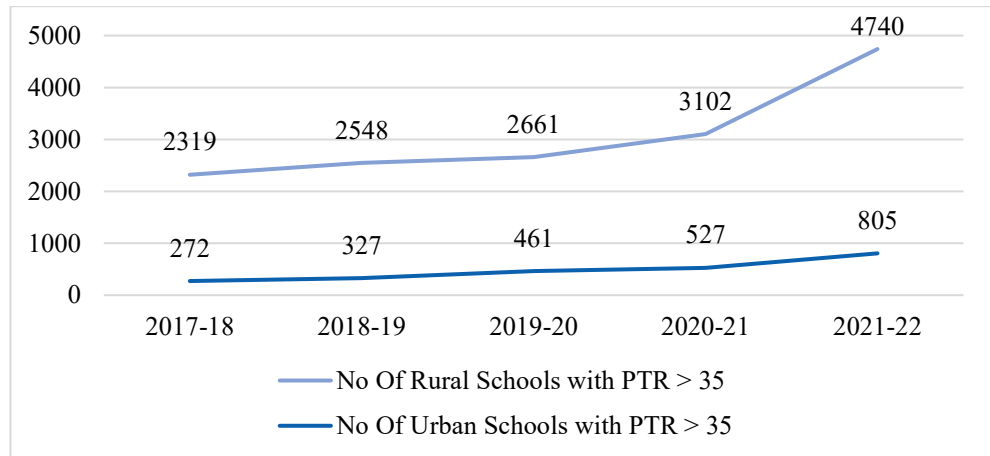
Year	Number of LPS	Number of LPS with PTR more than 30:1	Percentage	Number of UPS	Number of UPS (PTR>35)	Percentage of non-compliant UPS
2017-18	21,224	5,379	25	21,946	2,591	12
2018-19	21,011	5,946	28	21,933	2,875	13
2019-20	20,792	5,103	25	21,897	3,122	14
2020-21	20,747	5,798	28	21,897	3,629	17
2021-22	20,701	6,557	32	21,892	5,545	25

Source: SATS, Department of Education

It was observed that the number of LPS which were non-compliant to PTR norms increased from 5,379 schools (25 *per cent*) in 2017-18 to 6,557 schools (32 *per cent*) in 2021-22. Further, the number of UPS with PTR higher than 35 increased from 2591 schools (12 *per cent*) in 2017-18 to 5,545 schools (25 *per cent*) in 2021-22, which increased two fold during audit period.

It was further observed that in respect of UPS, the schools with PTR higher than 35 were more in rural areas when compared to the urban areas. Out of the total 5,545 UPS during 2021-22 which had a PTR higher than 35 and 4,740 schools (85.48 *per cent*) were from rural areas while 805 schools (14.52 *per cent*) were from urban areas. The year wise details of the UPS which had PTR higher than 35 during 2017-18 to 2021-22 are detailed in **Chart 4.1**.

**Chart 4.1: Rural and Urban UPS with PTR more than 35**



Source: SATS, Department of Education

The disparity in Pupil-Teacher Ratio (PTR) between rural and urban areas would exacerbate educational inequalities, depriving rural children of equal opportunities for quality education thus widening the gap between urban and rural educational outcomes.

The Government stated (May 2023) that through rationalization process of excess teachers posts were identified and the same would be reallocated to needy schools.

#### 4.3.1 Single Teacher School

Section 25 of the Right to Education Act 2009, require that there should be two teachers in each school with enrolment up to 60. However, there were single teacher schools in existence in the State even as of 2021-22. Audit observed that the number of single teacher schools increased from 4,652 during 2017-18 to 6616 schools during 2021-22. The number of primary schools with single teacher during the period in urban and rural areas of the State were as shown in **Table 4.4**.

**Table 4.4: Year wise details of single teacher schools**

Academic Year	Rural Primary Schools	Urban Primary Schools	Total No. of single teacher primary schools
2017-18	4,519	133	4,652
2018-19	4,747	184	4,931
2019-20	4,712	310	5,022
2020-21	5,288	390	5,678
2021-22	6,239	377	6,616

Source: SATS, Department of Education

Audit observed that the rural schools had having more number of single teacher schools compared to the urban areas. In a single teacher school, one teacher must simultaneously manage children across different grades besides handling

the administrative functions of the school affecting the ability of the teacher to provide the RTE mandated learning hours to each grade.

The Government stated (May 2023) that single teachers were deployed in schools considering the low enrolment in these schools. Reply added that Department deploys one teacher post for schools for enrolment up to 11 students and “Nali-Kali<sup>19</sup>” system of multi-grade teaching is adopted. However, single-teacher schools do not comply with the norms specified in the Right to Education Act. The single teacher schools have an adverse impact on the children enrolled in those schools, as it limits their access to quality education, reduces individual attention and support.

#### 4.4 Teacher Vacancy

Rule 18 of the KRTE Rules requires the Deputy Directors of Public Instruction of each district to ensure rational deployment of the teachers in their Districts. The year-wise teacher vacancies in the schools of the Education Department were as follows:

**Table 4.5: Details of Vacant posts of teachers in the Department of Education**

Year	Vacancy position
2017-18	16,000
2018-19	22,500
2019-20	22,150
2020-21	20,891
2021-22	48,182

Source: Information furnished by the Department

The norms prescribe that the vacancy of the teachers does not exceed 10 *per cent* of the total sanctioned strength. Analysis of the data provided by the Department, however, showed that the vacancy exceeded 10 *per cent* in all districts. Against the total sanctioned strength of 1,88,415 teachers in the State, 48,182 teacher posts were vacant during the year 2021-22 which is 26 *per cent* of the total sanctioned strength. The vacancies ranged between 12 *per cent* (Davanagere district) to 45 *per cent* (Yadagiri district). The district-wise position of sanctioned strength and vacancy is provided in **Appendix 4.2**.

It was observed that vacancy of teachers in rural areas was 27 *per cent* while in urban areas it was 21 *per cent*. The rural and urban gap in vacancies was highest in Koppal district with 20.90 points followed by Vijayapura district with 18.70 points. Prevalence of teacher vacancies in the schools impacts the quality of education to students.

Government accepted the audit findings and stated (May 2023) that teacher vacancies were created because of superannuation, death, voluntary retirement, *etc.*, on a regular basis and to combat teachers’ shortage in primary schools

<sup>19</sup> ‘Nali-Kali’ is a creative learning approach adopted by Government of Karnataka which combines Grades 1, 2 and 3 in a single multigrade classroom.

27,000 guest teachers were appointed. The reply, however, did not consider the fact that events such as retirement are forecastable, and recruitment could be planned on a regular basis considering these factors.

The Study Report of BCU also emphasized the importance of recruitment planning to ensure teacher availability.

### ADDRESSING TEACHER SHORTAGES

The Study Report suggested the following to address the challenge of teacher shortages in primary schools:

- Forecasting teacher vacancies through statistical models can help assess requirements based on factors like population changes and retirement rates.
- Exploring Public-Private Partnerships (PPP) in establishing schools, providing infrastructure, and recruiting teachers.
- Offering short-duration training to local graduates, technology savvy individuals, and skilled professionals to substitute teachers for specific periods.
- Creating school complexes to foster collaboration, share resources and teachers, provide professional development opportunities, and strengthen school leadership.
- Aggregating schools in urban and semi-urban areas to better pool teachers and improve teacher availability.

## 4.5 Availability of Head Teachers

Strengthening the school leadership to improve teaching and learning is one of the strategies put forward to achieve Sustainable Development Goals target 4.c of the Education 2030 Agenda. Establishing standards such as compulsory professional qualification, leadership career path, leadership training *etc.*, would promote school leadership. Samagra Shiksha guidelines require recruitment of 50 *per cent* of the headmasters through direct recruitment.

It was observed that the Department had not prescribed any professional qualification for head teacher posts. Senior teachers are offered these roles. During 2021-22, against a sanctioned strength of 16,446 of HM/GHM/SRHM<sup>20</sup>, 4,854 (29.51 *per cent*) posts of Head Teachers were vacant in the State.

Government replied (May 2023) that qualified in-service teachers are promoted as Head teachers and added that there is no provision to insist additional professional qualification /pass in examination for promotion to Headmasters and SRHMs as per Cadre and Recruitment Rules. However, the facts remain

---

<sup>20</sup> HM- Head Master, GHM- Graduate Headmaster, SRHM- Senior Headmaster

that the vacancies in Headmaster posts affect the overall functioning of the school and ultimately impact the quality of education provided in the school.

The Study report of BCU also highlighted the importance of effective school leadership while giving their suggestions to overcome the leadership challenges.

### STRENGTHENING SCHOOL LEADERSHIP

Bengaluru City University report suggested the following strategies for improving leadership in primary schools:

- Creating a leadership career path separate from classroom teaching, to attract and retain talented leaders and motivate ambitious individuals. This can be linked to certifications or career milestones.
- Providing training and continuous professional development opportunities for school leaders, focusing on leadership techniques, pedagogical guidance and the overall goals of the school.
- Developing standards for school leadership that serve as benchmarks for performance evaluation, growth identification, and recruitment strategies. This helps establish leadership as an integral part of the education system.

## 4.6 Availability of Subject Teachers

According to Section 25 of the RTE Act, subject specific teachers (Mathematics, Science, Social Science *etc.*) were to be deployed for upper primary schools. The availability of subject specific teachers in the Department were as follows:

**Table 4.6: Subject specific teachers' vacancy in primary schools**

Subject	Sanctioned	Working	Vacancy	Percentage
Language	1,23,773	1,09,819	13,954	11.27
Social Science	5,373	1,840	3,533	65.75
Maths, Science	33,966	11,912	22,054	64.93
Physical Education	6,771	4,334	2,437	35.99
Special Teachers	481	218	263	54.68

Source: SATS, Department of Education

As seen from the above, 64.93 *per cent* of the sanctioned posts for mathematics and science are vacant and the vacancy in special teachers' category was 54.68 *per cent*. Thus, the absence of subject specific teachers adversely impacts the learning outcome of students which was confirmed in the ASER-2022 wherein a declining trend in the reading, writing and arithmetic skills of the students.

Government replied (May 2023) that recruitment for 1,614 Mathematics, 1,250 Biological Science posts were notified, and recruitment was under process.

#### 4.7 Availability of Medium Appropriate Teachers

The Department runs schools under different mediums such as Urdu, Telugu, Tamil, Marathi besides Kannada and English medium schools. The medium-wise number of schools in the State is indicated in the **Appendix 4.3**.

The teachers proficient in the respective mediums were to be deployed in these Schools. The data on the sanctioned strength, working strength and vacancy position of the teachers required for different medium was not made available to Audit. A test check of records of Urdu medium schools in the eight selected districts showed that in 38 Urdu medium schools, Urdu proficient teachers were not available, and teachers qualified for Kannada medium were deployed. Deploying teachers who are not proficient in the medium of instruction can impede student learning which would adversely impact their academic progress.

Government while accepting the audit observation stated (May 2023) that in recruitment process Urdu posts were notified, however, candidates were not eligible for selection.

#### 4.8 Imbalances in teacher deployment and teacher rationalisation

The Department was required to ensure optimum distribution of available teachers across the districts and blocks. The details of the teacher requirement, excess, need *etc.*, for the eight selected districts were as follows:

**Table 4.7: Details of the teacher requirement, excess, need *etc.*, in the eight selected districts**

Name of the District	No. of Teachers requirement as per RTE Act	No. of Teachers Working	No. of additional teachers required as per RTE Act	Excess Teachers identified through rationalisation	Net requirement, if rationalised
Bagalakote	10,435	5,509	4,926	3,017	1,909
Ballari	13,240	6,618	6,622	3,399	3,223
Bengaluru (Rural)	4,572	2,635	1,937	1,298	639
Chamarajanagara	4,126	2,319	1,807	1,113	694
Mysuru	10,284	5,616	4,668	2,996	1,672
Raichur	10,812	5,462	5,350	2,363	2,987
Shivamogga	9,374	5,259	4,115	2,814	1,301
Sirsi	5,119	2,774	2,345	1,391	954

Source: Information furnished by the Department

Thus, it could be seen that there is a need of 31,770 teachers in these eight Districts and 18,391 teachers were identified as excess in these Districts indicating that 58 *per cent* of the teacher requirement in these eight Districts could be fulfilled by re-deployment of teachers and rationalisation. For instance, in Shivamogga District, Primary School Teachers (PST) were deployed in

excess in four Blocks whereas there were vacancies in another three Blocks. The details are indicated in **Table 4.8**.

**Table 4.8: Block wise PST post vacancy and excess in Shivamogga District**

Sl. No.	Block	Vacancy	Excess
1	Bhadravathi	0	155
2	Hosanagar	4	0
3	Sagar	35	0
4	Shikaripur	0	103
5	Shivamogga	0	156
6	Soraba	81	0
7	Thirthahalli	0	31
	<b>Total</b>	<b>120</b>	<b>445</b>

Source: DDPI, Shivamogga

The imbalances in teacher availability across different blocks and districts highlight the lack of rationalisation in teacher deployment within the State.

Government while accepting the audit observation stated (May 2023) that imbalances in teachers' deployment across various blocks and districts, across rural and urban would be addressed. However, the facts remained that unequal distribution of teachers points to the lack of effective rationalisation in teacher deployment which perpetuate disparities in educational opportunities for different areas.

#### **4.9 Teaching multiple grades in single classroom**

According to Section 25 of the RTE Act, in upper primary grades, one teacher was to be made available for each grade. The Department implemented multi grade teaching as part of its 'Nali Kali'<sup>21</sup> programme' in Government schools up to Grade 3. In multi-grade education, teachers within a timetabled period are responsible for instruction across two or more curriculum grades seated in the same classroom.

It was observed that while the 'Nali-Kali' programme was to cover only up to Grade 3, due to shortage of teachers, the multi-grade teaching was extended to other higher Grades of 4 to 7. It was also observed that even though this model has been under implementation since 1995, the Department is yet to undertake a study to evaluate multi-grade teaching of 'Nali-Kali' in the form of learning outcome assessments. The Department had also not analysed Census-based State Achievement Survey (CSAS) data during the review period of 2017-18 to 2021-22. Thus, the audit could not assess the effectiveness of the multi-grade teaching model implemented in the State.

Government replied (May 2023) that the system of multi-grade teaching encourages children to learn from their peers and breaks barriers of differences in the classroom. The reply added that the system is extended to higher classes

<sup>21</sup> Nali kali- an activity-based learning program, Karnataka

where children strength is lesser. However, the multi-grade teaching in upper primary schools was not in compliance with the provisions of the RTE Act.

#### 4.10 Recruitment of primary teachers

The recruitment of primary teachers is carried out by ‘Centralised Admission Cell’ working under the Department of Public Instructions as per the “Karnataka Education Department Services (Department of Public Instructions) (Recruitment) Rules, 1967 and Amendments made from time to time”. The following are the year-wise details of Teachers’ recruitments made from 2017-18 to till date (January 2023).

**Table 4.9: Details of teacher recruitment**

Year	Nomenclature	Vacancy notified	No. of candidates applied	No. of vacancies filled	No. of un-filled vacancies	Percentage of un-filled vacancies
2017-18	Graduate Primary Teacher for Grades 6 to 8	10,000	68,332	3,389	6,611	66.11
2019-20	Graduate Primary Teacher for Grades 6 to 8	10,565	76,986	1,994	8,571	81.13
2022-23	Graduate Primary Teacher for Grades 6 to 8	15,000	1,06,083	Recruitment under process.		

Source: Department of Education

The vacancies were not fully filled in 2017-18 and 2019-20 as an adequate number of applicants with prescribed qualifications were not available. Hence, the Government had relaxed the qualification criteria for teachers as a one-time measure in the recruitment process initiated during 2022. The under-recruitment and delays in recruitment lead to prolonged understaffing in schools which ultimately impact the quality of education.

The Government accepted the audit findings and stated (May 2023) that from 2017-18 to 2019-20 for filling up of 20,565 vacancies 1,45,318 candidates applied but only 5,383 qualified in competitive examination. The reply added that recruitment of 15,000 vacancies was under progress.

##### 4.10.1 Preparation of selection list by Centralised Admission Cell

The recruitment of primary teachers in the State is carried out by Centralised Admission (CA) Cell under the Department of Public Instructions. The Cell gathers the details of teacher vacancies under various Deputy Directors of Public Instructions at the District level and notifies the vacancies inviting applications from the eligible candidates through online application window managed by the CA Cell. The Cell administers the selection process, and a list of selected candidates is prepared after conducting a competitive examination and evaluating the academic performance. The district wise selection list is published in the Department website.

It was observed that before uploading the selection list to the website, CA Cell did not authenticate the selection list. None of the officers in the CA cell signed the selection list as a mark of approval and authentication and finalisation of the selection list. The DDPIs in the Districts were also not communicated a signed copy of the selection list. The DDPIs issued appointment orders based on these unauthenticated electronic copies of selection lists downloaded from the website of the CA Cell. Such downloaded electronic copies were vulnerable to unauthorised modifications. And there were no procedures in place in CA Cell to obtain the actual list of candidates appointed by the DDPIs and to ensure the candidates appointed by the DDPIs were from the original selection list and the details of candidates not reported, *etc.* Use of unauthenticated electronic data for appointments and non-tracking/matching of the finally appointed candidates against the selection list by the CA Cell, were fraught with risk of unauthorised modifications.

Audit also observed that Commissioner of Public Instruction (CPI) had noticed instances of irregular appointments by the Deputy Directors of Public Instructions. The CPI had instructed all the Deputy Directors of Public Instruction to immediately cancel the irregular appointment of primary school teachers that was being done and to send a report to the CPI office. The details of the irregular appointments and the action taken on such appointments, *etc.*, were not made available to Audit. The electronic data on the selection list, data on teachers appointed *etc.*, though sought were also not made available to Audit. In the absence of the data, Audit could not verify the selection list with the list of teachers appointed. The Department did not offer any remarks to the audit observation.

#### **4.11 Performance evaluation of teachers**

"Shaala Shiddhi" is an evaluation system introduced for assessing the performance of teachers and schools. Teachers in the state submit self-evaluation reports through this system. However, it was observed that there is no mechanism in place to effectively utilise the data from these reports for identifying performance gaps and formulating required interventions. As a result, the Department is unable to conduct a comprehensive training needs assessment for teachers' professional development or develop strategies to enhance teaching quality based on insights from the evaluation data. Non-utilisation of teachers' self-evaluation data deprives the department of insights for identifying areas of improvement which ultimately impact the quality of teaching.

The Government stated (May 2023) that Pre and Post training evaluation is conducted during training sessions and audit observation is noted.

#### **4.12 NEP Recommendations on teachers**

The NEP 2020 focuses on enhancing teacher quality through continuous professional development, policy changes for promotions and incentives *etc.*

The Audit observed that activities proposed in the NEP 2020 are yet to be initiated by the Department. The revision of promotion rules, performance-based incentives *etc.*, was yet to be decided and implemented. The decision on continuous professional development of the teachers is also pending implementation.

The Government stated (May 2023) that the observation was noted. However, the facts remained that delay in implementation of the NEP provisions would impact the professional development opportunities of the teachers.

#### **4.13 Curricular innovations to support learning outcomes**

##### ***4.13.1 Revision of curriculum***

Periodic revision of curriculum is important to align the curriculum to the changing learning requirements and prepare the learners for the future. However, Audit observed the State Government is following the State Curriculum Framework (SCF) of 2007 and the revision of curriculum with reference to the requirements of NEP 2020 is yet to be taken up.

The Government stated (May 2023) that based on NCERT and NCF guidelines and framework, SCF is formed and designed. All textbooks are revised periodically, and observation is noted. However, the facts remained that the delay in revising the curriculum in line with the National Education Policy 2020 hinders the incorporation of contemporary educational approaches that are necessary for addressing the changing learning needs of students.

##### ***4.13.2 Class wise subject wise outcomes***

As per the Amendment (February 2017) to rule 23(2)(c) of the RTE Rules, all States were to prepare “grade wise, subject wise learning outcomes” for all primary classes, and to link achieving the defined learning outcomes with Continuous and Comprehensive Evaluation (CCE). These aim at improving the quality of school education and increasing accountability in the teaching system.

However, the State was yet to finalise the grade-wise, subject-wise learning outcomes and link it with the CCE. The State also did not take measures to assess the performance outcomes of the schools by using the CCE data. Government, in its reply (May 2023), did not offer any specific remarks.

##### ***4.13.3 Co-curricular activities***

Combining co-curricular activities with the academic curriculum contributes to the overall development of a child. KRTE Rules, DSERT is the academic authority responsible for preparation of curriculum for schools in the State.

It was observed that DSERT had not designed any framework for conducting the co-curricular and extra-curricular activities and for assessing the student performance and achievements in these areas. Lack of a framework for

undertaking co-curricular activities would hamper the goal of nurturing the students' talents beyond academics.

While noting the observation, the Government stated (May 2023) co-curricular activities were initiated every academic year from School Level to National Level. Pratibha Karanjee, Kalotsava, Sports events, Science Exhibition *etc.*, were also conducted. School Excursion, Literary activities School Parliament, Quiz drawing painting *etc.*, competitions were conducted to encourage students' participation.

However, the Government is silent on the formulation of uniform framework or any guidelines in this field.

#### ***4.13.4 Absence of a comprehensive language assessment framework***

Considering assessment as an integral part of teaching learning activities, the Right to Education Act of 2009 mandated the use of Continuous and Comprehensive Evaluation (CCE) for all subjects at primary level. The BCU Study Report recommended creation of a comprehensive language assessment framework, like the Common European Framework of Reference for languages that encompasses all four language skills listening, speaking, reading, and writing. The assessment of learning achievements in languages by the Education Department mainly involved assessing the two basic skills of the students, namely, proficiency in reading and writing. The assessment of proficiency in the other two skills, listening and speaking, was not given due importance. Thus, the assessment of learning outcomes of the students in languages was partial and limited only to reading and writing skills.

The Government stated (May 2023) that from Grade 1 to Grade 10 textbooks are incorporated with new words systematically. Oodu Karnataka, Alur Venkata Rao Language Labs are established. Workbooks are supplied to students to improve their comprehension and learning skills and that the observation was noted.

However, the Government is silent on provision of language assessment framework.

The Study report of BCU also stressed the need to reform the language teaching and assessment methods.

## ASSESSING THE LANGUAGE SKILLS OF LEARNERS AT PRIMARY LEVEL

The Study report proposed the following measures to improve language teaching and assessment in primary schools:

- Teachers should employ diverse teaching methods, such as using tape recorders, televisions, online language resources, and other interactive tools, to facilitate well-rounded language skill development.
- Setting up language laboratories in primary schools can provide students with a safe and supportive environment to practice and enhance their language skills.
- Creating a comprehensive language assessment framework, like the Common European Framework of Reference for languages, that encompasses all four language skills listening, speaking, reading and writing should be undertaken.

### 4.14 Use of technology to support learning

#### 4.14.1 Information and Communications Technology (ICT) education in primary schools

The National Policy on ICT in school education stated its mission as to devise, catalyse, support and sustain ICT and ICT enabled activities and processes to improve access, quality and efficiency in the school system. Section 4.2.5 of the Policy provides that the ICT Literacy programme would be extended to the upper primary stage by the end of the XII Plan period. The NEP 2020 also called for the optimization and expansion of existing digital platforms and ongoing ICT-Based educational initiatives to meet the current and future challenges in providing quality education for all.

It was observed that the Department did not prepare any policy for the extension of ICT education in the primary schools. Thus, the Department was yet to have a clear direction on the implementation of the ICT in the Government primary sector.

The Government stated (May 2023) that clustering of primary schools with secondary schools would be attempted for optimum utilisation of ICT resources.

The Study Report (BCU) findings on the ICT implementation in the primary education were as follows:

## USE OF ICT EDUCATION IN THE PRIMARY SCHOOLS

The Study report stated that implementing ICT education in primary schools would result in improved learning outcomes, increased student engagement, personalised learning, collaborative learning, digital literacy, career readiness, and increased access to information.

It was observed that though the Annual Plan for the year 2018-19 proposed to provide ICT infrastructure facilities in 5,121 upper primary schools with an estimated cost of ₹122.90 crore, the project was not implemented, and the activity was surrendered in the year 2021-22. Similarly, during 2021-22, an amount of ₹32.12 crore was allocated for implementation of ICT interventions in 502 schools in the State, but the planned interventions were again not implemented. The non-utilisation of funds allocated for ICT was mainly due to a delay in finalisation of the tenders. The students were thus deprived of education in ICT platform even when funds were provided by the Government.

Non-implementation of ICT in Government primary schools limits the exposure of students to technology and digital skills that are essential for the contemporary era and exacerbates the educational divide between Government schools and private schools providing ICT facilities.

The Government stated (May 2023) that for 502 schools in the State, provision of ICT infrastructure facilities is under progress. However, the facts remained that the delay in implementation of ICT interventions in primary schools, despite allocated funds, deprived students of access to ICT facilities.

### 4.14.2 Availability of ICT infrastructure in primary schools

Audit analysed the availability of ICT infrastructure in the primary schools in the State of Karnataka. Following are the details of ICT facilities available during 2021-22 in the primary schools in the State of Karnataka.

**Table 4.10: ICT infrastructure in primary schools**

Management	Percentage of Schools with Internet	Percentage of schools with Digital Board	Percentage of schools with Smart TV	Percentage of Schools with Computers	Percentage of Schools with Projectors
Department of Education	6.72	0.58	4.64	3.96	8.25
Private Unaided	58.27	10.75	21.12	33.90	30.84
Government Aided	36.70	3.02	8.97	12.28	14.83

Source: SATS, Department of Education

While 58.27 per cent of the unaided schools had internet facilities, only 6.72 per cent of the Government schools had internet facilities. Further, 33.90 per

cent of the unaided schools were equipped with computers against 3.96 per cent of the schools run by the Education Department. Thus, there were significant gaps in the availability of ICT infrastructure facilities in Government schools compared to that of private unaided schools. Inability of the Government Schools to provide essential digital competencies needed in the modern world, limit the educational and career prospects of the children studying in Government schools and widen the digital divide between children enrolled in these two streams.

The Government stated (May 2023) that clustering of primary schools with secondary schools would be done for optimum utilisation of ICT resources.

***Recommendation 6: The State Government should initiate action to ensure that deployment of teachers in schools is rationalised which would ensure the availability of adequate number of teachers in every school as envisaged in the NEP 2020.***

***Recommendation 7: The State Government should periodically evaluate the performance of teachers and initiate action to improve the quality in teaching besides taking appropriate measures to adopt the ICT for teaching learning purposes.***

**Chapter V**

**Quality Interventions and  
Outcome Assessment**



## CHAPTER V

### Quality Interventions and Outcome Assessment

Even though the status of the State in the PGI index steadily improved from a score of 708 during 2017-18 to 862 during 2021-22 indicating improvements in the performance of the State, the Department had not conducted Achievement Surveys every year and hence the level of student achievement could not be ascertained. Surveys on achievement conducted by the Annual State of Education Report, however reported, inadequate levels of learning attainment in State schools. The learning assessment undertaken by the Audit in collaboration with Karnataka School Quality Assessment and Accreditation Council (KSQAAC) also indicated insufficient levels of achievement with around 70 per cent of the students in 128 sampled schools achieving less than 50 per cent in learning achievement.

#### Quality Interventions

The Samagra Shiksha framework envisages a comprehensive approach to transforming the quality of education. The scheme provides several interventions towards improvement of learning levels of students as discussed below.

#### 5.1 Performance Grading Index

The Performance Grading Index (PGI) is an assessment tool devised by the Ministry of Education for evaluating the performance of the school education system at the State/UT level. The PGI arrived by considering the values of 70 indicators. The domain-wise benchmarks are given in the **Appendix 5.1**. The States were required to analyse their performance on each of the indicators, formulate proposals to upgrade their PGI scoring/grading by identifying the areas for improvement. The PGI of the State during the period under review is as follows:

**Table 5.1: Details of PGI for the State of Karnataka**

Sl. No.	Domain	Total Score	2017-18	2018-19	2019-20	2020-21
1	Learning outcome and quality	180	160	160	160	160
2	Access	80	69	75	72	76
3	Infrastructure and Facilities	150	100	81	96	123
4	Equity	230	212	199	206	211
5	Governance Processes	360	165	240	279	292
	<b>Total</b>		<b>706</b>	<b>755</b>	<b>813</b>	<b>862</b>

Source: Samagra Shikshana Abhiyan, Karnataka

A detailed analysis of the PGI across the country revealed that the State stood 14 in the PGI for the year 2020-21. It was also seen that the State improved the

position from the year 2017-18 to 2020-21 from the level of 701-750 to 850-900 level. While the State had fared best in the learning outcome category, its performance was poor in the infrastructure and facilities category during the period 2020-21.

Government replied (May 2023) that improvement of infrastructure shall be taken care, and that the observation is noted.

## **5.2 Annual Survey of Education and Research**

Vision 2030 document mentioned the findings of Annual Survey of Education and Research (ASER), a national level NGO tests learning levels of children in reading writing and arithmetic through sample surveys conducted across country (in 596 districts) in 2018. According to the ASER survey, 25 *per cent* of the students attending Grade 8 are poor in basic reading skills and more than 50 *per cent* of the students cannot do basic mathematics like subtraction and simple division. Survey showed that the learning levels have not improved significantly despite improvement in amenities.

The ASER Report of March 2021 (Karnataka) compared the learning outcomes of 2018 and the results found that learning levels dropped in both reading and numeracy levels, especially for primary classes. The details are as under:

- i. 56.8 *per cent* of Grade 1 students surveyed could not read letters compared to 40 *per cent* in 2018.
- ii. 66 *per cent* of the Grade 8 students were able to read a Grade 2 text, compared to 70 *per cent* in 2018.
- iii. Only 9.8 *per cent* of the Grade 3 students were able to read a Grade 2 level text compared to 19.2 *per cent* in 2018.
- iv. 42.6 *per cent* of students in Grade 1 were unable to recognise the numbers one to nine, compared to 29.7 *per cent* in 2018.
- v. 17.3 *per cent* of the Grade 3 students were able to do subtraction while in 2018, it was 26.3 *per cent*. Similarly, only 38.9 *per cent* of the Grade 8 students this year could do division.

The survey thus, indicated the need for giving more attention towards the learning outcomes of the students in the primary schools.

The Government replied (May 2023) that based on the reports of ASER 2021 and Sample Based State Assessment Survey 2022, the Learning Recovery Programme Kalika Chetarike<sup>22</sup> was launched. The Kalika Chetarike was designed to address the learning loss of two academic calendar years address the learning loss of two academic years.

---

<sup>22</sup> Kalika Chetharike is a programme launched by the Education Department in 2022-23 to address the learning losses suffered by the students due to disruptions in classroom teaching during the Covid-19 pandemic period.

### 5.3 Holistic report cards for students

The holistic report card aims to provide a comprehensive and balanced assessment of a student's abilities, strengths, and areas for improvement. During the period 2017-22, the Department had not issued holistic report cards to the students. During Audit of sampled schools, it was noted that report cards were not provided to the students in respect of formative and summative assessments<sup>23</sup>. Out of 18.78 crore proposed for preparation and issue of holistic report cards, only ₹0.78 crore provided during the year 2021-22, however, the Department was not utilised the approved amount. The delay in finalisation of the format of the holistic report cards and consequent non-issue of the cards therefore deprived the students the information on their academic progress.

The Government stated (May 2023) that as per the directions of the Ministry of Education, Government of India, the Holistic Report Cards were to be designed under the guidance of NCERT. Hence the activity of designing and implementing the HPC in schools would be initiated after the final version of the HPC received from NCERT.

### 5.4 Preparing students for Programme for International Student Assessment (PISA)

Programme for International Student Assessment (PISA<sup>24</sup>) is popular competency-based assessment which measures the extent to which students have acquired key competencies. The assessment tests the children in reading mathematics and science. Although no specific activity or funding has been given for PISA to the States, Government of India proposed orientation and capacity building programme for PISA in every State with a view to promote competency-based examination in the school system and to move away from rote learning.

It was observed that State Government is yet to prepare a road map assessing the students for PISA level competencies. Non-preparation of a road map for PISA impacts the progress towards promoting competency-based education and diminish the States ability to benchmark its educational outcomes on an international scale.

The Government stated (May 2023) that the observation was noted and added that the experiences from the State level assessments would be used to prepare for the PISA.

---

<sup>23</sup> Formative assessment is based on the student's work at class and home, the student's performance in oral tests and quizzes and the quality of the projects or assignments submitted by the child. Summative Assessment is generally conducted in the form of tests or examinations.

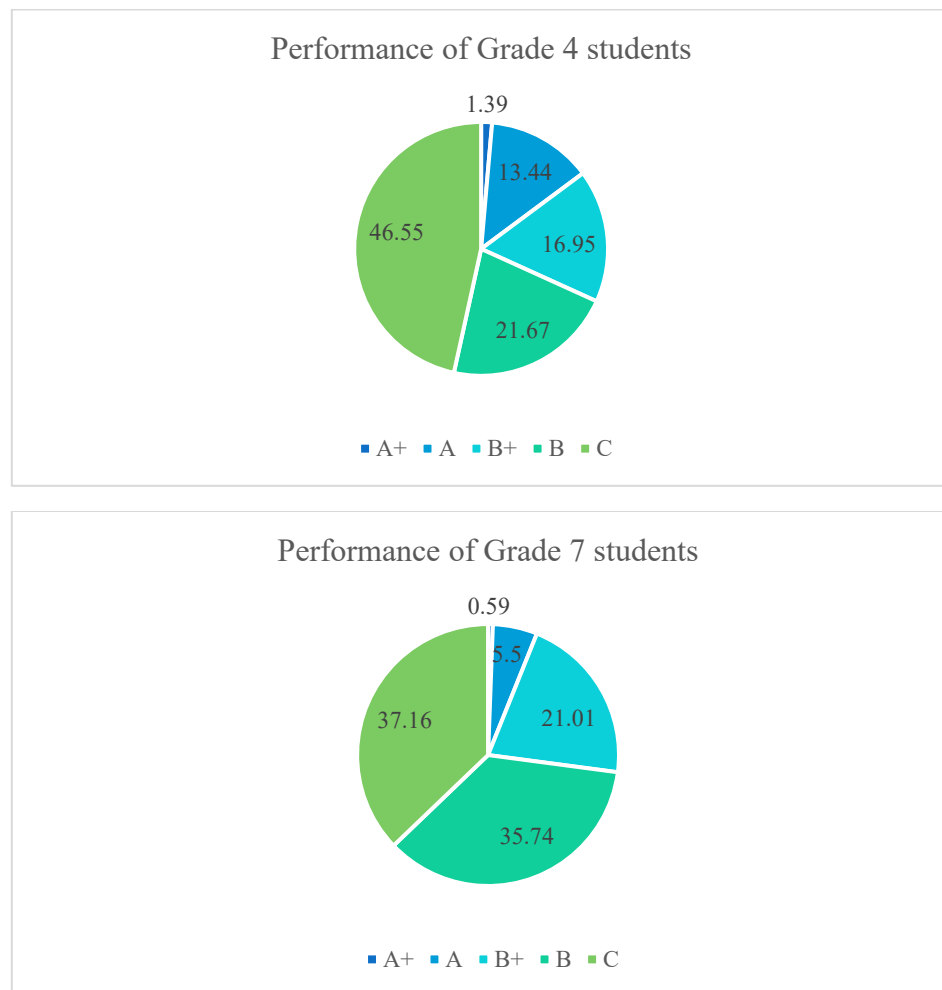
<sup>24</sup> An Assessment Programme created by the Organisation for Economic Co-operation and Development (OECD), for testing the skills and knowledge of students in reading, mathematics and science.

## 5.5 Assessment of learning outcomes

According to Paragraph 6.8.3 of the Samagra Shikshana Guidelines, States were to conduct their own census-based State Assessment Survey, the results of which will be used for continuous improvement of the school education system.

The Department last assessed the learning outcomes of the students during 2017-18 and the learning assessment data for the subsequent periods were not available. Audit requested Karnataka School Quality Assessment and Accreditation Council to prepare learning assessment questions for Grade 4 and Grade 7 students and an assessment was conducted (October 2022) in 128 sampled schools in 16 educational blocks in the State. The Assessment was undertaken in the presence of the Audit team and the answer sheets were evaluated and scores tabulated by the teachers from the cluster. The marks are graded A+ (90-100), A (70-89), B+(50-69), B (30-49) and C (0-29). The performance of the students during the assessment are depicted in the **Chart 5.1**.

**Chart 5.1: Performance of students in Grade 4 and Grade 7**



It was observed that 68.22 *per cent* of the grade 4 students secured less than 50 *per cent* of the overall marks. The subject-wise scores of the students of Grade 4 are provided in **Appendix 5.2**.

- In English 69.98 *per cent* of the students secured less than 50 *per cent* of the marks.
- In Mathematics 63.80 *per cent* of the students secured less than 50 *per cent* of the marks.
- In Environmental Studies 68.22 *per cent* of the students secured less than 50 *per cent* of the marks

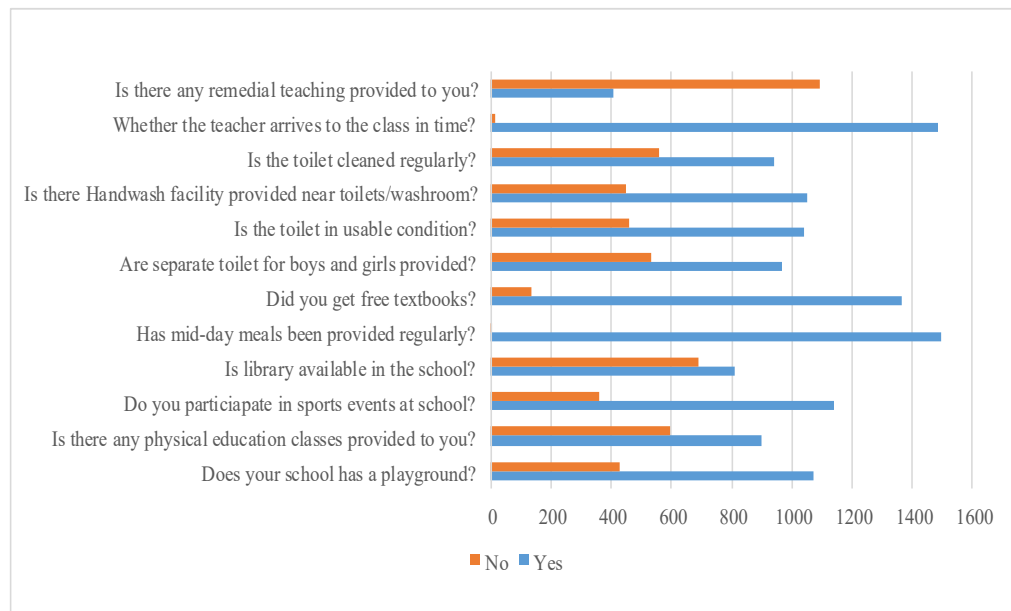
In respect of Grade 7, it was observed that 72.90 *per cent* the students secured less than 50 *per cent* of the overall score. The subject-wise scores of the students of Grade 7 are provided in **Appendix 5.3**.

- In English 67.35 *per cent* of the students secured less than 50 *per cent* of the marks.
- In Mathematics 74.03 *per cent* of the students secured less than 50 *per cent* of the marks.
- In Science 70.54 *per cent* of the students secured less than 50 *per cent* of the marks.

## 5.6 Survey of students during Audit

Audit conducted a survey of students in the age group of nine to 14 years to gather the feedback about their experiences and perceptions on the educational facilities. The results of the student survey are depicted in the **Chart 5.2**

**Chart 5.2: Student survey**



All the students surveyed reported that teachers arrive in the class in time, they received free textbooks and mid-day meals.

As per survey feedback, the children reported non-availability of hand wash facilities, non-availability of toilets, playground, library, non-conduct of

physical education classes, sports facilities, etc. Regarding cleanliness of toilets, majority of the students surveyed stated that toilets were not maintained well.

The Government stated (May 2023) that the observation was noted.

***Recommendation 8: The State Government should take steps to ensure continuous and comprehensive assessment of data on learning outcomes besides periodical analysis to identify areas for improvement.***

***Recommendation 9: The Achievement Surveys conducted should be followed up with an analysis of the performance deficiencies and should be used as an input to improve teaching learning methods, revision of curriculum and conduct of remedial teaching.***

# **Chapter VI**

## **Regulatory Interventions**



## CHAPTER VI

### Regulatory Interventions

The Department of Education regulates the private schools mainly through a process of registration, recognition and renewal of recognition. The process offers an opportunity for the Department to assess the sufficiency of school infrastructure, teaching learning resources, safety of the learning environment, *etc.* Majority of the private schools in the State were under provisional recognition of one year and the provisional recognition is renewed every year without ensuring compliance to the stipulated conditions of recognition such as building safety, fire safety requirements, *etc.* The schools run by the Government Departments were not subjected to the regulatory process that were applied to the private schools and as a result there was no systematic assessment of the school infrastructure and teaching facilities in the schools run by the Government Departments.

The educational functions in the State are governed by the Karnataka Education Act, 1983 and the rules and regulations made thereunder. The Act *inter alia* empowers the Department to regulate primary education and the regulatory activities by the Department are discussed in subsequent paragraphs.

#### 6.1 Establishment of State School Standard Authority

The National Education Policy 2020 (NEP) envisaged establishment of an independent State School Standards Authority (SSSA) responsible for ensuring that all schools adhere to essential quality standards. The SSSA would define a minimal set of standards covering areas such as safety, infrastructure, teacher numbers, financial transparency, and governance processes, to be followed by all the schools.

The State School Standard Authority is yet to be set up. Therefore, the envisaged uniform minimum professional and quality standards for school were yet to be initiated.

The Government, in its reply, did not offer any specific remarks on the setting up of State School Standard Authority envisaged under NEP 2020.

#### 6.2 Non-constitution of the State Educational Advisory Council

Section 109 of the Karnataka Education Act, 1983 provides for the formation of a State Educational Advisory Council, chaired by the education minister, to advise the Government on educational policies. Section 110 provides for establishing Standing Committees for Departments including Department of Public Instruction. Section 34 of the Right to Education Act, 2009 requires the formation of a State Advisory Council consisting of experts in the field of primary education and child development, tasked with advising the State Government on the effective implementation of the act.

It was observed that the State Government is yet to constitute the State Educational Advisory Council and the Standing Committee of Public Instruction. Thus, the policy inputs from the apex body envisaged in the Act could not be utilised for the achievement of the stated objectives. The details regarding the constitution of the State level advisory council, the proceedings of the council, *etc.*, was not made available to Audit.

The absence of the State Educational Advisory Council and State Advisory Council, as mandated by the Karnataka Education Act and the Right to Education Act, respectively, deprived the Department of the benefits of expert inputs impacting the policy formulation and implementation strategies.

The Government stated (May 2023) that the observation was noted.

### **6.3 Accreditation by KSQAAC**

Accreditation pushes institutions to meet and maintain their high standards, in turn increasing trust and confidence in them among the public and boosting accountability. This helps potential students and their families to place a certain level of trust on the institution based on the accreditation received. Government established (2005) Karnataka School Quality Assurance and Accreditation Council (KSQAAC), to promote the school quality and quality of the learning process. The objectives of the KSQAAC *inter alia* included accreditation of the primary and secondary schools.

Audit observed that KSQAAC had not conducted any activities relating to accreditation during the period 2017-18 to 2021-22. Thus, the schools were not in a position to receive benefits of accreditation to improve the quality in education.

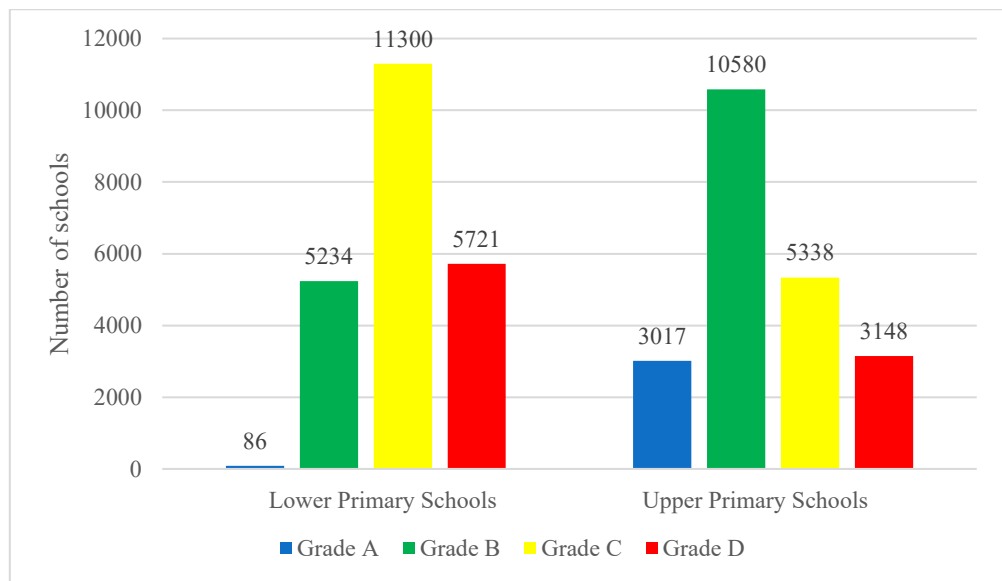
The Government stated (May 2023) that the observation was noted and added that accreditation work was dropped from the purview of the KSQAAC. Audit is of the view that accreditation involves third party assessment whereas Shala Siddhi programme is a self-evaluation tool for continuous improvement and the both the processes complement each other in promoting quality education.

### **6.4 Grading of schools**

The Department attempted grading of 44,424 Government schools<sup>25</sup> during the year 2019-20. The schools were graded based on infrastructure facilities on various parameters such as school building, compound wall, toilet, drinking water, electricity, playground, kitchen garden, library, IT facilities, computer labs and science laboratory as shown in the **Chart 6.1**.

---

<sup>25</sup> The total number of Government schools is differing since the data maintained by the different sections of the departments are not uniform.

**Chart 6.1: Grading of schools based on infrastructure**

The schools were graded as A, B, C and D with category A schools having the highest score and category D ranked the lowest. Out of the 22,341 lower primary schools, only 86 (less than one *per cent*) were graded A and out of the 22,083 upper primary schools 3017 schools (13.66 *per cent*) were Graded A.

After the year 2019-20, the Department did not analyse the grades of schools and as a result, the comparative position of the schools in terms of availability of infrastructure were not ascertainable. Thus, non-continuation of the grading schools after 2019-20 impaired the ability of the Department to identify and communicate the progress in improving the infrastructure facilities in the schools.

The Government stated (May 2023) that Student Achievement Tracking System collects data related to infrastructure. However, the fact remains that though the SATS collected the data, it was not analysed for grading and reporting.

## 6.5 Registration, recognition and renewal of recognition

According to the Section 30 of the Karnataka Education Act, 1983, all educational institutions are to be registered and no person or local authority shall establish or, run or maintain an educational institution requiring registration under this section, unless such institution is so registered. The Department grants recognition to the private unaided institutions for a period of one year, three years or five years after assessment. The institutions were to renew their recognition to continue their functioning. As per instructions, the Department was to complete the renewal process within two months from the date of application. However, Audit observed that the grant of recognition and renewal was delayed in several instances and the education institutions were functioning without recognition during the course as shown in **Table 6.1:**

**Table 6.1: Details of Educational institutions functioning without recognition**

District Name	More than nine months	Six to Nine months	Between Four to six months	Two to Four Months	Within Two months	Grand Total
Bagalakote	15	2	4	11	168	200
Ballari	1	4	6	42	230	283
Bengaluru Rural	2	1	1	15	138	157
Chamarajanagara	0	0	0	4	52	56
Mysuru	49	50	2	23	191	315
Raichur	1	0	2	6	74	83
Shivamogga	22	16	6	38	200	282
Uttara Kannada Sirsi	0	0	0	8	74	82
Vijayanagara	0	0	0	1	3	4
Grand Total	<b>90</b>	<b>73</b>	<b>21</b>	<b>148</b>	<b>1,130</b>	<b>1,462</b>

Source: Information furnished by the Department

Further, it was observed that during the year 2021-22, in the eight selected Districts, the applications for 66 schools were rejected by the Department citing inadequate facilities, non-compliance to fire safety and building regulations *etc.* However, though the applications were rejected no further follow-up was undertaken. The schools continued to operate without renewal of recognition with an enrolment of 12,447 children. Functioning of schools without renewal of recognition carries the risk of schools functioning without complying with mandatory renewal requirements such as valid building licenses, fire safety and electrical safety certificates thus, compromising the safety of school environment.

The Government, in the reply (May 2023), did not offer any remarks on the audit observation.

### **6.6 Schools run by the Government Departments kept outside the renewal, recognition procedures**

The competent authority responsible for registration assess private school facilities and enforce compliance with prescribed regulatory norms. The schools established and run by the Government departments are not subjected to mandatory assessment process. As a result, the systematic assessment of the condition of building facilities, sufficiency of staff and availability of teaching aids, *etc.*, was not undertaken at regular intervals in respect of the schools run by the Government departments. The Department was yet to evolve a system for periodically verifying the availability of educational facilities, compliance to safety norms *etc.*, for Government run schools for enabling the Department to rectify the deficiencies, if any, in a time-bound manner. As a result,

Government schools were functioning without fire safety and building safety certificates. Few instances of Government schools running in dilapidated buildings observed during the field visits are presented in **Exhibit 6.1**.

**Exhibit 6.1: Bad condition of buildings in schools**



Condition of floor in GLPS, Thimsandra, Doddaballapura



Condition of roof in GHPS, Budihal, Bagalakote



Condition of building in GHPS, Kuruburpete, Hoskote



Condition of building in GHPS, Hulkurthi, Sirsi, Uttara Kannada



Condition of floor in GHPS, Dinnerakote, Bengaluru Rural



Condition of roof in KPS, Nandagudi, Hoskote

The Government stated (May 2023) that regulatory assessment is not mandatory for the Government schools. However, fact remains that including the Government schools in the periodic assessment would facilitate better compliance towards infrastructure and safety norms.

**6.7 School Safety Guidelines not implemented**

Supreme Court of India, while considering a fire accident case in a school in Kumbakonam District of Tamil Nadu, had directed (April 2009) the State Governments and Union Territories to ensure that the school buildings are safe and secured from every angle and they are constructed according to the safety

norms incorporated in the National Building Code of India, before granting recognition or affiliation to schools. All existing government and private schools were directed to install fire extinguishing equipment. Evaluation of structural aspect of the school were to be carried out periodically.

Test check of the sampled schools noticed that the schools were not subjected to fire safety and building safety inspections. Majority of the sampled schools did not have fire extinguisher facilities despite having a kitchen adjoining the school buildings for providing mid-day meals. In respect of the private schools, Department mandated the requirement of fire safety and building safety certificates as a condition for granting recognition. The schools which did not have these certificates were granted only provisional one year recognition subject to the condition that they comply with conditions of renewal within three months. It was observed that non-compliance persisted, and the schools were granted one-year provisional recognition year after year. During the year 2020-21, 5,153 private schools were granted provisional recognition pending compliance with fire and building safety norms.

Audit observed following gaps in adhering to the guidelines.

**Table 6.2: Gaps in Implementation of School Safety Guidelines**

<b>Subject</b>	<b>Observation</b>
School Safety Advisory Committee at the State level to advise the Education Department on the safe school's subject.	No such committee was formed.
Preparation of district-wise inventory of 'schools to be made safer'.	Not prepared.
Identification of the local risks specific to the regions in the Karnataka for which the schools in that region need to be made resilient.	Not identified.
Develop child friendly teaching material for teachers and students to engage them on school safety issues.	No school safety curriculum was prepared.
Conduct Training of Resource persons/ Teachers at the school level on school safety concepts and processes.	No trainings were conducted.

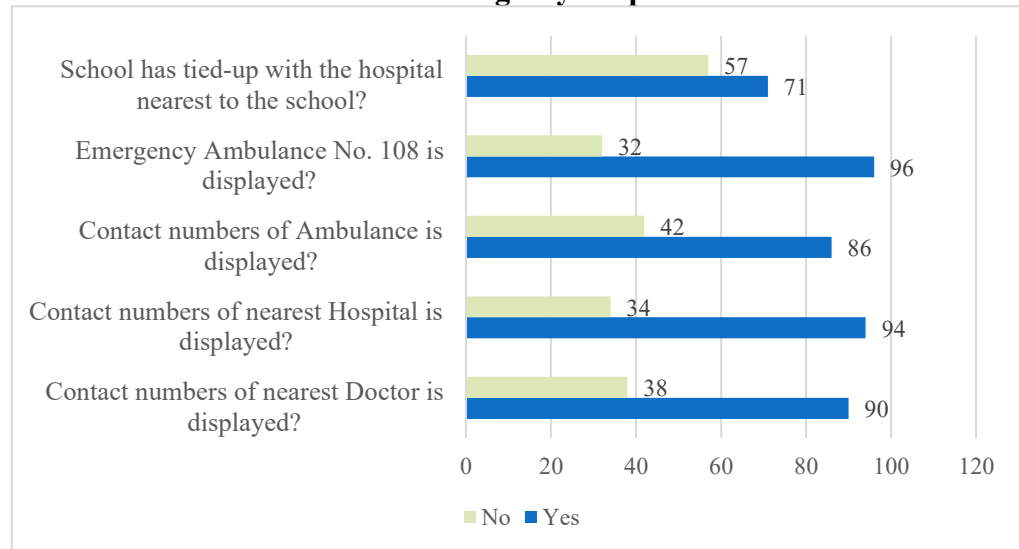
Source: Information furnished by the Department

The Audit scrutiny of the 128 sampled schools, however, showed that many schools were not prepared with emergency response. The information provided by the Department of Fire and Emergency Services showed that there were 91 incidents of fire in the schools and colleges during the period 2017-22. Though no loss of life was reported during this period, such fire incidents in the educational institutions emphasise the importance of implementing the fire safety guidelines.

The guidelines on school safety by National Disaster Management Authority specified various measures for ensuring safety of children at schools.

It was observed that essential information required for the emergency response such as contact numbers of Hospitals, Ambulance, Doctors *etc.*, was not displayed by 25 per cent of the sampled schools as shown in **Chart 6.2**.

**Chart 6.2: Emergency Preparedness**



Non-compliance to disaster management guidelines carries the risk of compromising the safety and well-being of students, staff, and others within the school environment.

The Government stated (May 2023) that building safety, fire safety, child safety and other rules and regulation are specified under Karnataka Education Act and would be implemented.

### 6.7.1 First Aid facilities in schools

The children spend most of their time in schools and are vulnerable to injuries. Schools were to maintain a first aid box to attend to such cases.

Audit observed that the first aid boxes maintained in many of the selected schools were not in usable condition and the medicines were also found expired in the first aid boxes without replacement.

**Exhibit 6.2: Condition of First Aid kits in sampled schools**



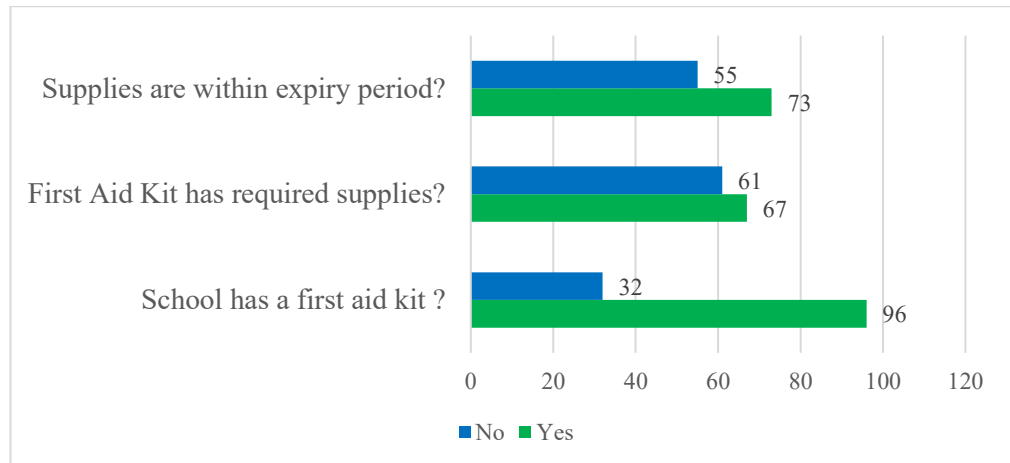
**Empty First – Aid kit in GHPS, Hasigala**



**Expired items in GLPS Mugalipura**

The availability of the first aid facilities in the 128 sampled schools are depicted in the **Chart 6.3**.

**Chart 6.3: Availability of first aid kits**



Absence of first aid facilities in the schools impair their ability to respond effectively to the health-related incidents and to provide timely medical assistance.

The Government stated (May 2023) that instructions would be issued to all the schools to maintain first aid boxes with proper validation and expiry date check.

## 6.8 Regulation of online schools

In line with trends in adoption of Information Technology in delivering education, online/virtual schools are being established in the country to cater to the student needs. These online schools presently are out of the purview of the regulatory framework of the Education Department. The schools are not provided with UDISE<sup>26</sup> codes, and the details of enrolment in these schools are not monitored by the Education Department. The data on the number of children enrolled for online schools were not available with the Department.

Thus, the Department was not able to monitor the level of learning imparted to the children enrolled in these online schools. Online schools operating outside the regulatory framework of the Government creates a divide between Government-regulated and unregulated learning which result in disparities in terms of quality, standards, and accountability between the two systems of learning. The report of the Bangalore City University also pointed to the need for Department being aware of the activities of the online schools.

In reply, the State Government offered no comments.

<sup>26</sup> Unified District Information System for Education (UDISE) is a database of schools in India used for many school-related operations, launched by Ministry of Education, GoI during 2012-13.

## REGULATING ONLINE SCHOOLS

The Study report stated that there are a variety of online primary schools available that offer regular teaching of primary classes. The views of the Study report with reference to regulation of online schools were as follows:

- Government should be aware of the functioning of virtual schools, regardless of whether they are regulated.
- Regulations help to ensure that online schools provide safe and effective learning environment for students.
- The regulations should be carefully crafted considering the unique characteristics and benefits of virtual schools and the need for ensuring desired student attainment in primary education.

### 6.9 Regulation of fees charged by the private unaided Institutions

National Education Policy 2020 envisages multiple mechanisms with checks and balances for combatting and stopping the commercialization of education. The Policy declares it as a key priority of the regulatory system and aims to promote 'not for profit' nature of the education institutions.

#### *6.9.1 Non-existence of mechanism to monitor the quantum of fees and monies collected by the private unaided institutions*

According to Section 48 of the Karnataka Education Act, no recognized educational institution shall levy or collect any fees or charges or donations or other payments, by whatever name called, save such and at such rate and in such manner as may be prescribed.

The Department, however, did not have any mechanism to monitor the quantum of fees and monies collected by the private unaided institutions and verify whether they comply with the requirements of the Section 48 of the Act. Absence of oversight result in violations of fee regulations as illustrated in Paragraph 6.9.2 and 6.9.3 and impacting the affordability and accessibility of education for students.

#### *6.9.2 Excess reimbursement of RTE fees in respect of RTE students*

In accordance with the provisions of the Karnataka Right to Education Rules 2, the Department reimburses the fee of students enrolled under RTE quota in private unaided schools. The Karnataka High Court directed private schools in the State to provide a 15 *per cent* discount in fee for the academic year 2020-21, taking note of facilities being underutilised due to academic sessions held only online due to the COVID-19 pandemic. Based on court directions, the Department issued (November 2021) instructions to private unaided schools to

collect only 85 *per cent* of the tuition fees collected during the year 2019-20 as the fee for the year 2020-21.

Scrutiny of the data from RTE portal related to reimbursement of the tuition fees for RTE students in respect of unaided private schools showed that the schools did not adhere to the court order and claimed excess fee. The Government reimbursed the excess fee of ₹7.07 crore claimed by the schools. The district-wise details are given in the **Appendix 6.1**.

**6.9.3 *Excess fee collected from non-RTE students in violation of court directions***

According to the Court directions, for the year 2020-21, the unaided private schools were to collect only 85 *per cent* of the fee collected during the academic year 2019-20 for all students. However, the instructions were not adhered to by the unaided schools in several schools. Analysis of the data showed that during the year 2020-21, private unaided schools collected ₹345.80 crore in excess from the students, in violation of the court directions. The district-wise details are given in **Appendix 6.2**.

Thus, this resulted in non-compliance to the directions of the Honourable High Court impacting the affordability of education for students enrolled in unaided private schools.

***Recommendation 10: The State Government should ensure that the safety guidelines are followed by all the schools and fix responsibility on the concerned officials who are responsible for ensuring schools safety.***

***Recommendation 11: The State Government should universally apply the regulatory norms to ensure that Government run schools in the State operate with quality teaching and better infrastructure.***

***Recommendation 12: The Department should collect adequate information to ensure that the private unaided schools comply with the requirements of Section 48 of the Karnataka Education Act, while collecting fee and donations from the children.***

The Government stated (May 2023) that recommendations were noted.

# **Chapter VII**

## **Monitoring and Evaluation**



## CHAPTER VII

### Monitoring and Evaluation

Monitoring and evaluation procedures ensure realization of planned outputs and outcomes within the expected timeframes. There were shortfalls in inspection of schools, undertaking the overall evaluation of the scheme components, conduct of Social Audit, Internal Audit *etc.*

#### 7.1 Evaluation

As per the Guidelines of SSK, evaluation is an integral part of the program aimed to identify the deficiencies in implementation. The Department, however, had not undertaken evaluation of any of the project components during the period 2017-18 to 2021-22. Non-conduct of evaluation limited the ability of the Department to address shortcomings and to improve the outcomes of the program.

The Government stated (May 2023) that the audit observation was noted.

#### 7.2 Inspection of schools

According to the instructions issued by the Commissioner for Public Instruction, inspections of schools were to be undertaken by various educational authorities. The Department fixed the target of eight school inspections per month by BEO. Audit observed shortfalls in such inspections against the targets fixed by the Department. The percentage of schools inspected by the BEOs in the sampled districts during 2017-18 to 2021-22 is given in the **Table 7.1**.

**Table 7.1: Details of inspection carried out by BEOs**

Name of BEO office	Target fixed for inspection during 2017-22	Schools inspected by the BEOs during 2017-22	Percentage of schools inspected by BEOs
Bagalakote	400	11	2.75
Siddapura	400	266	67.00
Doddaballapura	400	126	31.50
Joida	400	45	11.25
Sagara	400	47	11.75
Hosakote	400	138	34.50

Source: DDPI Offices and BEO offices

Thus, there were significant shortfalls in the achievement of the targets for inspections by the BEOs. Audit observed that inadequate inspections and follow-up result in non-identification of the opportunities for improvements which ultimately impact the quality of education delivery.

The Government (May 2023) stated that explanation on the lapses shall be called for and reply shall be submitted and the observation was noted.

### **7.3 Monitoring the Land Assets of Government Schools**

The accuracy and completeness of the land records are important to protect the Government school land from encroachment and alienation. This requires proper maintenance of all property records and their updation by the school. It was however, observed that out of 43,564 Government schools, updated land records were available only in 25,205 schools. The registration and updation of land records in respect of 18,359 schools were yet to be completed.

Audit observed that out of 128 sampled schools, 29 schools did not have compound walls. Non-availability of the compound walls affects the safety of the children and carry the risk of encroachment of school land. Delay in updating land records increases the risk of encroachment and leads to legal disputes, loss of land ownership and disruption of the school's operations.

The Government stated (May 2023) that the Department had started a special drive for the registration of school land in the name of respective Government school from August 2022 to October 2022 and for protection of land construction of compound walls was proposed.

### **7.4 Social Audit**

Social Audit is one of the tools to monitor the progress of the scheme for effective implementation. A technology enabled Social Audit on well-defined Key Performance Indicators (KPIs) by a group of young people such as undergraduate students, teacher trainees, NSS, NCC *etc.*, were to be conducted to make the implementation of the scheme transparent, accountable and constructive. Social Audit of at least 20 *per cent* of schools under each category were to be conducted annually such that in a span of five years all schools would be covered. Also, the Social Audit of Kasturba Gandhi Balika Vidyalayas and residential schools were to be conducted each year.

The Audit observed that the Social Audit interventions were not initiated by the Department during 2017-22. By not conducting Social Audit the Department missed the opportunity to address infrastructure related issues in Government schools and KGBVs.

Government replied (May 2023) that the State plans to conduct Social Audit in the next five years from 2023-24 and 20 *per cent* of the schools would be covered every year.

### **7.5 Internal Audit**

Internal auditing is an independent, objective assurance activity designed to add value and improve an organisation's operations. It helps the Department/Project to accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of its financial and other operations. The details of the internal audit arrangements and the conduct of internal audits were not made available to audit.

Further, the Department provides grant-in-aid to schools every year. As per Uniform Code for Secondary School in State, read with Section 56 of the Karnataka Education Act, 1983, the accounts of every educational institution receiving grants out of State funds shall be audited at the end of every academic year in such manner, after following such procedure by an Auditor approved by the Department or by the staff of the Karnataka State Audit and Accounts Department. The details of audit conducted on the grant-in aid institutions were not made available to Audit. It is important for the organisations to share information with the relevant stakeholders to maintain trust, transparency and uphold the integrity of the operations.

While noting the observation, the Government stated (May 2023) that during regular audit and inspection of BEOs' Offices, Salary Grants released to grant-in-aid Institutions were verified. It was further stated that except salary grants no other grant were released to grant-in-aid institution from Education Department. The reply, however, did not mention about the number of grant-in-aid institutions in respect of which the audit was undertaken during regular audit.

## **7.6 Review by the Governing Council and Executive Committee**

The Samagra Shikshana Karnataka (SSK) is supported by a Governing Council and Executive Committee at the Apex Level. The Governing Council is presided by the Chief Minister/Education Minister and the Executive Committee is chaired by Secretary, Education Department. The representatives of the Finance, Planning, Women and Child, Labour *etc.*, were members of these apex level bodies.

The Governing Council of the SSK did not meet during the five-year period 2017-22. Against the minimum one meeting per quarter, the Executive Committee met only five times during the five-year period 2017-22. Absence of regular review meetings at the Apex Level impacted the implementation of the interventions as seen in issues mentioned under Para.3.8, 3.10, 3.13 *etc.*

The Government (May 2023) acknowledged the Executive Committee meetings but remained silent about the meetings of the Governing Council.

***Recommendation 13: The State Government should ensure periodical inspections to monitor the quality of learning environment provided by the schools.***

***Recommendation 14: The State Government should ensure the conduct of Social Audit of various interventions to promote transparency in their implementation.***

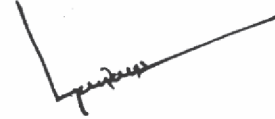
The Government stated (May 2023) that the recommendations were noted and would be implemented.



**Bengaluru  
The 10 Oct 2024**

**(Shanthi Priya S)  
Principal Accountant General (Audit I)  
Karnataka**

**Countersigned**



**New Delhi  
The 23 Oct 2024**

**(Girish Chandra Murmu)  
Comptroller and Auditor General of India**

# Appendices



**Appendix 1.1**  
**(Paragraph No.1.3.3-Page No.2)**  
**List of sampled schools**

Selected Educational Blocks	Selected Cluster Resource Centers	Sl. No.	Selected Schools
<b>1. Bengaluru Rural Educational District</b>			
<b>Doddaballapura</b>	Anjanamurthynagara-2921020018	1	GHPS Gejjagadahalli
		2	GHPS Dodda Tumkuru
		3	GLPS Madagondahalli
		4	GLPS Kareem Sonnena Halli
	Bashettihalli-2921020001	5	GHPS Nagadenahalli
		6	GHPS Veerapura
		7	GLPS Adinarayana Hosahalli
		8	GLPS Obadenahalli
<b>Hosakote</b>	Alappanahalli-2921040006	9	GHPS Kammasandra
		10	GHPS Hasigala
		11	GHS Kumbalahalli
		12	GLPS Mugalipura
	Bylanarasapura-2921040020	13	GHPS Karahalli
		14	GHPS Korati
		15	GLPS Dinnekorati (Chikkorati)
		16	GLPS Agasarahalli
<b>2. Shivamogga Educational District</b>			
<b>Sagar</b>	Achapura-2915030016	17	GHPS Aduru
		18	GHPS Yadehalli
		19	GLPS Moodalisara
		20	GLPS Lakkavali
	Belalamakki-2915030013	21	GHPS Tank Sagar
		22	GHPS Sanna Mane Extn. Sagar
		23	GLPS Aralikoppa
		24	GMHPS Belelamakki
<b>Shivamogga</b>	Ayanur-2915050008	25	GHPS Veerannana Benavalli
		26	GHPS Ayanuru
		27	GLPS Channahalli
		28	GMHPS Ayanuru (Model)
	Choradi-2915050028	29	GHPS Kone Hosuru
		30	GHPS Tuppuru
		31	GLPS Horabyly
		32	GLPS Byadnalu
<b>3. Chamarajanagara Educational District</b>			
<b>Gundlupet</b>	Agathagowdanahalli-2927020316	33	GHPS Alathur
		34	GHPS Manchahalli

Selected Educational Blocks	Selected Cluster Resource Centers	Sl. No.	Selected Schools
	Begur-2927020261	35	GLPS, Desipura Colony.
		36	GLPS Siddaihanapura Colony
		37	GHPS Belachalavadi
		38	Kitturu Rani Chennamma Residential
		39	GLPS Kalana Hundi
		40	GHPS Begur
Kollegal	Kamagere-2927050289	41	GHPS Boodabalu
		42	GHPS Kempana Palya
		43	GLPS Lakkarasana Palya
		44	GHPS Singanallur
	Kollegal-1-2927050005	45	GHPS Hosaanagalli
		46	GHPS Bhimanagara
		47	GLPS Uppalageri
		48	Upgrad GHPS Town Kollegal
<b>4. Mysuru Educational District</b>			
K.R. Nagara	Arakere Koppalu-2926060311	49	GHPS , Lalanahalli
		50	GHPS , Arakerekoppalu
		51	GLPS , Lalandevanahalli
		52	GLPS Urdu, Dodde Koppalu
	Byadarahalli-2926060317	53	GHPS , Marigudikoppalu
		54	GHPS , Siddanakoppalu
		55	GLPS , Kalenahalli-1
		56	GLPS , Kempana Koppalu
Mysuru South	Ashokapuram-2926121203	57	CKC HPS, Ward-7
		58	Government Higher Primary School Pylavan Basavaiahna Nagar
		59	Govt Lower Primary School ,Jayanagara
		60	CKC LPS, Ward-7
	Kurubarahalli-2926121207	61	Marimallappa HPS
		62	Government Higher Primary Schoolmaharani NTMS
		63	Glps Ittege GUD
		64	Theobalds LPS, Ward-36
<b>5. Bagalakote Educational District</b>			
Bagalakote	Bagalakote-2902020015	65	Govt- KB Model Primary School No 1 Bagalakote
		66	Gayatri Higher Primary School Bagalakote Aided
		67	Govt- Lower Primary School No-21 Halapeth Bagalakote
		68	Govt- KG Higher Primary School No 3 Bagalakote

Selected Educational Blocks	Selected Cluster Resource Centers	Sl. No.	Selected Schools
	Bevoor-2902020033	69	Govt- Girls Higher Primary School Bevoor
		70	AID-Jnana Ganga Higher Primary School Bevoor
		71	Govt- KB Higher Primary School Bevoor
		72	Govt- Higher Primary School Bodanayakadinni
Hunagund	Aihole-2902070053	73	Govt-Higher Primary School Aihole
		74	Govt-Kannada Boys Higher Primary School Kalligudd
		75	Govt-Kannada Boys Higher Primary School Huvinhalli
		76	Govt-Kannada Girls Higher Primary School Aihole
	Budihal S K-2902070052	77	Govt-Kannada Boys Higher Primary School Benkanadoni
		78	Govt- Kannada Boys Higher Primary School Hemawadagi
		79	Govt-Kannada Boys Lower Primary School Konnur
		80	Govt-Kannada Boys Higher Primary School Budihal SK
<b>6. Sirsi Educational District</b>			
Joida	Anashi-2934110012	81	Govt. Higher Primary School Nujji
		82	Govt. Higher Primary School Anashi
		83	Govt. Lower Primary School Ambali
		84	Govt. Lower Primary School Mainol
	Anmod-2934110011	85	Govt. Higher Primary School Akheti
		86	Govt. Higher Primary School Goudsad
		87	Govt. Lower Primary School Rangaruk
		88	Govt. Lower Primary School Katlegali
Siddapur	Bedkani-2934060009	89	Govt. GHPS Model Bedkani
		90	Govt. Higher Primary School Kadakeri
		91	Govt. Lower Primary School Bhankuli
		92	Govt. Lower Primary School Bikkalse
	Bilagi-2934060012	93	Govt. Higher Primary School Hallibail
		94	Govt. Higher Primary School Kilavalli
		95	Govt. Lower Primary School Hemmanabail
		96	Govt. Higher Primary School Hulkutri
<b>7. Ballari Educational District</b>			
Hadagali	Hadagali Gramina-2912020034	97	GHPS Honnanayakanahalli

Selected Educational Blocks	Selected Cluster Resource Centers	Sl. No.	Selected Schools
		98	GHPS Kaganoor
		99	GHPS and GHS Kombali
		100	GHPS Koilaragatti
	Hagaranooru-2912020020	101	GHPS Thippa Pura
		102	GHPS Hagarnur
		103	GLPS Vaddina Halli Thanda
		104	GHPS Gujanooru
Hospet	Ambedkar,J.Rd.Hpt.- 2912050068	105	GHPS Geetha Hosapete
		106	HPS Katta Nanjappa
		107	GLPS Rajiv Gandhi Koracharahatti
		108	GHPS Bapuji XX Ward Harijanakere Hospet
	Deva Samudra-2912050072	109	GHPS Chikkajaiganur
		110	GHPS Hampa Devana Halli
		111	GLPS Ashraya Colony Devasamudra
		112	GHPS Devasamudra
<b>8. Raichur Educational District</b>			
Lingasugur	Amdihal-2906050069	113	Govt.Higher Primary School Ashihal Tanda
		114	Govt.Higher Primary School Kanasavi
		115	Govt.Higher Primary School Chikkalekkihal
		116	Govt.Higher Primary School Amadihal
	Devarabhupur-2906050067	117	Govt.Higher Primary School Devarabhupur
		118	Govt.Higher Primary School Guddadhanhal
		119	Govt.Lower Primary School Galaginadoddi
120	Govt.Lower Primary School Uppardoddi		
Raichur	Bijanigera-2906070089	121	Govt.Higher Primary School Ayazapur
		122	GHPS Julumagera
		123	Govt.Lower Primary School Rajalabanda
		124	Govt.Higher Primary School Bolamanadoddi
	Devasugur-2906070011	125	Govt.Higher Primary School Devasugur
		126	Govt.Higher Primary School First Cross Shaktinaga
		127	Govt.Higher Primary School D. Yadalapur Upgraded RMSA
		128	Govt.Higher Primary School Bevinabenchi

**Appendix 2.1**  
**(Paragraph No. 2.3.1 page No.7)**  
**Details of District-wise Net Enrolment Ratio for the year 2021-22**

(in per cent)

Educational District	P	P	P	UP	UP	UP	E	E	E
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Bagalakote	96.66	94.43	95.59	87.49	89.18	88.30	93.28	92.51	92.91
Ballari	98.82	96.05	97.47	88.76	91.67	90.16	95.15	94.48	94.82
Belagavi	101.69	101.31	101.51	85.20	90.23	87.58	95.37	97.17	96.24
Belagavi Chikkodi	99.84	98.72	99.31	89.78	94.92	92.18	96.10	97.35	96.70
Bengaluru Rural	100.67	98.18	99.46	88.67	90.43	89.51	96.12	95.33	95.74
Bengaluru U North	112.49	109.59	111.08	98.47	102.40	100.33	107.23	106.97	107.10
Bengaluru U South	124.07	124.16	124.12	112.30	114.41	113.31	119.87	120.71	120.27
Bidar	102.93	100.59	101.80	81.81	81.33	81.58	94.80	93.21	94.04
Chamarajanagara	79.15	79.39	79.26	72.02	72.98	72.48	76.43	76.97	76.69
Chikkaballapura	83.31	82.18	82.76	73.25	75.26	74.22	79.50	79.58	79.54
Chikkamagaluru	89.25	88.39	88.83	74.02	76.43	75.17	83.16	83.72	83.43
Chitradurga	89.92	88.75	89.35	81.00	83.36	82.13	86.57	86.77	86.67
Dakshina Kannada	101.82	102.97	102.38	89.66	88.18	88.95	97.17	97.35	97.25
Davanagere	100.18	98.29	99.26	79.81	80.57	80.18	92.27	91.47	91.88
Dharwad	108.60	107.35	107.99	90.63	93.48	91.99	101.73	102.14	101.93
Gadag	99.55	97.69	98.65	86.84	88.52	87.65	94.79	94.31	94.56
Hassan	88.19	85.58	86.91	72.38	74.46	73.39	81.88	81.25	81.57
Haveri	98.78	99.94	99.34	83.36	85.43	84.36	93.02	94.53	93.75
Kalaburagi	100.24	99.98	100.12	84.10	89.12	86.47	94.10	95.94	94.98
Kodagu	84.67	83.04	83.87	74.53	73.77	74.16	80.58	79.41	80.01
Kolar	84.85	82.99	83.94	74.39	75.32	74.84	80.89	80.12	80.52
Koppal	99.98	98.81	99.41	87.15	88.65	87.87	95.22	95.08	95.15

Educational District	P	P	P	UP	UP	UP	E	E	E
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Mandya	80.49	77.90	79.24	70.41	72.60	71.44	76.57	75.88	76.24
Mysuru	89.13	87.85	88.51	81.60	83.91	82.71	86.24	86.35	86.29
Raichur	102.72	101.32	102.05	81.33	85.57	83.36	94.64	95.45	95.04
Ramanagara	84.73	83.07	83.93	75.22	79.65	77.32	81.05	81.78	81.40
Shivamogga	96.43	95.25	95.86	80.59	82.43	81.47	90.20	90.30	90.25
Tumakuru	88.62	87.12	87.89	82.88	82.87	82.88	86.38	85.53	85.97
Tumakuru Madhugiri	84.42	82.84	83.65	75.78	74.21	75.02	81.18	79.61	80.42
Udupi	103.23	102.27	102.77	90.13	88.43	89.31	98.12	96.94	97.55
Uttara Kannada	89.52	96.21	92.73	78.93	86.43	82.48	85.49	92.55	88.85
Uttara Kannada Sirsi	93.74	94.74	94.23	81.66	87.11	84.23	89.04	91.89	90.41
Vijayapura	112.86	108.53	110.78	96.93	99.85	98.31	106.95	105.38	106.20
Yadagiri	95.25	91.89	93.62	81.80	83.95	82.83	90.28	89.02	89.67
<b>Karnataka State</b>	99.85	98.43	99.16	86.41	88.79	87.55	94.78	94.85	94.81

Source: Information provided by the Department

**Appendix 2.2**  
**(Paragraph No. 2.3.2 page No.09)**  
**Details of district wise Dropout rate for the year 2021-22**

(in per cent)

Educational District	P	P	P	UP	UP	UP	E	E	E
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Bagalakote	0.38	0.01	0.21	0.93	0.38	0.66	0.58	0.15	0.38
Ballari	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Belagavi	0.11	0.00	0.00	0.64	0.40	0.52	0.30	0.01	0.16
Belagavi Chikkodi	0.00	0.00	0.00	0.00	0.12	0.00	0.00	0.00	0.00
Bengaluru Rural	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Bengaluru U North	0.89	0.57	0.74	2.94	1.97	2.47	1.64	1.09	1.38
Bengaluru U South	2.08	1.69	1.89	4.23	3.65	3.95	2.84	2.39	2.62
Bidar	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Chamarajanagara	0.00	0.00	0.00	0.61	0.58	0.60	0.00	0.00	0.00
Chikkaballapura	0.00	0.00	0.00	1.04	0.44	0.75	0.00	0.00	0.00
Chikkamagaluru	0.00	0.00	0.00	0.05	0.00	0.00	0.00	0.00	0.00
Chitradurga	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Dakshina Kannada	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Davanagere	0.00	0.00	0.00	0.82	0.27	0.56	0.23	0.00	0.09
Dharwad	0.00	0.00	0.00	0.53	0.43	0.48	0.11	0.02	0.06
Gadag	0.00	0.00	0.00	0.00	0.19	0.00	0.00	0.00	0.00
Hassan	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Haveri	0.03	0.00	0.00	0.87	1.11	0.99	0.33	0.28	0.31
Kalaburagi	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Kodagu	0.10	0.06	0.08	0.46	0.33	0.39	0.24	0.17	0.21
Kolar	0.00	0.00	0.00	0.38	0.22	0.30	0.00	0.00	0.00
Koppal	0.00	0.00	0.00	0.76	0.45	0.61	0.03	0.00	0.00
Mandya	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00

Educational District	P	P	P	UP	UP	UP	E	E	E
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Mysuru	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Raichur	0.00	0.00	0.00	0.22	0.07	0.15	0.00	0.00	0.00
Ramanagara	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Shivamogga	0.00	0.00	0.00	0.59	0.15	0.38	0.00	0.00	0.00
Tumakuru	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Tumakuru Madhugiri	0.00	0.00	0.00	0.19	0.38	0.28	0.00	0.00	0.00
Udupi	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Uttara Kannada	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Uttara Kannada Sirsi	0.00	0.00	0.00	0.47	0.44	0.46	0.00	0.00	0.00
Vijayapura	0.00	0.00	0.00	1.37	1.95	1.65	0.26	0.39	0.32
Yadagiri	0.00	0.00	0.00	1.47	1.26	1.37	0.43	0.01	0.23
<b>Karnataka State</b>	<b>0.11</b>	<b>0.07</b>	<b>0.09</b>	<b>0.55</b>	<b>0.44</b>	<b>0.49</b>	<b>0.21</b>	<b>0.13</b>	<b>0.17</b>

Source: Information provided by the Department

P= Primary, UP=Upper Primary

**Appendix 2.3**  
**(Paragraph No. 2.5 page No.12)**

**Data on Sustainable Development Goals Indicators**

Indicator	Description of the indicator	Purpose	Data required
4.1.2	Completion rate (primary education, lower secondary education, upper secondary education)	The completion rate indicates how many persons in a given age group have completed the relevant level of education. By choosing an age-group which is slightly older than the theoretical age group for completing each level of education, the indicator measures how many children and adolescents enter school more or less on time and progress through the education system without excessive delays.	Population in the relevant age group by the highest level of education or grade completed; data on the structure (entrance age and duration) of each level of education. Data should also ideally be made available on the date of interview and month of birth to calculate the age at the beginning of the school year.
4.1.3	Gross intake ratio to the last grade (primary education, lower secondary education)	Gross Intake Rate to Last Grade of Primary Education is considered to be a measure of primary completion in a country's education system.	New entrants to the last grade of each level of education (or enrolment minus repeaters in the last grade); population of the intended entrance age to the last grade of each level of education and data on the structure (entrance age and duration) of each level of education.
4.1.5	Percentage of children over-age for grade (primary education, lower secondary education)	The indicator measures progress towards ensuring all girls and boys complete a full cycle of quality primary and lower secondary education and achieve at least minimum levels of proficiency in reading and mathematics at each level.	Enrolment by single year of age in each grade, population estimates by single year of age and data on the structure (entrance age and duration) of each level of education.
4.1.6	Administration of a nationally representative learning assessment (a) in Grade 2 or 3; (b) at the end of primary education; and (c) at the end of lower secondary education	The indicator aims to measure if countries are evaluating the acquisition of knowledge at each educational level in order to diagnose the progress and weaknesses.	Information on the implementation of learning assessments in each subject and at each stage of education
4.1.7	Number of years of (a) free and (b) compulsory primary and secondary education guaranteed in legal frameworks	To measure government commitment to guaranteeing the right to education to children and young people.	Number of grades of primary and secondary education which are (a) free from tuition fees and/or (b) compulsory according to national legislation.
4.2.1	Proportion of children aged 24-59 months who are developmentally on track in health, learning and psychosocial well-being, by sex	Early childhood development (ECD) sets the stage for life-long thriving. Investing in ECD is one of the most critical and cost-effective investments a country can make to improve adult health, education and productivity in order to build human capital and promote sustainable development. ECD is equity from the start and provides a good indication of national development. Efforts to improve ECD can bring about human, social and economic improvements for both individuals and societies.	Number of children aged 24 to 59 months who are developmentally on track in health, learning and psychosocial well-being; • Total number of children aged 24 to 59 months.

Indicator	Description of the indicator	Purpose	Data required
4.2.2	Participation rate in organized learning (one year before the official primary entry age), by sex	The indicator measures children's exposure to organized learning activities when they are aged one year before the official starting age of primary school.	Number of children participating in organized learning activities by single year of age; population estimates by single year of age (if using administrative data); and data on the official entrance age to primary education.
4.2.3	Percentage of children under 5 years experiencing positive and stimulating home learning environments	The indicator aims to evaluate learning environment to ensure that it promotes and does not harm children's development.	The number of children aged 36-59 months participating in activities in the areas measured and the total number of children in the same age group.
4.2.4	Gross early childhood education enrolment ratio in (a) pre-primary education and (b) early childhood educational development	To show separately the general level of participation in the two categories of early childhood education: pre-primary education and early childhood educational development. The values indicate the capacity of the education system to enrol children of early childhood education age.	Enrolment in pre-primary education and early childhood educational development; population estimates by single year of age (if using administrative data) and data on the structure (entrance age and duration) of early childhood education.
4.2.5	Number of years of (a) free and (b) compulsory pre-primary education guaranteed in legal frameworks	To measure government commitment to guaranteeing the right to education to children and young people.	The age range in which education is (a) free and/or (b) compulsory. Data on the structure (entrance age and duration) of each level of education are also required.
4.5.1	Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated	To measure the general level of disparity between two sub-populations of interest with regard to a given indicator.	The indicator values for the sub-populations of interest.
4.5.2	Percentage of students in a) early grades, b) at the end of primary, and c) at the end of lower secondary education who have their first or home language as language of instruction	Language is key to communication and understanding in the classroom. Education in the mother-tongue has been linked to improved learning outcomes. Research suggests that mother-tongue instruction improves learning outcomes including the ability of children to learn languages later in school.	Data from household surveys collecting language most often spoken at home and spoken by teachers when teaching; Data from student assessments' background questionnaires on language spoken at home; and ISCED mapping by country.
4.5.3	Existence of funding mechanisms to reallocate education resources to disadvantage populations	This indicator aims to look at the efforts countries make to reduce disparity in education. A large range of policies contributes to equity; this indicator focuses on the subset of financing policies and their respective programs. Its purpose is formative: to generate interest to collect more information on	Policy documents from national sources.

Indicator	Description of the indicator	Purpose	Data required
		this important issue and help countries design better policies in the future.	
4.5.4	Education expenditure per student by level of education and source of funding	This indicator reflects the amount of resources invested on average in a single student, going beyond government sources so that an actual unit cost can be calculated. Using a per student basis is useful for comparison, whether between levels of education, over time, or between countries. Expressing the indicator either as percentage of GDP per capita, or in PPPs, also allows for comparisons between countries, and using constant values when looking at time-series is necessary to evaluate how real (eliminating the effects of inflation) resources are evolving over time.	Central, regional and local government expenditure data on education by level of education and type of institution; household and (ideally) other private expenditure on education by level of education and type of institution; international expenditure on education by level of education and type of institution; number of students enrolled by level of education and type of institution.
4.a.1	Proportion of schools offering basic services, by type of service	The indicator measures access in schools to key basic services and facilities necessary to ensure a safe and effective learning environment for all students.	Number of schools at each level of education with and without access to the given facilities.
4.a.2	Percentage of students experiencing bullying in the last 12 months in a) primary, and b) lower secondary education	This indicator intends to measure experiences related to bullying such as being called by an offensive nickname, being threatened to be hurt, or other students posting offensive pictures or texts about them. Bullying has been linked to reduce academic and health outcomes for victims and for perpetrators.	Data representative of a grade or age-range corresponding to the specified level of education that include whether or not a child has been exposed to bullying as defined.
4.a.3	Number of attacks on students, personnel and institutions	The indicator is a broad measure of the safety of learning environments, particularly in relation to armed conflict and political violence. Available data for global tracking are presently collected from reporting by a wide variety of stakeholders, including national and international NGOs working at the country-level and national and international media reports.	Information on the numbers and types of attacks on students, education personnel and educational infrastructure.
4.b.1	Volume of official development assistance flows for scholarships by sector and type of study	ODA is the accepted measure of international development co-operation. Total ODA flows to developing countries quantify the public effort that donors provide for scholarships. The data cover official international assistance to provide education places for developing country nationals in donor country educational institutions.	Gross disbursements of total official development assistance for scholarships for study abroad by sector and type of study awarded to students from the beneficiary country.
4.c.1	Proportion of teachers with the minimum required qualifications, by education level	Teachers play a key role in ensuring the quality of education provided. Ideally all teachers should receive adequate, appropriate and relevant pedagogical training to teach at the chosen level of education and be academically well-qualified in the subject(s) they are expected to teach. This indicator measures the share of the teaching work force which is pedagogically well-trained.	Number of teachers at each level of education who are trained and total number of teachers at each level in a given academic year.
4.c.2	Pupil-trained teacher ratio by education level	To measure trained teacher workloads and human resource allocations in	Number of pupils and trained teachers at each

Indicator	Description of the indicator	Purpose	Data required
		educational institutions, and to give a general indication of the average amount of time and individual attention a pupil is likely to receive from trained teachers.	level of education in a given academic year.
4.c.3	Percentage of teachers qualified according to national standards by education level and type of institution	Teachers play a key role in ensuring the quality of education provided. Ideally all teachers should receive adequate, appropriate and relevant pedagogical training to teach at the chosen level of education and be academically well-qualified in the subject(s) they are expected to teach. This indicator measures the share of the teaching work force which is academically well-qualified.	Percentage of teachers qualified according to national standards by education level and type of institution
4.c.4	Pupil-qualified teacher ratio by education level	To measure qualified teacher workloads and human resource allocations in educational institutions, and to give a general indication of the average amount of time and individual attention a pupil is likely to receive from qualified teachers. Since qualified teachers play a key role in ensuring the quality of education provided the pupil/qualified teacher ratio is considered an important determinant of learning outcomes and an indicator of the overall quality of an education system.	Number of pupils and qualified teachers at each level of education in a given academic year.
4.c.5	Average teacher salary relative to other professions requiring a comparable level of qualification	To provide a measure of the relative attractiveness and fairness of pay of the teaching profession compared to other professions requiring a similar level of qualification. The rationale is that if salaries in the teaching profession are attractive, it is more likely to attract quality candidates.	Information on the statutory salaries of teacher as well as on representative data on salaries of comparable workers.
4.c.6	Teacher attrition rate by education level	Teacher shortage is a significant contributing factor that widens equity gaps in education access and learning. Assessing and monitoring teacher attrition is essential to ensuring a sufficient supply of qualified and well-trained teachers as well as to their effective deployment, support and management.	Number of teachers at each level of education in years 't' and 't-1' and number of new entrant teachers at each level in year 't'.
4.c.7	Percentage of teachers who received in-service training in the last 12 months by type of training	Data on teachers or the teachers of students that is representative of a grade or level of education which includes whether or not they have participated in in-service teacher training in the past 12 months.	Data on teachers or the teachers of students that is representative of a grade or level of education which includes whether or not they have participated in in-service teacher training in the past 12 months.

**Appendix 3.1**  
**(Paragraph No. 3.1 Page No. 23)**  
**Details of District wise/Management wise number of schools**

Name of the District	Department of Education		Government Aided		Local Body		Private Unaided (Recognised)		GOI		Other Govt. managed schools		Total	
	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment
Bagalakote	1,299	1,77,998	115	32,689	0	0	471	80,635	2	754	47	7,114	1,934	2,99,190
Ballari	598	1,08,083	40	10,189	0	0	391	92,558	2	1,424	27	3,752	1,058	2,16,006
Belagavi	1,384	1,80,651	75	20,477	1	156	367	87,670	7	5,125	33	4,809	1,867	2,98,888
Belagavi Chikkodi	1,785	2,24,895	163	48,495	0	0	546	1,08,366	3	1,062	49	7,215	2,546	3,90,033
Bengaluru Rural	1,080	50,927	15	2,854	0	0	252	68,933	1	222	16	1,797	1,364	1,24,733
Bengaluru Urban North	483	75,434	129	24,017	6	1,031	1,319	4,28,318	12	16,551	6	508	1,955	5,45,859
Bengaluru Urban South	857	1,11,659	150	31,035	10	2,574	1,922	7,33,990	5	5,725	17	1,184	2,961	8,86,167
Bidar	1,243	1,06,955	211	38,142	1	22	664	1,18,234	2	1,222	42	5,763	2,163	2,70,338
Chamarajanagara	745	53,815	40	7,325	0	0	144	27,931	2	855	43	4,124	974	94,050
Chikkaballapura	1,427	63,552	47	7,269	0	0	238	58,955	2	576	31	3,924	1,745	1,34,276
Chikkamagaluru	1,333	56,050	27	5,601	0	0	207	39,627	2	592	55	6,225	1,624	1,08,095
Chitradurga	1,638	1,19,450	74	10,703	0	0	249	54,253	1	236	48	6,399	2,010	1,91,041
Dakshina Kannada	913	80,669	188	27,308	0	0	355	1,32,360	3	2,013	34	3,150	1,493	2,45,500
Davanagere	1,077	90,955	151	24,829	0	0	446	83,283	2	858	35	4,883	1,711	2,04,808
Dharwad	763	1,31,031	106	25,956	3	265	367	1,00,653	4	3,555	21	3,055	1,264	2,64,515
Gadag	615	91,958	53	12,639	2	177	196	35,978	2	252	27	3,659	895	1,44,663
Hassan	2,226	80,556	47	7,667	0	0	292	66,432	2	1,294	50	6,390	2,617	1,62,339
Haveri	1,160	1,42,003	65	15,340	1	134	287	48,580	2	586	56	8,217	1,571	2,14,860
Kalaburagi	1,764	2,14,676	213	45,611	0	0	945	1,66,097	3	1,020	85	11,591	3,010	4,38,995
Kodagu	381	19,687	11	2,778	3	90	117	29,926	3	798	23	2,557	538	55,836
Kolar	1,798	75,900	44	8,629	0	0	353	85,595	2	1,297	30	3,949	2,227	1,75,370
Koppal	956	1,64,439	34	9,597	0	0	343	53,271	3	1,006	49	7,367	1,385	2,35,680
Mandya	1,589	77,115	59	11,811	0	0	315	61,509	2	633	43	5,920	2,008	1,56,988
Mysuru	1,885	1,33,747	133	24,279	0	0	575	1,54,302	8	3,613	68	7,813	2,669	3,23,754

Name of the District	Department of Education		Government Aided		Local Body		Private Unaided (Recognised)		GOI		Other Govt. managed schools		Total	
	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment	Schools	Enrolment
Raichur	1,455	2,13,524	57	14,351	1	73	578	91,306	2	874	64	9,078	2,157	3,29,206
Ramanagara	1,232	52,748	27	5,337	0	0	210	44,245	2	520	35	3,650	1,506	1,06,500
Shivamogga	1,836	1,03,081	102	16,942	0	0	314	68,840	2	906	45	6,274	2,299	1,96,043
Tumakuru	2,009	85,731	51	8,302	0	0	276	66,921	2	1,290	39	4,841	2,377	1,67,085
Tumakuru Madhugiri	1,254	63,695	10	1,450	0	0	137	28,958	0	0	34	4,969	1,435	99,072
Udupi	581	43,247	159	13,960	0	0	165	60,362	2	529	11	1,294	918	1,19,392
Uttara Kannada	935	40,347	26	3,726	0	0	95	28,240	3	2,059	11	1,216	1,070	75,588
Uttara Kannada Sirsi	1,115	58,875	15	5,790	0	0	62	13,788	2	300	20	2,460	1,214	81,213
Vijayanagara	1,004	1,41,906	52	11,306	0	0	353	59,198	2	627	33	4,731	1,444	2,17,768
Vijayapura	1,849	2,43,549	146	29,647	0	0	845	1,26,221	3	1,316	36	5,405	2,879	4,06,138
Yadagiri	925	1,44,077	41	8,422	0	0	328	52,016	1	223	29	4,444	1,324	2,09,182
<b>Grand Total</b>	<b>43,194</b>	<b>38,22,985</b>	<b>2,876</b>	<b>5,74,473</b>	<b>28</b>	<b>4,522</b>	<b>14,724</b>	<b>35,57,551</b>	<b>98</b>	<b>59,913</b>	<b>1,292</b>	<b>1,69,727</b>	<b>62,212</b>	<b>81,89,171</b>

Source: Information provided by the Department

**Appendix 3.2**  
**(Paragraph No. 3.6 Page No.27)**  
**District-wise total habitations during the year 2020-21**

Sl.No.	Name of the District	Total Habitations
1	Bagalakote	1,340
2	Bengaluru	990
3	Bengaluru Rural	1,298
4	Belagavi	1,942
5	Ballari	1,034
6	Bidar	960
7	Vijayapura	1,614
8	Chamarajanagar	1,031
9	Chikkamagaluru	4,514
10	Chikkaballapura	2,045
11	Chitradurga	1,799
12	Dakshina Kannada	1,734
13	Davanagere	1,288
14	Dharwad	542
15	Gadag	564
16	Kalaburagi	1,889
17	Hassan	3,470
18	Haveri	988
19	Kodagu	721
20	Kolar	2,783
21	Koppal	789
22	Mandya	2,351
23	Mysuru	2,033
24	Raichur	1,434
25	Ramanagara	2,305
26	Shivamogga	5,284
27	Tumakuru	4,417
28	Udupi	2,406
29	Uttara Kannada	6,186
30	Yadagiri	1,137
<b>Total</b>		<b>60,888</b>

Source: Information provided by the Department

**Appendix 3.3(a)**  
**(Paragraph No. 3.6.1 Page No.29)**  
**Photographs showing the distance between habitations to the nearest school.**

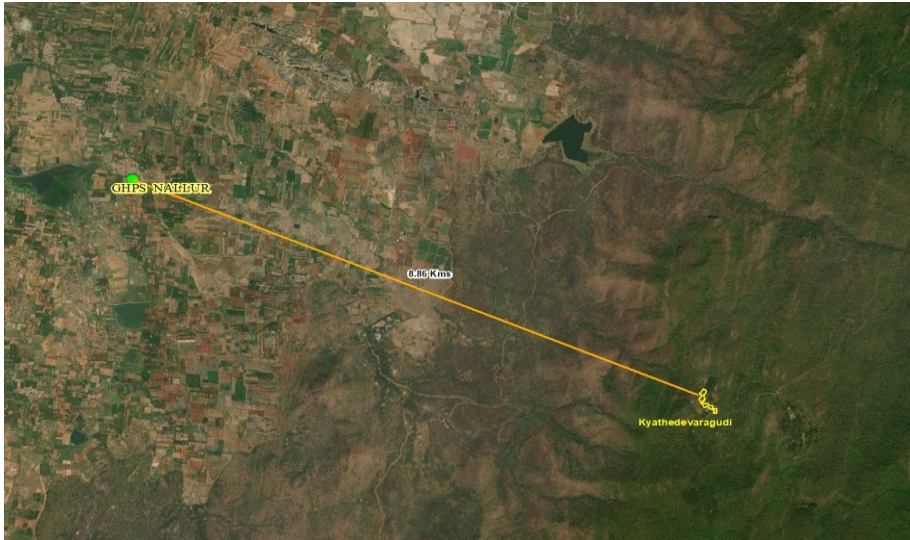


Exhibit showing GHPS Nallur, Chamarajanagar at a distance of 8.86 kms from the settlement



Exhibit showing GHPS Sonna and GULPS Rolli, Bagalakote at a distance of more than 5kms from the settlement



Exhibit showing GLPS Attikane, Chamarajanagara at a distance of more than 5kms from the settlement

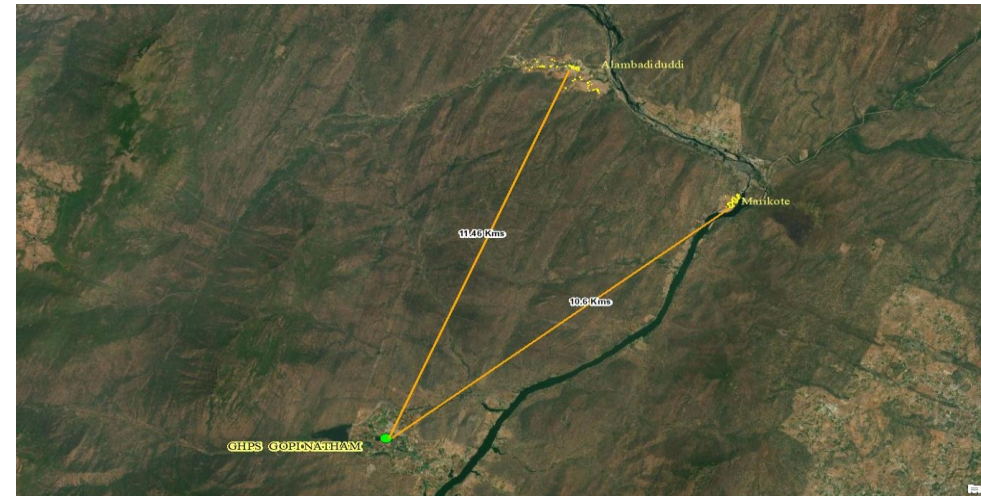
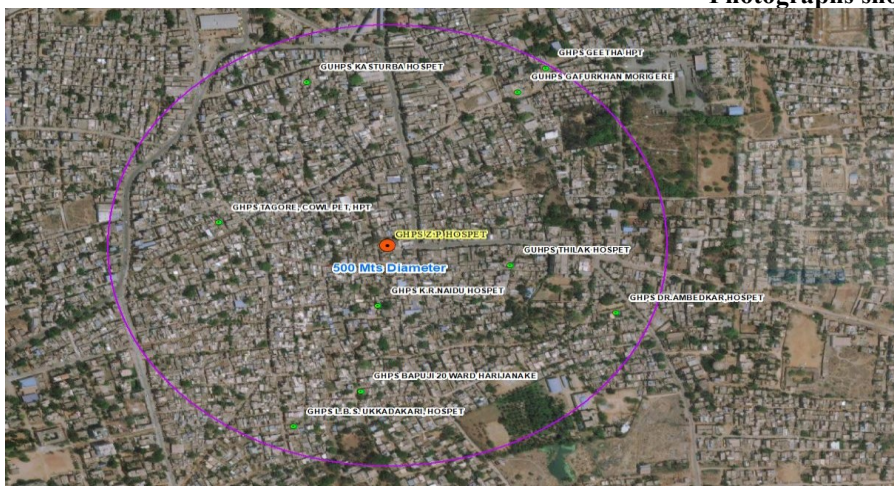
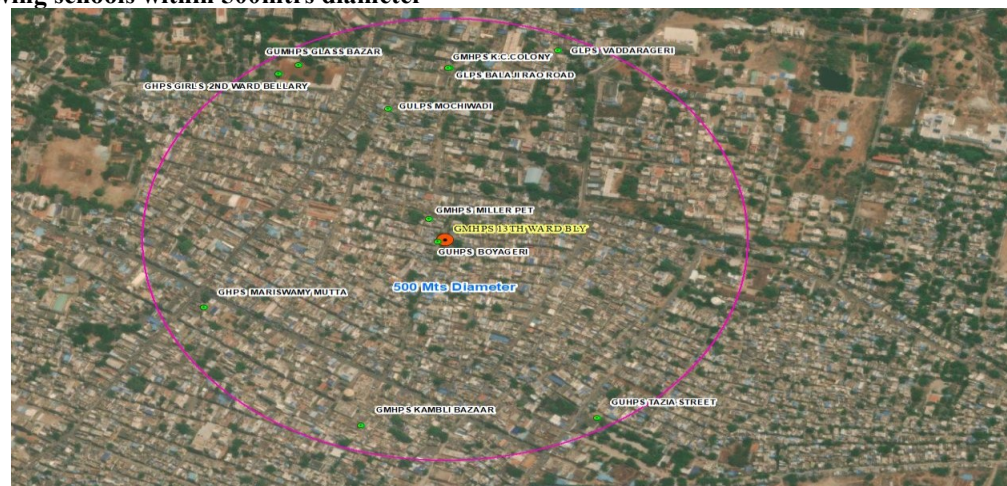


Exhibit showing GHPS Gopi Natham, Chamarajanagara at a distance of more than 10 kms from the settlements

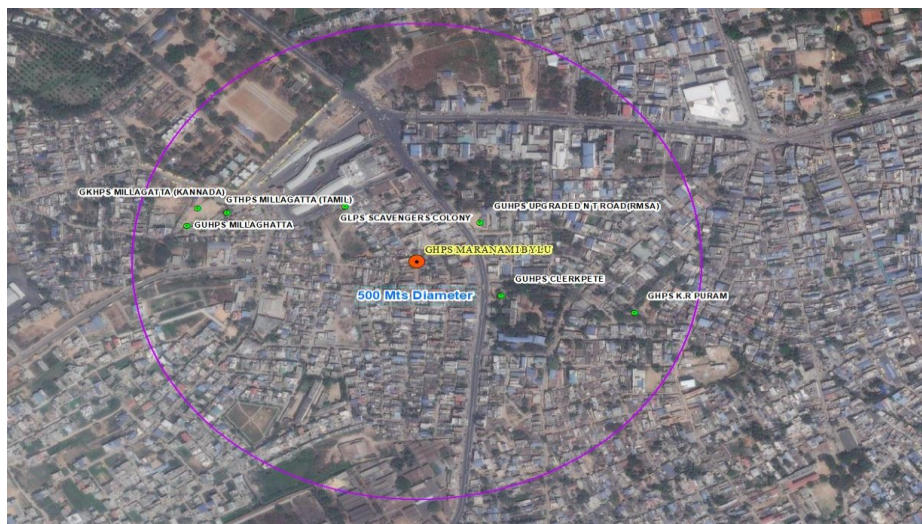
**Appendix 3.3(b)**  
**(Paragraph No. 3.6.1 Page No.29)**  
**Photographs showing schools within 500mtrs diameter**



*Exhibit showing 10 schools within 500mtr diameter in Vijayanagar*



*Exhibit showing 12 schools within 500mts diameter in Ballari*



*Exhibit showing 08 schools within 500mtr diameter in Shivamogga*



*Exhibit showing 09 schools within 500mtr diameter in Bagalakote*

(Source: KRSRAC)

**Appendix 3.4**  
**(Paragraph no.3.8.1 Page No. 35)**  
**Details of Year-wise and District wise fund allocation for Out of School Children (OOSC)**

*(₹ in lakhs)*

Sl. No.	District	2017-18			2018-19			2019-20			2020-21			2021-22			Total OOSC identified	Percentage of OOSC identified	Total funds released	Percentage of Funds released
		Fund	OOSC		Fund	OOSC		Fund	OOSC		Fund	OOSC		Fund	OOSC					
			I	M		I	M		I	M		I	M							
1	Bagalakote	0	89	38	0	77	47	6.5	405	312	0	56	43	0	36	30	663	1.06	6.5	0.40
2	Bengaluru Rural	0	92	35	0	176	84	0	321	89	0	486	363	0	557	426	1,632	2.61	0	0.00
3	Bengaluru North	51.59	748	248	2.04	246	223	0	86	58	0	342	183	0	113	113	1,535	2.46	53.63	3.27
4	Bengaluru South		1,545	1,325	6.76	1,205	785	0	715	316	0	587	169	0	87	45	4,139	6.62	6.76	0.41
5	Belagavi	4.5	100	100	0	87	65	1.56	125	77	0	45	28	1.8	38	36	395	0.63	7.92	0.48
6	Belagavi Chikkodi		133	133	5.61	72	72	9.96	1,911	1,911	0	87	87	0	35	35	2,238	3.58	15.57	0.95
7	Ballari	168.89	817	590	312.24	645	235	0	1,261	895	0	492	116	126.2	544	259	3,759	6.02	607.38	37.06
8	Bidar	37.89	249	102	74	147	54	0	146	50	0	381	56	0	299	93	1,222	1.96	111.89	6.83
9	Chamarajanagar	12.23	658	154	4.86	250	105	5.85	342	45	2.4	400	105	3.8	98	34	1,748	2.80	29.14	1.78
10	Chikkaballpura	0	80	43	0	95	72	2.7	301	117	0	88	44	0	496	165	1,060	1.70	2.7	0.16
11	Chikkamagalur	23.76	122	34	26.4	424	75	0	556	214	0	19	17	0	914	561	2,035	3.26	50.16	3.06
12	Chitradurga	0	76	45	1.92	292	245	0	173	87	0	244	158	0	1,587	1,537	2,372	3.80	1.92	0.12
13	Dakshina Kannada	6	20	15	7.2	40	25	0	653	592	1.8	40	13	3.7	375	204	1,128	1.81	18.7	1.14
14	Davanagere	17	156	72	30	234	135	10.23	552	196	5.13	108	76	12.5	124	85	1,174	1.88	74.86	4.57
15	Dharwad	0.16	205	30	0	57	52	0	547	396	0	94	94	0	2,125	1,315	3,028	4.85	0.16	0.01
16	Gadag	0.39	183	183	0	203	204	4.5	388	148	0	177	164	0	20	20	971	1.55	4.89	0.30
17	Hassan	2.35	183	176	6	198	59	0	127	68	0	84	13	0	956	704	1,548	2.48	8.35	0.51
18	Haveri	40.5	43	43	51	57	52	34	584	527	0	114	108	0	753	592	1,551	2.48	125.5	7.66
19	Kalaburagi	60.3	993	868	15.74	984	292	36.45	2441	657	0	441	189	0	2129	1175	6,988	11.18	112.49	6.86
20	Kodagu	0	35	14	0	56	21	0	43	23	0	77	47	0	394	202	605	0.97	0	0.00
21	Kolar	0	46	30	0	106	91	0	614	127	0	108	63	0	165	95	1,039	1.66	0	0.00
22	Koppal	55.98	347	172	53.28	209	120	0	239	191	0	226	118	56.75	276	118	1,297	2.08	166.01	10.13
23	Mandya	0	234	74	0	150	27	0.54	954	73	0	50	23	0	198	103	1,586	2.54	0.54	0.03

Sl. No.	District	2017-18			2018-19			2019-20			2020-21			2021-22			Total OOSC identified	Percentage of OOSC identified	Total funds released	Percentage of Funds released
		Fund	OOSC		Fund	OOSC		Fund	OOSC		Fund	OOSC		Fund	OOSC					
			I	M		I	M		I	M		I	M							
24	Mysuru	1.12	2,016	1,171	2.28	353	209	0	942	755	0	56	28	0.37	1,131	526	4,498	7.20	3.77	0.23
25	Ramanagra	0.44	48	48	0	33	33	0	499	499	0	28	28	0	679	517	1,287	2.06	0.44	0.03
26	Raichur	2.5	336	336	0	80	80	0	502	502	0	478	378	0	136	136	1,532	2.45	2.5	0.15
27	Shivamogga	0	271	93	0	278	95	2	118	53	0	92	65	0	73	61	832	1.33	2	0.12
28	Tumakuru	0.46	67	67	0	32	28	0	245	100	0	48	46	0	938	677	1,330	2.13	0.46	0.03
29	Tumakuru Madhugiri		91	48	0	64	28	0	48	27	0	31	23	0	263	119	497	0.80	0	0.00
30	Udupi	0	36	14	0	52	26	0	52	40	0	12	11	0	277	170	429	0.69	0	0.00
31	Uttara Kannada	15.05	21	21	0	100	83	0	184	127	0	28	23	0	150	150	483	0.77	15.05	0.92
32	Uttara Kannada Sirsi		34	34	0	164	76	0	37	34	0	68	66	2.85	359	320	662	1.06	2.85	0.17
33	Vijayapura	40	7	7	84.41	155	132	35	68	68	33	74	74	0	120	120	424	0.68	192.41	11.74
34	Yadagiri	9.33	635	328	5.25	284	284	0	1,119	567	0	2,748	1,063	0	2,016	966	6,802	10.89	14.58	0.89
	<b>Total</b>	<b>550.45</b>			<b>688.99</b>			<b>149.29</b>			<b>42.33</b>			<b>208.08</b>			<b>62,489</b>	<b>100.00</b>	<b>1,639.13</b>	<b>100.00</b>

Source: Information provided by the Department

I=Identified, M= Mainstreamed

**Appendix 3.5**

(Paragraph No. 3.9 Page No. 37)

**District wise habitations and release of transport allowance**

Sl. No.	Name of District	As per KSRSAC		As per Department		Transportation Amount provided (₹)
		LP schools Outside 1 km of habitation	UP schools Outside 3 km of habitation	No. of Habitations without LPS within 1 km	No. of Habitations without UPS within 1 km	
1	Bagalakote	2,281	158	0	0	3,600
2	Bengaluru	949	23	0	0	0
3	Bengaluru Rural	618	31	55	36	3,72,900
4	Belagavi	10,167	328	0	4	3,58,800
5	Ballari	485	63	0	0	0
6	Bidar	758	36	1	0	0
7	Vijayapura	3,402	220	12	2	2,52,000
8	Chamarajanagara	3,906	568	72	14	23,42,100
9	Chikkamagaluru	7,123	1,044	244	1,642	2,03,82,300
10	Chikkaballapura	644	31	73	0	13,87,200
11	Chitradurga	1,050	76	0	0	0
12	Dakshina Kannada	25,950	522	0	0	0
13	Davanagere	341	14	0	0	0
14	Dharwad	1,331	64	0	0	0
15	Gadag	144	17	0	0	0
16	Kalaburagi	334	66	0	0	0
17	Hassan	4540	691	240	55	49,70,700
18	Haveri	698	14	0	0	0
19	Kodagu	28,892	2,794	7	5	10,54,200
20	Kolar	355	10	0	0	0
21	Koppal	235	4	0	6	0
22	Mandya	1,388	23	361	0	0
23	Mysuru	1,224	38	28	54	18,83,700
24	Raichur	692	117	14	14	0
25	Ramanagara	2,606	327	0	0	0
26	Shivamogga	7,575	861	64	73	8,06,400
27	Tumakuru	2,495	93	95	95	15,27,600
28	Udupi	13,884	414	257	163	1,46,91,300
29	Uttara Kannada	8,398	1,626	783	617	62,12,700
30	Yadagiri	459	35	0	0	0

Source: Information provided by the Department

## Appendix 3.6

(Paragraph No.3.9 Page No. 38)

## Details of selected District wise number of children identified and provided with transport allowance

District	year	Identified children	Children provided with allowance	Out of 10 months, allowance paid for no. of months
Bagalakote	2017-22	0	0	-
Karwar -Sirsi	2017-18	-	-	-
	2018-19	841	841	2.5
	2019-20	1,015	0	-
	2020-21	424	424	1
	2021-22	959	0	-
Ballari	2017-22	0	0	-
Shivamogga	2017-18	52	52	10
	2018-19	322	303	2.5
	2019-20	821	0	-
	2020-21	666	0	-
	2021-22	696	0	-
Bengaluru Rural	2017-18	78	68	10
	2018-19	40	38	2.5
	2019-20	85	67	2.5
	2020-21	67	19	1
	2021-22	71	0	-
Raichur	2017-22	0	0	0
Mysuru	2017-18	303	303	10
	2018-19	257	257	2.5
	2019-20	274	274	2.5
	2020-21	297	297	1
	2021-22	748	0	0
Chamarajanagara	2017-18	279	279	10
	2018-19	407	407	2.5
	2019-20	458	458	2.5
	2020-21	346	346	1
	2021-22	770	0	0

Source: Information provided by the Department

**Appendix 3.7**

**(Paragraph No.3.10.8-Page No.44)**

**Details of District wise schools without electricity connectivity**

<b>District</b>	<b>Schools with no electricity</b>
Bagalakote	10
Ballari	6
Belagavi	1
Belagavi Chikkodi	13
Bengaluru Urban North	2
Bengaluru South	1
Bidar	2
Chamarajanagara	13
Chikkaballapura	3
Chikkamagaluru	4
Chitradurga	20
Davanagere	1
Dharwad	2
Gadag	1
Hassan	16
Haveri	4
Kalaburagi	89
Kodagu	3
Kolar	9
Koppal	24
Mandya	2
Raichur	23
Ramanagara	2
Tumakuru	3
Tumakuru Madhugiri	18
Uttara Kannada Sirsi	3
Vijayanagara	10
Vijayapura	49
Yadagiri	59
<b>Total</b>	<b>393</b>

Source: Information provided by the Department

### Appendix 3.8

(Paragraph No.3.12.2 Page No.49)

#### Details of category wise CWSN and appropriate interventions

Category	Description	Category-Appropriate Interventions
Children with Visual Impairment- Blind or low vision	Children with visual impairment are children who have partial or complete loss of vision. Visual impairments include colour blindness, low vision, and blindness. Children with visual impairments may require special education services, assistive technology, and adaptations to their environment to help them participate in school and other activities. Early intervention and support can help children with visual impairments develop essential skills and reach their full potential.	Low Vision Aids, Magnifying devices, Light-filtering lenses, Braille Instruction, Use of braille displays and note takers, Screen reader software, Audio description technology, Refreshable braille displays, Large print materials, Audio books and other audio materials, Materials in alternative formats such as braille or audio. Environmental Modifications such as good lighting and contrast Tactile markings on buttons and switches.
Children with Hearing Impairment- Deaf or hard of hearing	Children with hearing impairment are children who have partial or complete loss of hearing. Examples of hearing impairments include conductive hearing loss, sensorineural hearing loss, and deafness. Early intervention and support, such as the use of hearing aids, cochlear implants, or sign language, can greatly improve outcomes for children with hearing impairments. Hearing impairment severely impedes the development of normal speech and language. Persons with hearing impairment have difficulty in processing sounds and words in noisy environment. Hence it is necessary to create a less noisy environment for their better communication.	There are facilities to develop the disabled individuals to be capable, independent, and come into the stream of hearing people through a process of early intervention, education and rehabilitation. Hearing Aids, Personal, hearing aids, Cochlear implants, Assistive Listening Devices, FM systems, Infrared systems, Speech and Language Therapy, Speech therapy, Auditory-verbal therapy, Sign Language, American Sign Language (ASL) instruction, Sign supported speech, Adaptive Curriculum, Captioned videos, Closed captioning in the classroom, Materials in alternative formats such as audio or braille. Hearing aids, FM speech transmission devices, special audio-visual systems and telecommunication devices for the deaf are examples of technological aids that have a direct impact on the education and barrier free communication of the hearing impaired. Most often hearing-impaired persons rely on lip reading. Loop induction units in the classrooms would improve reception for persons with hearing impairment using hearing aids. Use of amplification aids such as Induction Loop System, FM System, and Infrared System, to transmit signals to overcome environmental noise in an educational set up or public enclosures will help the persons with hearing impairment for better communication. Availability of videos in sign languages would facilitate the children with hearing impairment.

Category	Description	Category-Appropriate Interventions
Intellectual and developmental disabilities	Children with intellectual and developmental disabilities are children who have significant limitations in cognitive functioning and daily living skills. Examples of intellectual and developmental disabilities include Down syndrome, autism spectrum disorder, and intellectual disability. These children may require support and interventions in multiple areas of their lives, including education, communication, social skills, and self-care. Early diagnosis and intervention can greatly improve outcomes for children with intellectual and developmental disabilities.	Special Education Services: Individualized Education Program (IEP), Inclusion in regular education classes, Resource room support, Behavioural Therapy, Applied Behavioural Analysis (ABA), Positive behaviour support, ,Speech and Language Therapy, Speech therapy, Augmentative and alternative communication (AAC), Occupational Therapy, Fine motor skill development, Adaptive equipment, Adaptive Curriculum: Adaptive materials, Modified assignments, Visual aids and manipulatives
Specific Learning disabilities	Children with specific learning abilities refer to children who have strengths and weaknesses in specific areas of learning, such as reading, writing, mathematics, or attention. Examples of specific learning abilities include dyslexia (difficulty with reading), dyscalculia (difficulty with mathematics), and ADHD (attention deficit hyperactivity disorder). Children with specific learning abilities may need special support and accommodations in their education to help them reach their full potential.	Inclusion in regular education classes Resource room support, Tutoring, One-on-one or small group instruction, Targeted support for specific subjects, Accommodations in the Classroom Extended time on tests, Use of a word processor for written assignments, Audio books, Adaptive Technology, Text-to-speech software, Spell check and grammar check software, Mind mapping software, Behavioural Therapy, self-regulation strategies, Organization and study skills training
Motor disabilities	Children with motor disabilities are children who have difficulties with physical movement and coordination. Examples of motor disabilities include cerebral palsy, muscular dystrophy, and spina bifida. With the right support, children with motor disabilities can lead fulfilling and active lives.	These children may require assistive devices, physical therapy, and other types of support to help them participate in physical activities and improve their mobility. Accommodations may also be necessary in educational and other settings to ensure that children with motor disabilities can fully participate and succeed. Exercise and mobility training, Adaptive equipment instruction. adaptive computer technology, Power mobility devices, Augmentative and alternative communication (AAC) devices, Environmental Modifications: Accessible classrooms and restrooms, Ramps and elevators, Adaptive desks and chairs Adaptive Curriculum: Adaptive materials, Modified physical education activities, Assistive technology in the classroom, Personal Care Assistance, Assistance with activities of daily living Mobility assistance.

### Appendix 4.1

(Paragraph No. 4.2.2 Page No.58)  
**Details of District wise Pupil Teacher Ratio (PTR) in schools managed by  
the Department of Education during 2021-22**

District	PTR in Lower Primary Schools	PTR in Higher Primary Schools
Bagalakote	20.94	33.08
Ballari	29.21	43.47
Belagavi	20.22	33.07
Belagavi Chikkodi	25.17	35.06
Bengaluru Rural	12.02	23.38
Bengaluru U North	21.11	37.2
Bengaluru U South	21.16	37.74
Bidar	15.04	23.74
Chamarajanagara	14.39	24.43
Chikkaballapura	12.58	23.19
Chikkamagaluru	10.25	17.43
Chitradurga	15.59	25.49
Dakshina Kannada	16.16	26.65
Davanagere	14.93	23.87
Dharwad	22.49	33.04
Gadag	23.8	30.91
Hassan	9.81	18.57
Haveri	20.04	30.08
Kalaburagi	23.39	33.25
Kodagu	9.52	18.41
Kolar	12.17	20.57
Koppal	30.99	39.62
Mandya	12.37	22.88
Mysuru	14.94	25.92
Raichur	30.09	39.87
Ramanagara	12.85	23.7
Shivamogga	13.91	21.73
Tumakuru	11.24	22.55
Tumakuru Madhugiri	14.11	24.34
Udupi	14.81	24.15
Uttara Kannada	10.91	16.72
Uttara Kannada Sirsi	15.41	23.4
Vijayanagara	24.66	36.6
Vijayapura	18.96	34.18
Yadagiri	33.73	49.36

Source: Audit analysis based on data provided by the Department.

## Appendix 4.2

(Paragraph No.4.4 Page No. 61)

## District wise teachers' sanctioned strength and vacancy

District	Sanctioned	Working	Vacancy	Vacancy percentage
Yadagiri	5,624	3,079	2,545	45.25
Ballari	4,154	2,450	1,704	41.02
Raichur	8,460	5,366	3,094	36.57
Belagavi Chikkodi	9,802	6,439	3,363	34.31
Koppal	6,359	4,189	2,170	34.12
Dakshina Kannada	4,444	2,963	1,481	33.33
Bengaluru U South	4,682	3,295	1,387	29.62
Vijayanagara	5,726	4,062	1,664	29.06
Belagavi	8,141	5,789	2,352	28.89
Mandya	5,166	3,722	1,444	27.95
Kalaburagi	9,301	6,765	2,536	27.27
Bagalakote	7,396	5,390	2,006	27.12
Uttara Kannada Sirsi	3,720	2,723	997	26.8
Ramanagara	3,533	2,593	940	26.61
Udupi	2,494	1,841	653	26.18
Vijayapura	10,180	7,686	2,494	24.5
Chamarajanagara	2,997	2,275	722	24.09
Dharwad	5,297	4,033	1,264	23.86
Haveri	6,457	4,918	1,539	23.83
Bengaluru U North	2,976	2,269	707	23.76
Gadag	3,814	2,908	906	23.75
Mysuru	7,206	5,495	1,711	23.74
Tumakuru Madhugiri	3,882	3,000	882	22.72
Kodagu	1,412	1,116	296	20.96
Shivamogga	6,529	5,171	1,358	20.8
Chikkaballapura	4,177	3,335	842	20.16
Bengaluru Rural	3,249	2,604	645	19.85
Tumakuru	5,877	4,857	1,020	17.36
Chitradurga	6,275	5,218	1,057	16.84
Hassan	6,236	5,198	1,038	16.65
Bidar	5,677	4,743	934	16.45
Kolar	5,124	4,314	810	15.81
Chikkamagaluru	4,301	3,636	665	15.46
Uttara Kannada	2,993	2,591	402	13.43
Davanagere	4,754	4,200	554	11.65
<b>Total</b>	<b>1,88,415</b>	<b>1,40,233</b>	<b>48,182</b>	<b>25.57</b>

Source: Information provided by the Department

## Appendix 4.3

(Paragraph No.4.7 Page No. 64)

## Details of District wise/medium wise number of schools

District Name	English	Hindi	Kannada	Konkani	Malayalam	Marathi	Tamil	Telugu	Urdu	Grand Total
Bagalakote	234	-	1,561	-	-	3	-	-	148	1,946
Ballari	276	1	698	-	-	-	-	8	72	1,055
Belagavi	218	-	1,133	-	-	378	-	-	146	1,875
Belagavi Chikkodi	237	-	1,911	-	-	231	-	-	179	2,558
Bengaluru Rural	199	-	1,093	-	-	-	-	2	61	1,355
Bengaluru U North	1,232	-	636	-	-	-	17	6	74	1,965
Bengaluru U South	1,760	1	1,069	-	-	-	14	3	112	2,959
Bidar	242	2	1,385	1	-	155	-	-	371	2,156
Chamarajanagara	103	1	828	-	-	-	10	-	36	978
Chikkaballapura	161	-	1,496	-	-	-	-	-	92	1,749
Chikkamagaluru	177	-	1,356	-	-	-	5	-	80	1,618
Chitradurga	170	-	1,744	1	-	-	2	-	91	2,008
Dakshina Kannada	343	-	1,154	-	-	-	-	-	-	1,497
Davanagere	277	-	1,288	-	-	-	-	-	146	1,711
Dharwad	256	2	841	-	-	3	1	3	158	1,264
Gadag	131	-	681	-	-	1	-	-	82	895
Hassan	265	-	2,257	-	-	-	1	-	91	2,614
Haveri	181	-	1,120	-	-	1	-	-	267	1,569
Kalaburagi	450	2	2,187	-	-	13	-	8	353	3,013
Kodagu	113	-	420	-	1	-	2	-	-	536
Kolar	300	1	1,754	-	-	-	3	1	165	2,224
Koppal	166	-	1,152	-	-	-	-	3	58	1,379
Mandya	207	1	1,734	-	-	-	1	1	60	2,004
Mysuru	438	1	2,076	-	-	-	1	1	148	2,665
Raichur	324	3	1,719	-	-	-	-	2	106	2,154
Ramanagara	198	-	1,212	-	-	-	-	-	90	1,500
Shivamogga	199	-	1,906	-	-	-	7	-	186	2,298
Tumakuru	223	-	2,006	-	-	-	-	-	159	2,388
Tumakuru Madhugiri	135	-	1,253	-	-	-	-	-	47	1,435
Udupi	156	-	756	-	-	-	-	-	5	917
Uttara Kannada	91	-	902	-	-	2	-	-	75	1,070
Uttara Kannada Sirsi	61	-	1,059	-	-	-	-	-	94	1,214
Vijayanagara	202	1	1,179	1	-	-	-	3	57	1,443
Vijayapura	273	-	2,237	-	-	5	-	-	361	2,876
Yadagiri	154	1	1,062	-	-	-	-	-	107	1,324
<b>Grand Total</b>	<b>10,144</b>	<b>17</b>	<b>46,807</b>	<b>3</b>	<b>1</b>	<b>782</b>	<b>64</b>	<b>41</b>	<b>4,271</b>	<b>62,212</b>

Source: Information provided by the Department

## Appendix 5.1

## (Paragraph No.5.1-Page No.73)

## Domains, indicators and benchmarks for assessment of Performance Grade Index

Domain	Data Description and detailed indicators
Learning outcome and quality	The latest round of NAS for Grades 3, 5 and 8 tested the learning outcomes of the students. The report cards give the percentage of students assessed who answered correctly. The benchmark will be 75 per cent of all students who answered correctly i.e. States and UTs obtaining this score will get full weightage points.
Access	Adjusted Net Enrolment Ratio (ANER) at elementary level as per entry age of the State/UT, Adjusted Net Enrolment Ratio (ANER) at secondary level as per entry age of the State/UT, retention rate at primary level, retention rate at elementary level, transition rate from primary to upper primary, Percentage of identified Out-of-school-children mainstreamed in last completed academic year <i>etc.</i> , is used as benchmark for assessment. The 100 per cent achievement is given full weightage points.
Infrastructure and Facilities	Percentage of schools having Computer Aided Learning in Upper Primary Level, percentage of schools having Book Banks/Reading Rooms/Libraries, Percentage of primary schools provided graded supplementary material, Percentage of elementary schools' children taking mid-day meal against target approved in PAB - Govt and aided schools, Percentage of days midday meal served against total working days - Govt and aided elementary schools, Percentage of schools having functional drinking water facility - All Schools, Percentage of Elementary Level students getting Uniform within three months of start of academic year - Govt. Schools, Percentage of Elementary Level students getting Free Textbook within one month of start of academic year <i>etc.</i> , was used as benchmarks for assessment. 100 per cent achievement is given full weightage points.
Equity	Difference in student performance in Language between Scheduled Castes (SC) and General category in Govt. and Aided elementary schools: Grades 3, 5 & 8, Difference in student performance in Mathematics between Scheduled Castes (SC) and General category in Govt. and Aided elementary schools Grades 3, 5 & 8, Difference in student performance in Language between Scheduled Tribes (ST) and General category in Govt. and Aided elementary schools : Grades 3, 5 & 8, Difference in student performance in Mathematics between Scheduled Tribes (ST) and General category in Govt. and Aided elementary schools : Grades 3, 5 & 8, Difference in student performance in Language between Urban and Rural areas in Govt. and Aided elementary schools : Grades 3, 5 & 8, Difference in student performance in Mathematics between Urban and Rural areas in Govt. and Aided elementary schools : Grades 3, 5 & 8, Difference in student performance in Language between Boys and Girls in Govt. and Aided elementary schools: Grade 3, 5 & 8, Difference in student performance in Mathematics between Boys and Girls in Govt. and Aided elementary schools: Grades 3, 5 & 8, Gross enrolment ratio of CWSN (age group 6-18 years), a) Difference between SCs and General Category's Transition Rate from Upper Primary to Secondary level, b) Difference between STs and General Category's Transition Rate from Upper Primary to Secondary level, Difference between boys' and girls' Transition Rate from Upper Primary to Secondary level, Percentage of schools having functional CWSN friendly toilets, Percentage of schools

Domain	Data Description and detailed indicators
	having functional toilet, Percentage of schools having ramp for disabled children to access school building, percentage of entitled CWSN receiving Aids and Appliances for Govt and aided schools, Percentage of schools having functional toilet <i>etc.</i> , are considered for assessment. Since there should be zero difference under these categories, maximum weightage points will be given to a score of 0 under these indicators. (0 value to be given 100 marks).
Governance Processes	Percentage of Children whose Unique ID is seeded in SDMIS, percentage of Teachers whose Unique ID is seeded in any electronic database of the State Government/UT Administration, percentage of average daily attendance of students captured digitally (States and UTs may set digital mechanism similar to AMS of MDM, percentage of average daily attendance of teachers recorded in an electronic attendance system, percentage of Schools at Elementary level Covered Under Twinning/Partnership, percentage of Schools at Elementary level displaying photo of elementary teachers for Govt and aided schools - Government and aided schools, percentage of primary schools having PTR as per RTE norm, percentage of primary and upper primary schools meeting head-teacher norms as per RTE, percentage of academic positions filled in state and district academic institutions (SCERT/SIE & DIETs) at the beginning of the reference academic year, Average occupancy (in months) of District Education Officer (or equivalent) in last 03 years for all Districts, a) Average number of days taken by State Govt./UT Administration to release total Central share of funds to societies (during the financial year) are considered under this category.

**Appendix 5.2**  
**(Paragraph No. 5.5 Page No. 76)**  
**Performance of Grade 4 students in 128 sampled schools**

(Percentage of students<sup>27</sup>)

Name of the Educational block	English					Mathematics					Environmental Studies					Total				
	A+	A	B+	B	C	A+	A	B+	B	C	A+	A	B+	B	C	A+	A	B+	B	C
Siddapur	0.00	10.81	24.32	27.03	37.84	0.00	21.62	27.03	24.32	27.03	2.70	24.32	18.92	29.73	24.32	0.00	16.22	18.92	37.84	27.03
Shivamogga	1.61	29.03	30.65	25.81	12.90	14.52	45.16	20.97	11.29	8.06	14.5	45.16	17.74	12.90	9.68	9.68	30.65	37.10	12.90	9.68
Sagar	3.85	46.15	7.69	23.08	19.23	5.77	30.77	19.23	15.38	28.85	11.5	34.62	19.23	5.77	28.85	0.00	40.38	21.15	11.54	26.92
Raichur	4.36	11.27	20.73	22.18	41.45	8.36	15.27	12.00	13.09	51.27	1.45	14.55	9.82	18.18	56.00	0.73	15.64	16.00	20.36	47.27
Mysuru south	4.29	24.54	19.02	15.95	36.20	0.61	16.56	25.77	20.25	36.81	0.00	7.36	21.47	30.06	41.10	0.61	12.27	25.77	26.99	34.36
Lingasugur	0.83	0.00	7.50	12.50	79.17	2.50	3.33	5.00	10.00	79.17	0.83	5.00	2.50	5.83	85.83	0.00	0.83	6.67	11.67	80.83
Kollegal	0.00	4.17	9.72	29.17	56.94	1.39	12.50	18.06	18.06	50.00	0.00	8.33	16.67	29.17	45.83	0.00	5.56	13.89	34.72	45.83
K.R.nagara	0.00	1.85	5.56	22.22	70.37	0.00	3.70	5.56	25.93	64.81	0.00	5.56	11.11	20.37	62.96	0.00	0.00	7.41	22.22	70.37
Joida	7.14	39.29	14.29	14.29	25.00	0.00	35.71	35.71	7.14	21.43	0.00	3.57	39.29	17.86	39.29	0.00	21.43	42.86	17.86	17.86
Hospet	0.00	0.00	0.73	16.06	83.21	0.00	0.00	4.38	18.25	77.37	0.00	0.73	0.00	11.68	87.59	0.00	0.00	1.46	12.41	86.13
Hunagund	0.00	0.90	9.01	34.23	55.86	0.00	5.41	20.72	27.93	45.95	1.80	9.01	17.12	27.03	45.05	0.00	1.80	16.22	42.34	39.64
Hosakote	0.00	55.56	19.44	22.22	2.78	13.89	38.89	25.00	13.89	8.33	25.0	47.22	19.44	2.78	5.56	0.00	55.56	33.33	11.11	0.00
Hadagali	2.36	4.72	7.09	21.26	64.57	0.79	11.02	8.66	15.75	63.78	0.79	7.09	11.02	14.17	66.93	0.00	3.94	11.81	22.83	61.42
Gundulpet	0.00	0.00	1.30	23.38	75.32	0.00	2.60	7.79	16.88	72.73	0.00	0.00	7.79	19.48	72.73	0.00	0.00	5.19	20.78	74.03
Bagalakote	2.81	20.22	17.98	17.98	41.01	9.55	29.21	18.54	17.98	24.72	6.18	20.22	24.72	24.16	24.72	2.25	20.22	24.16	25.84	27.53
Doddaballapura	0.00	10.81	24.32	27.03	37.84	0.00	21.62	27.03	24.32	27.03	2.70	24.32	18.92	29.73	24.32	0.00	16.22	18.92	37.84	27.03
<b>TOTAL</b>	<b>3.15</b>	<b>13.50</b>	<b>13.38</b>	<b>20.52</b>	<b>49.46</b>	<b>5.15</b>	<b>16.16</b>	<b>14.89</b>	<b>16.89</b>	<b>46.91</b>	<b>3.75</b>	<b>14.47</b>	<b>13.56</b>	<b>18.16</b>	<b>50.06</b>	<b>1.39</b>	<b>13.44</b>	<b>16.95</b>	<b>21.67</b>	<b>46.55</b>

Source: Audit analysis based on JPV.

<sup>27</sup> Note: -Percentage of students who scored -A+ grade in English = Number of students who scored A+ grade in English/ Total number of students (same applicable for remaining grades) A+ grade in Total = Number of students who scored A+ grade in Total marks/Total number of students (same applicable for remaining grades)

**Appendix 5.3**  
**(Paragraph No. 5.5 Page No. 77)**  
**Performance of Grade 7 students in 128 sampled schools**

(Percentage of students)

Name of the Educational block	English					Mathematics					Science					Total				
	A+	A	B+	B	C	A+	A	B+	B	C	A+	A	B+	B	C	A+	A	B+	B	C
Siddapur	12.16	44.59	20.27	12.16	10.81	16.22	18.92	32.43	17.57	14.86	9.46	24.32	44.59	10.81	10.81	9.46	28.38	40.54	12.16	9.46
Shivamogga	5.80	31.88	28.99	28.99	4.35	15.94	21.74	23.19	27.54	11.59	7.25	44.93	36.23	8.70	2.90	0.00	36.23	40.58	18.84	4.35
Sagar	0.00	23.26	26.74	30.23	19.77	1.16	8.14	31.40	26.74	32.56	1.16	16.28	18.60	38.37	25.58	0.00	10.47	25.58	52.33	11.63
Raichur	0.40	6.32	24.90	31.62	36.76	4.35	16.60	21.74	16.21	41.11	1.98	9.88	32.41	17.39	38.34	0.00	3.95	37.55	26.09	32.41
Mysuru South	0.79	17.79	28.46	20.55	32.41	0.00	1.19	11.46	37.15	50.20	0.00	1.19	11.07	45.06	42.69	0.00	0.40	18.97	47.83	32.81
Lingasugur	0.00	0.00	5.91	17.73	76.35	0.00	1.97	5.42	20.20	72.41	0.00	1.97	8.87	23.65	65.52	0.00	0.49	5.91	19.21	74.38
Kollegal	0.00	0.00	8.06	33.87	58.06	0.00	0.00	11.29	30.65	58.06	0.00	1.61	11.29	35.48	51.61	0.00	0.00	6.45	41.94	51.61
K.R.Nagara	0.00	0.00	8.33	33.33	58.33	0.00	0.00	5.56	30.56	63.89	0.00	2.78	19.44	36.11	41.67	0.00	0.00	2.78	58.33	38.89
Joida	0.00	0.00	11.43	38.57	50.00	0.00	0.00	4.29	41.43	54.29	0.00	0.00	7.14	48.57	44.29	0.00	0.00	2.86	58.57	38.57
Hospet	0.00	0.00	3.03	12.63	84.34	0.00	1.01	7.58	23.23	68.18	0.00	1.01	9.09	32.32	57.58	0.00	0.00	3.54	26.77	69.70
Hunagund	0.00	4.96	19.15	37.59	38.30	0.00	4.26	19.15	43.97	32.62	0.00	3.55	24.11	46.10	26.24	0.00	2.84	15.60	56.03	25.53
Hosakote	9.52	50.79	28.57	6.35	4.76	9.52	15.87	41.27	26.98	6.35	11.11	17.46	39.68	15.87	15.87	7.94	20.63	52.38	15.87	3.17
Hadagali	0.00	0.88	6.19	30.09	62.83	0.00	0.00	5.31	30.09	64.60	0.00	0.88	24.78	24.78	49.56	0.00	0.00	5.31	40.71	53.98
Gundlupet	0.00	1.67	18.33	31.67	48.33	0.00	0.83	5.00	38.33	55.83	0.00	0.00	4.17	44.17	51.67	0.00	0.00	3.33	49.17	47.50
Bagalakote	0.00	10.99	28.27	34.03	26.70	0.00	13.61	28.80	37.70	19.90	0.00	3.66	26.18	43.98	26.18	0.00	0.52	34.55	47.12	17.80
Doddaballapura	0.00	6.25	34.38	15.63	43.75	0.00	6.25	18.75	37.50	37.50	3.13	21.88	21.88	28.13	25.00	0.00	3.13	37.50	28.13	31.25
<b>TOTAL</b>	<b>1.13</b>	<b>12.37</b>	<b>19.15</b>	<b>24.69</b>	<b>42.66</b>	<b>2.01</b>	<b>7.51</b>	<b>16.45</b>	<b>29.06</b>	<b>44.97</b>	<b>1.33</b>	<b>7.76</b>	<b>20.37</b>	<b>31.12</b>	<b>39.42</b>	<b>0.59</b>	<b>5.50</b>	<b>21.01</b>	<b>35.74</b>	<b>37.16</b>

Source: Audit analysis based on JPV.

**Appendix 6.1**

**(Paragraph No. 6.9.2 Page No.88)**

**Details of Excess Reimbursement of RTE fees in respect of RTE students**

*(Amount in ₹)*

Sl.No.	District	Number of schools	Excess reimbursement
1	Bagalakote	40	21,81,770
2	Bengaluru North	63	26,08,229
3	Bengaluru Rural	15	5,97,756
4	Bengaluru South	61	21,98,077
5	Belagavi	83	38,54,805
6	Ballari	31	25,87,190
7	Bidar	94	34,06,743
8	Vijayapura	328	1,70,25,450
9	Chamarajnagar	3	654
10	Chikkaballapura	32	14,93,250
11	Chikkodi	133	65,94,512
12	Chikkmagaluru	12	3,59,781
13	Chitradurga	49	42,92,984
14	Dakshina Kannada	4	97,586
15	Davanagere	67	35,26,034
16	Dharwad	42	22,53,996
17	Gadag	36	13,16,146
18	Kalaburagi	23	3,35,907
19	Hassan	18	6,95,630
20	Haveri	76	39,89,029
21	Kolar	50	23,74,065
22	Koppal	16	6,76,416
23	Tumakuru Madhugiri	1	12
24	Mandya	9	1,63,147
25	Mysuru	24	11,61,763
26	Raichur	36	19,08,715
27	Ramanagara	7	1,70,708
28	Shivamogga	17	9,98,183
29	Sirsi	7	1,85,029
30	Tumakuru	4	19,476
31	Udupi	4	1,05,527
32	Uttara Kannada	9	3,50,679
33	Vijayanagara	36	16,54,853
34	Yadagiri	30	14,90,938
<b>Total</b>		<b>1,460</b>	<b>7,06,75,040</b>

Source: Information provided by the Department

**Appendix 6.2**  
**(Paragraph No. 6.9.3 Page No. 88)**  
**Details of Excess fee collected from non-RTE students**

(₹ in crore)

Sl.No.	District	Excess fee collected
1	Belagavi	17.86
2	Bagalakote	5.39
3	Vijayapura	28.41
4	Kalaburagi	0.94
5	Bidar	3.62
6	Raichur	3.04
7	Koppal	1.04
8	Gadag	4.75
9	Dharwad	16.74
10	Uttara Kannada	29.76
11	Haveri	6.93
12	Ballari	4.22
13	Chitradurga	5.68
14	Davanagere	5.62
15	Shivamogga	7.52
16	Udupi	3.83
17	Chikkamagaluru	2.98
18	Tumakuru	0.25
19	Kolar	8.15
20	Bengaluru U South	99.11
21	Bengaluru Rural	4.64
22	Mandya	1.14
23	Hassan	4.57
24	Dakshina Kannada	1.08
25	Kodagu	0.88
26	Mysuru	3.50
27	Chamarajanagara	0.06
28	Bengaluru U North	46.51
29	Chikkaballapura	5.56
30	Belagavi Chikkodi	15.81
31	Tumakuru Madhugiri	0.04
32	Ramanagara	2.39
33	Yadagiri	1.77
34	Uttara Kannada Sirsi	2.01
	<b>Total</b>	<b>345.80</b>

Source: Information provided by the Department

© COMPTROLLER AND  
AUDITOR GENERAL OF INDIA  
[www.cag.gov.in](http://www.cag.gov.in)

<https://cag.gov.in/ag1/karnataka/en>

