School Education Department

2.2 Right of Children to Free and Compulsory Education

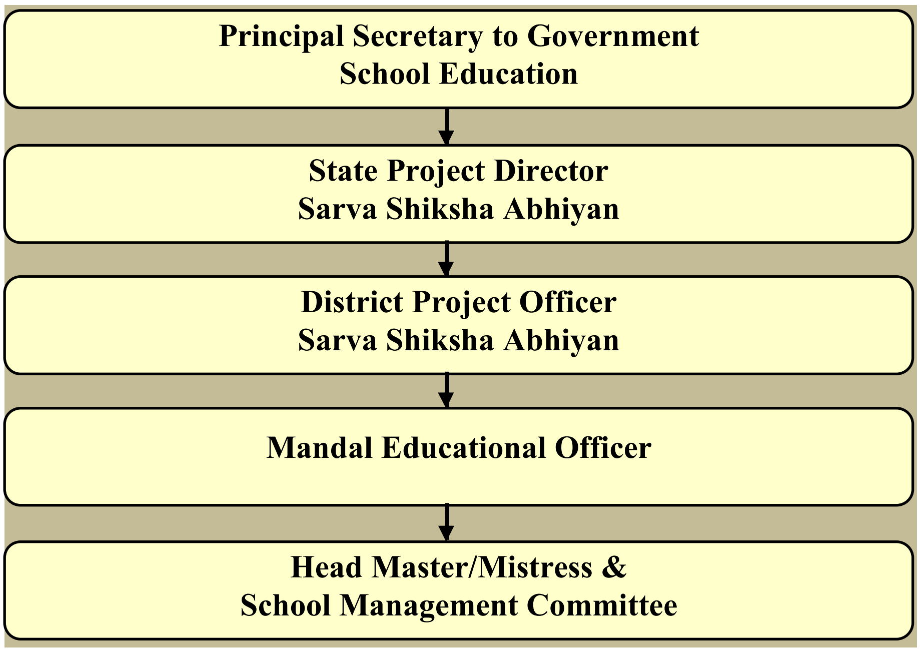
2.2.1 Introduction

The Right of Children to Free and Compulsory Education (RTE) Act, 2009 became operational with effect from 01 April 2010. The RTE Act provides right to free and compulsory education to all children in the age group of 6-14 years in a neighbourhood school[105] from class 1 to class 8. Sarva Shiksha Abhiyan (SSA) is the main vehicle for implementing the provisions of the RTE Act. Government of Andhra Pradesh (Government) notified (March 2011) the AP Right of Children to Free and Compulsory Education Rules (RTE Rules), 2010. As of March 2017, 34.76 lakh children were enrolled in Primary and 20.85 lakh children were enrolled in Upper Primary (UP) classes in 61,528 schools of the State. The Act defined free education as 'removal of any financial barrier by the State that prevents a child from completing eight years of schooling'.

2.2.2 Organisational set up

The overall responsibility of implementation of the Act vests with the Principal Secretary to Government in School Education Department. The State Project Director (SPD), SSA is the Nodal Officer for implementation of the programme in the State. The District Project Officer (DPO), SSA at district level and Mandal Educational Officer (MEO) at Mandal level are responsible for implementation of programme. At school level, Head Masters/ Head Mistresses (HMs) and School Management Committees (SMCs) have the responsibility to implement the programme.

Chart–2.3: Organisational Chart



[105] the habitations in a safe walking distance of one km for a Primary school (classes 1 to 5) and three km for an Upper Primary school (classes 6 to 8)

2.2.3 Audit Framework

2.2.3.1 Audit objectives

The Performance Audit of implementation of the RTE Act in the State was taken up with a view to verify:

- Whether the RTE act achieved its objective to make elementary education a fundamental right for all children between ages of 6-14 years;
- Whether the funds allocated were utilised in an economic and efficient manner;
- Whether the RTE act was being implemented and monitored in a planned manner; and
- Whether any mechanism was in place to track Sustainable Development Goal (SDG) indicators.

2.2.3.2 Audit Criteria

The Audit observations were benchmarked against the criteria sourced from the following:

- RTE Act, 2009
- AP RTE Rules, 2010
- Minutes of meetings of the Project Approval Board (PAB), Annual Work Plans & Budget (AWP&B)
- Government orders issued from time to time
- Goal number 4 (Quality Education) of SDG as envisioned by the United Nations

2.2.3.3 Scope and Methodology of Audit

Performance Audit was conducted (March-July 2016[106] and May-July 2017) to assess the extent of implementation of the RTE Act. The Audit covered the period from inception of the Act i.e., 2010-11 to 2016-17. Audit methodology involved scrutiny of records at State level offices; district level offices in three sampled districts[107] selected through PPSWOR[108] method. In each sampled district, Audit sampled four Mandals (three rural & one urban) and 30 schools[109] through SRSWOR[110] method. Details of sampled Mandals and schools are in ***Appendix-2.14.*** Responsibility centres at various levels are shown below:

[106] For All India Performance Audit for the period 2010-16
[107] Anantapuramu, East Godavari and Srikakulam
[108] Probability Proportion to Size Without Replacement
[109] 20 Government/ Specified category schools and 10 Aided schools
[110] Simple Random Sampling Without Replacement

State Level	• State Project Director, Sarva Shiksha Abhiyan • Commissioner & Director of School Education
District/ Mandal Level	• District Project Officer, Sarva Shiksha Abhiyan • District Educational Officers • Mandal Educational Officers
School Level	• School Head Masters • School Management Committees

Audit objectives, methodology, scope, criteria and audit sampling were explained to the departmental authorities during Entry conference held on 16 December 2016. Audit Enquiries were issued and discussions were held with departmental authorities at various levels to substantiate findings wherever necessary. Audit findings were discussed in an Exit conference (27 October 2017) with SPD, SSA. Replies of the Government have been incorporated at appropriate places in the Report.

Audit findings

2.2.4 Implementation

The Department of Elementary Education and Literacy in the Ministry of Human Resource Development (MHRD), Government of India (GoI) implemented the Act at the National level. SSA was the main vehicle for implementation of RTE Act in the State, the MHRD aligned the activities/ interventions under SSA with the provisions of RTE Act. The Annual Work Plans and Budget (AWP&B) of the State under SSA needs approval of the Project Approval Board (PAB) under MHRD.

2.2.4.1 Conduct of Survey

Rule 7 of RTE Rules, 2010 stipulated that Local authority[111] should maintain a record of all children through a household survey from their birth till they attain the age of 14 years and the data should be updated each year.

Audit observed that at the State level, Government has projected the population of children in the age group of 6-14 years by adopting the Census 2011 figures. Government arrived at the projected number of children by revising the Census figures based on population growth rate. The Department had prepared Unified District Information System for Education (U-DISE) with these projected figures. However, the Department prepared the AWP&B based on the total of actual enrolment and 'Out of School Children'.

Scrutiny of records in the test-checked schools revealed that no household survey was conducted during 2010-17 to identify all the children in the age group of 6-14 years. As

[111] Municipal Corporation, Zilla Parishads, Mandal Praja Parishads, Gram Panchayats and includes authority/body having administrative control over the school or empowered by or under any law to function as local authority

such, the details of children not enrolled in Anganwadi centres and Primary schools would not be available in the data.

In Exit conference, the Department stated (October 2017) that survey was conducted at School level but not documented. The Department also stated that the task of conducting Comprehensive Household survey was difficult.

Thus, the data of children in the age group of 6-14 years available with the schools was not complete. Hence, the incomplete data cannot form a base to achieve the objective of the Act.

2.2.4.2 School mapping and neighbourhood schools

Sub-rule (1) below Rule 5 stipulated that a school shall be established within a walking distance of the neighbourhood. Rule 3 (18) of the Rules defined the neighbourhood of a school as the habitation in a safe walking distance of one kilometer (km) for Primary School and three km for an Upper Primary School. Further, as per Rule 3 (22) of RTE Rules, school mapping means planning the school location to overcome social barriers and geographical distance. This includes assessing availability of schooling facilities for elementary education through a Geographical Information System (GIS) of the State.

The State Government reported in the AWP&B for 2017-18 that 94 *per cent* of GIS mapping was completed. In Audit, it was however, observed that the Government had not designed GIS mapping to identify the availability of schools from the habitations as stipulated. The GIS of the Department did not contain provision for identifying the habitations, which did not have Primary schools within one km and Upper Primary schools within three km.

Audit noticed that 2,350 habitations (21,023 children) out of total 50,008 habitations in the State did not have a Primary school during 2016-17. Similarly, 2,581 habitations (22,005 children) did not have Upper Primary school within their neighbourhood during 2016-17. There were no Primary schools in the neighbourhood of 360 habitations (2,434 children) out of 11,720 habitations in the three sampled districts. There were no Upper Primary schools in the neighbourhood of 810 habitations (8,727 children) in these sampled districts.

The SPD, SSA had accepted (June 2017) the observation and stated (October 2017) that the mapping work was entrusted to the District Collectors and was under process.

In the absence of schools in the neighbourhood, the children of the above habitations had to travel long distance for schooling.

2.2.4.3 Schools in difficult terrain areas

Sub-rules (3) (4) and (5) below Rule 5 stipulated that, Government or the local authority should avoid dangers due to reasons such as landslides, floods, lack of roads, in approach of students from their homes to schools while locating schools in areas of difficult terrain. The Rules suggested various methods to achieve this. Making adequate arrangements for free transportation of children from small hamlets was one of the suggestions. This arrangement applied to cases where no school exists within the area or limits specified under the Rules.

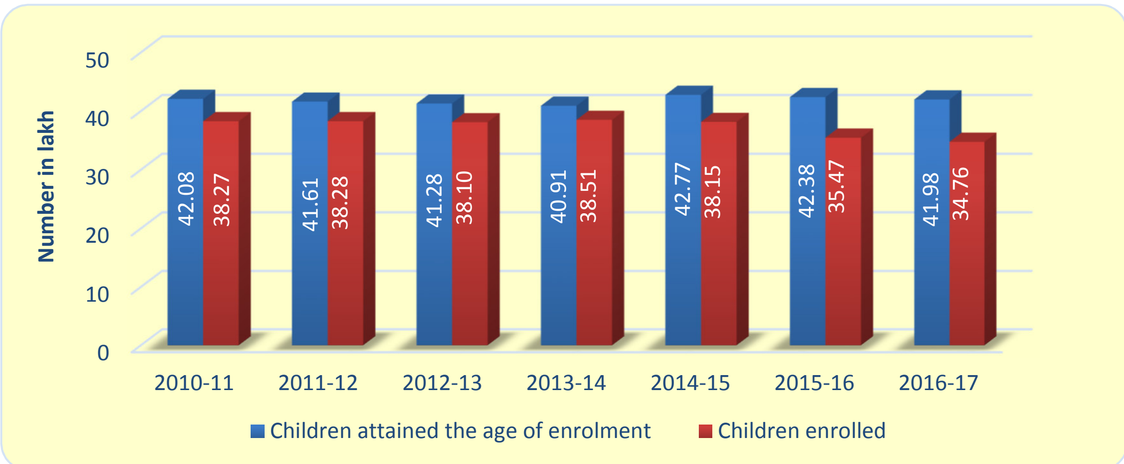
Audit noticed that Government had not notified any area as a difficult terrain or a remote habitation. The SPD and DPOs however, incurred an amount of ₹ 9.66 crore[112] on providing free transportation facilities to 59,270 children during 2011-14 and 2015-16. Government had claimed money on this account for 45,000 and 24,192 students during 2014-15 and 2016-17 respectively. The PAB however, refused to release funds for the purpose as the State did not notify the areas as difficult terrains. The SPD stated (October 2017) that the task was entrusted to the District Collectors and issue of notification was in process. Government needs to expedite issue of notification of difficult terrains without further loss of time.

The Andhra Pradesh State Road Transport Corporation (APSRTC) provided free transportation facility in its buses to the students up to eighth class. Audit analysed the data of habitations having / not having road connectivity [113] and the details of payments made in the test-checked districts on transportation charges. Audit noticed that the SPD paid an amount of ₹ 2.52 crore towards private transportation where public transportation facility was available in test-checked districts. The DPOs in test-checked districts did not furnish any specific reply.

2.2.4.4 Targets for Enrolment

Charts-2.4 and 2.5 shows the details of number of children who attained the age of enrolment and actually enrolled in Primary and Upper Primary schools during 2010-17 (Details of enrolment in test-checked districts are given in ***Appendix-2.15***).

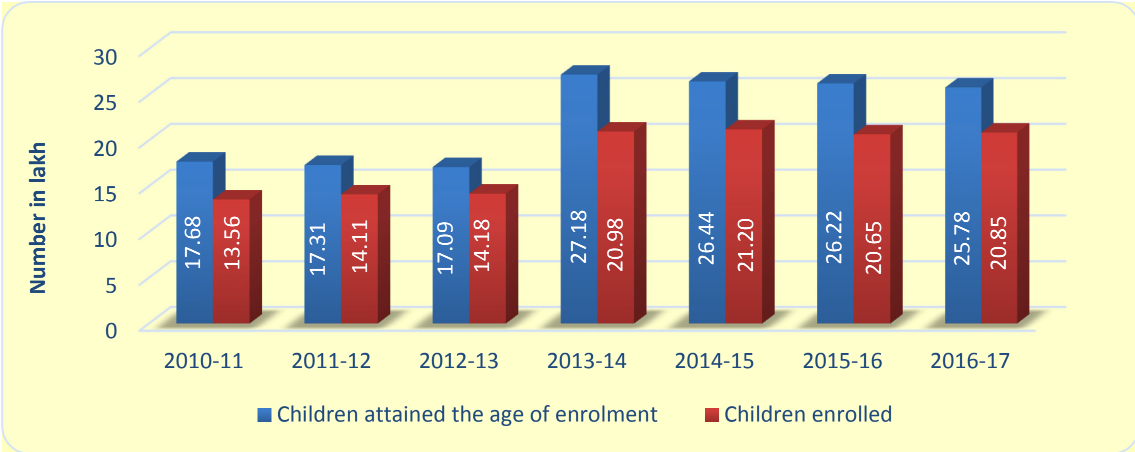
Chart-2.4: Primary



Source: U-DISE, SSA

[112] 2011-12: ₹ 0.78 crore (2,713 children), 2012-13: ₹ 0.70 crore (21,731 children), 2013-14: ₹ 3.23 crore (17,080 children) and 2015-16: ₹ 4.95 crore (17,746 children)
[113] available with the Commissioner of School Education

Chart-2.5: Upper Primary[114]



Source: U-DISE, SSA

Section 6 read with Section 8 (f) of the RTE Act aimed at making the right of children to free and compulsory education a fundamental right by 2013 by ensuring admission, attendance and compulsory education to every child. The essence of the provision of the Act was to see every child in the society enrolled in the schools. Audit noticed that the enrolment of students in Primary and Upper Primary schools had not been achieved 100 *per cent* even as of 2016-17.

Further, in test-checked schools, some of the HMs incorrectly recorded the targets as actual enrolment.

The Department stated (October 2017) that the data of children of six years was being obtained through Anganwadi centres every year but it was not documented. This indicated non-fixation of targets at all levels, i.e., at School/ Mandal/ District/ State level.

2.2.4.5 Trends of Enrolment

Government had organised programmes like '*Badi Bata*'[115]/ '*Badi Pilustondi*'[116]/ '*Mana Vuru-Mana Badi*'[117] in the month of June every year. Government organised these programmes with the help of teachers before commencement of the academic year to enrol the students in Government Schools. Audit, however, observed decrease in enrolment during 2010-17, which indicated that these programmes had not yielded the desired results.

The Gross Enrolment Ratio[118] (GER) in respect of Primary classes decreased from 91 *per cent* in 2010-11 to 83 *per cent* in 2016-17. In respect of Upper Primary classes, the GER increased from 77 *per cent* (2010-11) to 81 *per cent* (2016-17).

In test-checked districts, however, the GER varied between 80 *per cent* and 100 *per cent* during 2010-17. The data of population of children in relevant age group in respect of

[114] Increase in enrolment in Upper Primary classes from 2013-14 onwards was due to adding up of 8th class to Upper Primary classes
[115] Way to School
[116] School is calling
[117] Our village-our school
[118] (Enrolment/ Population in relevant age group) X 100

Primary and Upper Primary classes was not reliable in the test-checked schools. As such, Audit could not assess the trends of increase or decrease in enrolment of children in test-checked schools.

The SPD and DPOs of SSA in the test-checked districts attributed decreasing trend of enrolment to data cleansing exercise for eliminating duplicate entries. They also attributed this to the children taking care of their siblings and to migration of parents. Government, though identified the causes for decrease in enrolment, had not taken adequate steps to bring children to schools.

2.2.4.6 Zero/ low enrolment schools

Scrutiny of minutes of meetings of the PAB revealed that the zero enrolment primary schools increased from 176 (0.5 *per cent*) in 2015-16 to 438 (*one per cent*) in 2016-17. In respect of Upper Primary schools, the zero enrolment schools increased from 327 (3 *per cent*) in 2015-16 to 506 (4 *per cent*) in 2016-17.

Further scrutiny of the minutes of PAB revealed that Primary schools with less than 15 children increased from 4,572 (12 *per cent*) in 2015-16 to 5,503 (14 *per cent*) in 2016-17. Similarly, the number of Upper Primary schools with less than 15 students increased from 1,216 (11 *per cent*) in 2015-16 to 1,407 (12 *per cent*) in 2016-17.

During 2013-14 to 2016-17, 5,443 schools (Government: 3,361, Private aided: 202 and Private Unaided: 1,880) were closed in the State.

The Department, in the Exit conference, stated (October 2017) that enrolment declined due to migration of children to Private schools. From the reply of the Department, it would be reasonable to conclude that the quality of education in Government schools was significantly below the standards prevailing in private schools. With regard to closure of schools Department stated that (i) Government/ Private aided schools were closed or merged due to uneconomic strength; (ii) Private Unaided schools were closed due to non-recognition/ less strength/ non-fulfilment of norms.

2.2.4.7 Data inconsistency

The dropout rates[119] at Primary and Upper Primary levels for the years 2015-16 and 2016-17 furnished by the Commissioner of School Education were at variation from the figures furnished by the SPD of SSA as shown in **Table-2.15**.

Table-2.15

Year	Dropout as per SSA records		Dropout as per records of Commissioner of School Education	
	PS	UPS	PS	UPS
2015-16	6.72	14.75	9.08	14.95
2016-17	2.15	0.90	9.68	12.77

PS: Primary Schools, **UPS**: Upper Primary Schools

However, the PAB observed[120] that the dropout rate was 9.7 *per cent* in respect of Primary classes and 9.1 *per cent* for Upper Primary classes for the year 2016-17.

[119] the percentage of students failing to complete a particular school
[120] from the data furnished by State Government

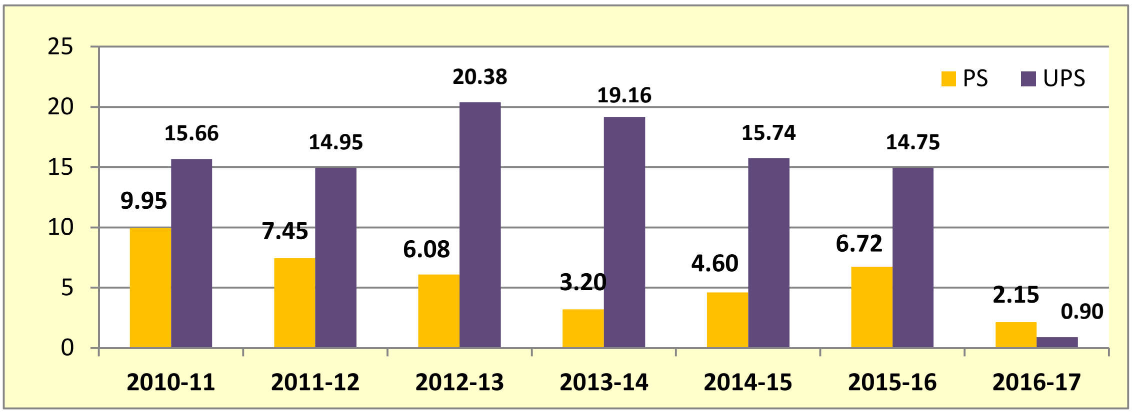
Further, there were inconsistencies of data between AWP&B (prepared by SSA) and U-DISE[121] with regard to dropouts and 'Out of School Children'. The planning process follows from habitation/school to State level. The data inconsistencies had a risk of adverse impact on planning process to achieve the objective of the Act.

The SPD stated (October 2017) that action was being taken to obtain correct data by strengthening online child tracking mechanism which was under process.

2.2.4.8 Dropout rate of children

One of the objectives of the RTE Act is the retention of children in schools and reduction in the dropout rate. Towards this end, the State Implementing Society (SSA) was required to frame an action plan and create an institutional mechanism to collect and analyse data of dropped out children. The analysis facilitates management to suggest remedial measures to keep the dropout problem under check. The implementing agencies were to follow the action plan framed by the SSA. The **Chart-2.6** depicts the dropout rate of children in Primary and Upper Primary schools in the State during 2010-17.

Chart-2.6: Dropout rate



Source: SSA

As seen from the above chart, the dropout rate decreased during 2010-17 in both Primary and Upper Primary classes. In the test-checked districts, the dropout rate ranged from 0.07 to 1.80 *per cent* in Primary classes; and ranged from 0.13 to 4.12 *per cent* in Upper Primary classes during 2010-17. Dropout rate at State level was more than the dropout rate at National level during 2011-14 (except 2013-14 in respect of Primary classes) as detailed in **Table-2.16**:

Table-2.16

Year	National dropout rate		State dropout rate	
	Primary	Upper Primary	Primary	Upper Primary
2011-12	5.62	2.65	7.45	14.95
2012-13	4.67	3.13	6.08	20.38
2013-14	4.34	3.77	3.20	19.16

Source: Education Statistics at a glance 2016 and information furnished by SSA

Note: National average is available for three years only.

[121] prepared by CSE and SSA

In test-checked schools, the dropout rate was between 2.47 *per cent* and 10.40 *per cent* in primary classes during 2010-17. It ranged between 0.82 *per cent* and 8.23 *per cent* in Upper Primary classes during the period. The details of dropout rates in respect of test-checked schools are in ***Appendix-2.16***. Audit observed the following:

- Government had not obtained student-wise data to arrive at the dropout figures. Instead, Government deducted the enrolment in 5th class in current year from the enrolment in 1st class of the same batch[122]. This process would not take into account the new admissions that might have taken place in the 2nd, 3rd and 4th classes. Similarly, Government deducted enrolment in 8th class during current year from the enrolment figures of 1st class eight years back to arrive at the dropout rate in Upper Primary level. As a result, the reliability and accuracy of figures arrived at on this count remained doubtful.
- The HMs of test-checked schools stated that there were no dropouts. Audit, however, noticed that the schools did not have details of students joining other schools after leaving the school. As such, Audit could not ensure that the students who left the school were not dropouts.
- State Government had expressed (2010-11) its commitment to develop child tracking system to monitor retention and academic progress of children. However, the system was yet to be in place. In the absence of child tracking system, Audit could not ascertain the correctness of 'Out of School Children' as well as 'never enrolled children'.

  Thus, there is a need to ensure child tracking system through Aadhaar or any other suitable mechanism.

The SPD, SSA stated (October 2017) that online child tracking system was in progress and there would not be inconsistencies of data in future.

2.2.4.9 Out of School Children

Audit noticed that the Department did not have correct/ accurate data of 'Out of School Children' in any year during 2010-17. During 2011-12, the PAB had commented that as against 12 lakh 'Out of School Children' in the State, the State Government had reported only 1.15 lakh. The PAB attributed it to gross under-estimation of 'Out of School Children'. The PAB instructed the State Government to take up this issue seriously to ensure credibility of various data sets.

Audit also noticed variations in respect of 'Out of School Children' among the figures of U-DISE[123], AWP&B[124] and the data of 'Out of School Children' stated to have been collected by SSA through survey. The details are as given in **Table-2.17**:

[122] five years *ante* to arrive at the dropout figures at Primary level
[123] against projected Population
[124] data furnished by State Government to GoI

Table-2.17

Year	As per U-DISE	As per AWP&B	As per Department Survey
2010-11	421319	127093	274473
2011-12	239008	115810	309273
2012-13	260680	301271	301271
2013-14	859312	161538	64671
2014-15	986256	67805	63843
2015-16	1248252	13294	50441
2016-17	1215778	46744	46744

Source: U-DISE, AWP&B and SSA

PAB had instructed (2011-12) the State Government to undertake triangulation of data on different educational indicators[125]. Government, however, had not taken up the triangulation of data, which resulted in variation of data among various data sets.

This also indicated absence of child tracking mechanism. As such, the Department was not in a position to collect accurate data of 'Out of School Children'.

In the Exit conference, the Department stated (October 2017) that proper care would be taken to avoid inconsistencies of data in future.

2.2.4.10 Special Training by SMCs

Rule 4 of RTE Rules, 2010 lays down that children requiring special training should be identified and trained for induction in the class appropriate to the age. During test-check of records of selected schools Audit observed that 137 (out of 8,835) students were enrolled[126] in classes lower than age appropriate. This indicated that the SMCs had not arranged any training to these children for their successful integration with the rest of the class, academically and emotionally.

In the Exit conference, the Department accepted (October 2017) that the SMCs had not arranged any training for these students.

2.2.4.11 Pupil-Teacher Ratio

As per Section 25 (1) of the Act, the Government and the local authority should ensure that the Pupil-Teacher Ratio (PTR), as specified in the Schedule, is maintained in each school. The Act stipulated the norms based on the student strength in Primary schools and based on the subjects to be taught in Upper Primary schools. The norms of Pupil-Teacher Ratio are given in ***Appendix-2.17***.

As per PAB's observation (April 2017) there were 12,955 vacancies in teacher posts for the year 2016-17 and rationalisation of teachers based on strength of the students was needed. As seen from the minutes of meetings of the PAB for 2016-17, there were 7,360 Primary and 114 Upper Primary single teacher schools in the State as of March 2017.

[125] such as Gross Enrolment Ratio, Net Enrolment Ratio, Dropout rate and Transition rate
[126] in 10 out of 90 test-checked schools

Audit also noticed that there were no teachers in 1,014 Primary schools and 37 Upper Primary schools during 2016-17. In these schools, services of teachers from neighbouring schools/ Vidya Volunteers were utilised. Further, there were 19 *per cent* Upper Primary schools with adverse PTR.

Audit observed shortage of teachers in 18 (2016-17) to 34 (2011-12) test-checked schools[127] during 2010-17. Audit also observed that against 59 to 113 teachers required each year during 2010-17, there were only 30 to 71 teachers in these schools.

Out of the 90 test-checked schools, there were Upper Primary sections in 25 schools. Of these 25 schools, Audit noticed shortage of teachers in eight to ten schools in each year during 2011-17. Shortage of teachers (32 to 40 *per cent*) was mainly in Mathematics, Science and Social Studies subjects. This had affected the performance of the children as commented in Para 2.2.7.1 *infra*.

The SPD, SSA stated (October 2017) that they had constituted a committee to consolidate the position in all Primary and Upper Primary schools during the ensuing summer vacation and Commissioner of School Education had taken up the process of rationalisation.

2.2.4.12 Teachers deployed on duties other than teaching

As per Rule 25(2)(i) read with Rule 27 of RTE Act, 2009, no teacher should be deployed for any non-educational[128] purpose. Audit noticed that 65 teachers (14 in the test-checked districts) were (August 2016) on deputation to the posts not related to teaching.

The Commissioner stated that Government had issued[129] (July 2016) instructions to all the District Collectors and to the District Educational Officers to withdraw all the teachers so deputed. However, the District officers were yet to take action in this regard.

2.2.4.13 Children with Special Needs

The following Table depicts the details of Children with Special Needs (CwSN) enrolled during 2012-17 and expenditure incurred on them.

Table-2.18

(₹ in lakh)

Year	No. of CwSN enrolled	Approved by Government		Releases		Actual coverage	
		No. of Students	Amount	No. of Students	Amount	No. of Students	Expenditure (Percentage)
2012-13	181729	184343	5530.29	184343	5530.29	175385	3880.00 (70)
2013-14	176193	215005	2076.85	215005	2076.85	174750	1644.35 (79)
2014-15	93512	91812	1560.80	91812	1560.80	79656	1169.37 (75)
2015-16	80997	100252	2015.04	100252	2015.04	72599	1224.96 (61)
2016-17	68007	73584	2207.52	73584	1349.49	64779	1108.69 (82)
Total	**600438**	**664996**	**13390.50**	**664996**	**12532.47**	**567169**	**9027.37(72)**

Source: SPD, SSA; Figures in respect of the years 2012-14 relate to composite State of Andhra Pradesh

[127] out of 74 test-checked Primary Sections

[128] Except for the decennial population census, disaster relief duties or duties related to elections to the local authority or State Legislature or Parliament as the case may be

[129] as per the directions (July 2016) of the Supreme Court of India

The actual number of CwSN benefited was less to the extent of 0.33 lakh[130] than the enrolment (2012-17) and the utilisation of funds ranged from 61 to 82 *per cent* during 2012-17.

The SPD, SSA stated (June/October 2017) that (i) shortage in coverage was due to migration of parents, children going to NGOs; (ii) Department had not utilised the funds fully due to delay in according administrative approval by District Collectors and (iii) release of funds by GoI/ State Government at the fag end of financial year.

The reply was not acceptable as the shortfall/ delay in utilisation of funds deprived such students of the benefits envisaged for the CwSN.

2.2.4.14 Availability of Infrastructure

As per Section 19 (1) of the Act, no school should be established, or recognised, under Section 18 of the Act, unless it fulfills the norms and standards specified in Serial No.2 of Schedule. The **Table-2.19** depicts the status of availability of facilities in the schools of the State against stipulated norms:

Table-2.19

S No	Facility to be available	Shortage of Infrastructure
1	All-weather building	Out of 38,436 Primary and Upper Primary schools in the State, 448 schools did not have all-weather buildings. Of these, 95 schools were in rented buildings. Further, 136 school buildings were in dilapidated condition.
2	At least one classroom should be available for every teacher besides one office-cum-store-cum-Head teacher's room.	Out of 38,436 schools, 8,125 schools (21 *per cent*) did not have at least one classroom for each teacher. Head Master's room was not available in 34,205 schools (89 *per cent*). 6,113 (16 *per cent*) schools were running with single classroom.
3	Barrier-free access (Ramps)	Out of 38,436 schools, 27,350 schools (71 *per cent*) did not have Barrier-free access.
4	Separate toilets for boys and girls.	Out of 33,320 Primary schools in the State, Girls' toilets were available in 32,591 schools (98 *per cent*). Boys' toilets were available in 28,692 schools (86 *per cent*). Out of 5,116 Upper Primary schools in the State, Girls' toilets were available in 5,070 schools (99 *per cent*). Boys' toilets were available in 4,785 schools (94 *per cent*).
5	Safe and adequate drinking water facility to all children.	Safe Drinking Water facility was not available in 2,430 (six *per cent*) out of 38,436 schools.

Source: SPD, SSA

[130] 6,00,438 (enrolled) *minus* 5,67,169 (actual coverage) for the period 2012-17

The Department attributed (October 2017) the shortage of infrastructure to non-sanction of funds proposed by the State Government and non-release of funds approved by GoI fully.

2.2.4.15 Construction of School buildings/ Other infrastructure

During the period 2010-17, GoI had released capital grant of ₹67.49 crore towards construction of 390 school buildings. Of these, the Department had not yet completed 30[131] (Visakhapatnam: 25; East Godavari: 5) buildings. The buildings remained incomplete despite availability of funds even after lapse of one to five years. The SPD, SSA attributed (July 2017) the delay to hilly and inaccessible locations and site clearance problems.

The reply of the Department was not acceptable as it was to conduct a feasibility study for identification of suitable site before taking up construction of schools.

Besides construction of school buildings, 99,516 civil works[132] costing ₹ 2,918.83 crore were sanctioned during 2011-17. Of these, 2,857 works were in progress and 2033 works did not start (May 2017). Out of 31,562 works sanctioned during 2011-17 in the three test-checked districts, 2,615[133] (8 *per cent*) works were in progress and 421[134] works (1 *per cent*) did not even start.

The SPD, SSA replied (October 2017) that the responsibility of completion of works lies with the SMCs. The SPD attributed lack of knowledge, assigning of low priority and paucity/ retrieval of funds coupled with site disputes to slow progress of works.

Thus, the students were deprived of the intended objectives of providing quality infrastructure and learning environment due to the sluggish progress of works.

2.2.4.16 Non-accountal of works

Out of ₹ 10.12 crore released (2011-12) by the SPD for construction of 191 Additional Classrooms (ACRs) in 140 Schools, the DPO, Srikakulam released ₹ 8.73 crore to the executing agencies. The executing agencies, however, did not complete the works and had not rendered accounts to SSA. Further, Audit noticed that the above status of works was not reflected in the Progress Reports submitted by the DPO to SPD. The Engineering wing of the SSA did not maintain Asset Register. Thus, the Progress Reports relating to the works would not reflect factual position.

The DPO, SSA, Srikakulam stated (September 2017) that status of works and UCs were yet to be received from the executive agencies concerned.

2.2.4.17 Supply of Uniforms

Rule 6 of RTE Rules stipulated that Government should ensure provision of free text books, uniforms, writing material to every child studying 1st to 8th classes in

[131] 2011-12: 3, 2012-13: 7, 2014-15: 6 and 2015-16: 14
[132] additional classrooms, toilets, compound walls, drinking water facilities, electrification, etc.
[133] Anantapuramu: 510, East Godavari: 2047 and Srikakulam: 58
[134] Anantapuramu: 172, East Godavari: 224 and Srikakulam: 25

Government, local bodies, aided and specified category schools. Further, uniforms were to be supplied to the students during June-August of the Academic year as per Government orders. However, Government had not supplied school uniforms to 19,952 (37 *per cent)* and text books to 3,657 (seven *per cent*) out of 54,494 students in the test-checked schools during 2010-17.

Further, the authorities supplied uniforms during the months of December to April in the test-checked districts and in the case of 14,321 students (2010-13) uniforms were supplied in the next academic year. The DPOs of SSA in the test-checked districts stated that delay in supply of uniforms was due to delays in supply of cloth, stitching and distribution of uniforms.

The headmasters of schools did not mention the date of distribution of text books to students. Hence, Audit could not assess the actual delay in supply of text books.

Supply of uniforms at fag end of academic year or during next academic year indicated non-adherence to Government instructions. The delay/non-supply of text books would have direct impact on the performance of students. It also deprived the intended benefits to the students.

In the Exit conference, the Department accepted the delay in supply of uniforms and stated that efforts would be made to ensure timely supply.

2.2.5 Financial management

As per Section 7 of the RTE Act, GoI and State Government shall have concurrent responsibility of providing funds for carrying out the provisions of the Act. The GoI shall provide to the State Government, as grants-in-aid of revenues, such percentage of expenditure as it may determine, from time to time, in consultation with the State Government. The State Government shall, taking into consideration the sums provided by the GoI, be responsible to provide funds for implementation of the provisions of the Act.

As per the financial norms, the sharing pattern of programme cost between the GoI and the State was 65:35 up to 2014-15 and in the ratio of 60:40 from 2015-16 onwards. The GoI released its share of funds direct to the State SSA up to 2014-15. From 2015-16, GoI had been releasing funds to the State Government for onward releases to the State SSA. State Government releases its share of funds and the GoI share of funds received by it to the State SSA. The SPD of SSA in turn releases the funds to the DPOs at district level. The POs release the funds to Government schools/ Government aided schools or any other schools identified by the State in the form of grants-in-aid.

Table-2.20 shows the details of budget allocations, funds released and expenditure of SSA including RTE:

Table-2.20

(₹ in crore)

Year	PAB Approved	Releases			Percentage of Releases against approved budget	Expen-diture	Percentage of Expenditure	
		GoI	State*	Total			Approved Budget	Released amount
2010-11	1736.14	810.00	635.09	1445.09	83	1107.21	64	77
2011-12	4563.59	1835.52	1478.96	3314.48	73	2920.99	64	88
2012-13	4745.86	1360.49	933.23	2293.72	48	3144.30	66	137
2013-14	3088.48	1797.15	1151.61	2948.76	95	2910.86	94	99
2014-15	2644.98	1545.67	941.93	2487.60	94	1868.14	71	75
2015-16	2116.06	668.11	466.50	1134.61	54	1610.52	76	142
2016-17	2637.00	633.02	422.01	1055.03	40	1221.15	46	116
Total	**21532.11**	**8649.96**	**6029.33**	**14679.29**		**14783.16**		

Source: SPD, SSA

Note: Figures for the years 2010-11 to 2013-14 pertains to composite State of Andhra Pradesh

* Includes 13th Finance Commission grant of ₹349 crore (2011-12), ₹188 crore (2012-13), ₹198 crore (2013-14) and ₹120.72 crore (2014-15)

Out of total expenditure of ₹ 14,783.16 crore incurred during 2010-17, the major portion of ₹ 9,953.31 crore (67 *per cent*) was on salaries (₹ 4,744.16 crore), Kasturba Gandhi Balika Vidyalayas (₹ 1,696 crore) and civil works (₹ 3,513.15 crore). ***Only ₹ 4,829.85 crore (33 per cent) was utilised on other interventions including 'Learning Enhancement Programme' and 'Research, Evaluation, Monitoring and Supervision'.***

2.2.5.1 Release of funds by GoI

The GoI was to release its share of funds in two instalments (i.e., in the months of April and September) in a year. The 1st instalment was to be released in two tranches. GoI was to release the first tranche as *ad-hoc* instalment in April-May to the tune of 25 to 30 *per cent* of the expenditure made in the previous financial year in order to maintain steady fund flow. GoI was to release the balance of the first instalment as second tranche in the months of June-July subject to release of State's matching share and submission of provisional utilisation certificate for the funds released in the previous year. GoI was to release the second instalment in the months of September-October subject to certain conditions[135] including submission of provisional utilisation certificate for the current year.

However, Audit observed that GoI released funds up to February/ March in each financial year except in 2011-12 and 2015-16[136].

Audit noticed that the GoI had delayed release of subsequent instalments due to delayed submission of expenditure particulars and Utilisation Certificates (UCs) by the State Government.

2.2.5.2 Release of funds by State Government

As per Para No. 91.2 of Chapter-V of SSA Financial Manual, the State would contribute its agreed ratio of the programme cost within 30 days of the receipt of the GoI share.

[135] based on the pace of expenditure; release of State share commensurate to GoI releases, audited accounts, adjustment of outstanding advances, etc.

[136] where second instalment was released in December

Further, as per Para No. 91.3, the SSA will release the funds to districts within 15 days of its receipt from GoI and State Government.

Audit noticed that State Government had belatedly released its share of funds during 2010-16. The delays ranged from 15 to 201 days during 2010-16. In two instances[137], State Government had released its share of funds during the next financial year. Further, during 2015-16 and 2016-17, State Government had not released the GoI share of funds to the SSA immediately on receipt of funds. Audit also noticed that there were delays ranging from 45 to 82 days in release of GoI share by the State Government to SSA during these two years.

The SPD, SSA attributed (October 2017) the delays to administrative reasons. The SPD also stated that State Government had fully released its share as of date. However, the delayed release of funds would impede implementation of interventions during respective years, as belated releases would not meet the need of the hour.

2.2.5.3 Short release of funds

GoI had not released its share of funds fully in accordance with the funding pattern and the budget approved by the PAB. Against ₹ 13,758.22 crore to be released by GoI as its share, GoI had released only ₹ 8,649.96 crore during 2010-17, short release of funds being 37 *per cent*. Similarly, against ₹ 7,773.89 crore of State share to be released, State Government had released only ₹6,029.33 crore. The short release of funds was 22 *per cent* during the said period. However, State Government had released its share of funds in proportion to GoI releases.

SPD, SSA replied (October 2017) that GoI had not released its share fully and hence State Government released its share based on the releases made by GoI.

The reply of the SPD was not convincing as GoI had not released funds fully due to slow progress of expenditure and delayed submission of UCs.

2.2.5.4 Diversion of funds

Every year, the PAB allocated funds intervention-wise[138] under the heads of SSA, National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidhyalaya (KGBV) components. However, budget was released in lump sum and not intervention-wise under the above heads. NPEGEL was discontinued from 2013-14 and since then funds were released under remaining two heads (SSA and KGBV). Audit observed that

- The SPD incurred an expenditure of ₹ 9.51 crore[139] for NPEGEL during 2013-14 and 2014-15. The expenditure was incurred by diverting funds from SSA Component, although there were no allocations for NPEGEL.

[137] ₹50 crore pertaining to the financial year 2012-13 were released to SSA in August 2013 and ₹361.67 crore pertaining to financial year 2014-15 were released to SSA in August 2015

[138] there are 24 interventions under SSA

[139] 2013-14: ₹ 8.96 crore, 2014-15: ₹ 0.55 crore

- During 2010-11 and 2015-16, the SPD incurred an amount of ₹ 59.71 crore on nine interventions[140] of RTE for which there was no provision of funds. In respect of eight interventions[141] the expenditure incurred was ₹ 179.50 crore in excess of the provision made by the PAB.
- In test-checked districts, the DPOs incurred expenditure of ₹ 40.62 crore without provision / in excess of approved outlay in respect of eight interventions.

The SPD stated (October 2017) that the expenditure was incurred from the funds available with it based on priority. The reply was not convincing, as Financial Manual of SSA did not permit diversion of funds from one intervention to another. Further, GoI had not approved the expenditure.

2.2.5.5 Excess provision of Funds

The Department had made budget provision of ₹ 27.83 crore under 13 interventions[142] during 2010-17. Audit noticed that the test-checked districts, however, had not incurred any expenditure under these interventions. Further, against the provision of ₹1,930.17 crore under 23 interventions during this period, the DPOs of test-checked districts had spent only an amount of ₹ 353.04 crore (18 *per cent*). The SPD/DPOs in the test-checked districts stated (June-July/ October 2017) that they had made the provision in anticipation of expenditure under those interventions. They also stated that the funds could not be utilised due to certain administrative reasons.

The reply was not satisfactory as nil/ meagre expenditure on some of above interventions indicated lack of need analysis in planning and allocation of funds. Further, the nil/ less expenditure affected some of critical interventions such as provision of infrastructure facilities, supply of uniforms and SMC trainings.

2.2.5.6 Advances pending adjustment

Audit observed that contrary to stipulations of the Para 88.2 of Manual on Financial Management and Procurement, the Department diverted funds of ₹ 22.87 crore[143] to other Departments/ officers[144] not pertaining to the interventions of SSA (as of May 2017). However, SPD, SSA replied that the amounts were advanced on reimbursement basis and action would be taken to get the amounts back.

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[140] (i) Model Cluster Schools, (ii) Uniforms, (iii)Teaching Learning Equipment, (iv) School Libraries, (v) Innovative Activity, (vi) School Grant, (vii) Computer Aided Education, (viii) Furniture Grant and (ix) Transport and Escort facilities

[141] (i) Uniforms, (ii) Project Management, (iii) Civil Works, (iv) CwSN, (v) Research and Evaluation, (vi) Maintenance Grant, (vii) Innovative Head and (viii) Teachers Training

[142] (i) Minorities intervention, (ii) Additional teachers against PTR, (iii) Uniforms, (iv) School libraries, (v) Computer Education in UPS, (vi) Innovation head, (vii) Intervention for SC & ST Children, (viii) Trainings, (ix) Intervention for girls' education, (x) SMC/PRI trainings, (xi) Intervention for Urban deprived children, (xii) Residential special category children and (xiii) Transport Escort facility

[143] District Educational Officers: ₹1.90 crore, Deputy Educational Officers: ₹ 0.33 crore, Police Department: ₹ 0.10 crore, Bal Bhavan, Director/Open Schools, etc.: ₹0.67 crore, NGOs: ₹ 0.50 crore and PDs, DRDAs: ₹19.37 crore

[144] for transportation of Nationalised text books (DEOs/Dy.EOs), transportation of VIPs (Police Department), construction of toilets in Junior colleges, construction of boundary wall in High School, supply of Chulhas under Mid-day-meal scheme, maintenance of toilets by SERP, etc.

Audit further observed that the Department had not received (as of May 2017) Utilisation Certificates (UC) in respect of advances of ₹ 123.47 crore[145]. This amount pertained to advances given to officials such as DPOs and MEOs, for implementation of SSA interventions. However, year-wise details of advances were not available with SSA.

SPD, SSA replied (June 2017) that due to their best efforts, pending advances had reduced compared to previous years and he would take effective action to settle the advances.

The reply of SPD, SSA was not convincing as huge amount of advances were given for purposes not related to the scheme and were pending without adjustment. The advances pending adjustment would adversely affect the implementation of scheme interventions.

2.2.5.7 Appointment of Chartered Accountants

As per the procedure laid down in the Manual on Financial Management and Procurement, the Department is to appoint Chartered Accountants (CAs) from the list empanelled by the CAG of India. The CAs are required to conduct audit of accounts of the society and to submit the annual audit report to the Government. A Selection committee[146] is to select the CA firm and the Executive Council of SSA has to approve it. The tenure of selected CA firm would be initially for a period of one year. Extension of tenure would be on annual basis for a maximum of further two years.

The Department constituted a Selection Committee during 2010-11. Audit, however, observed that the Principal Secretary (School Education) approved the appointment of CAs without committee's involvement from 2011-12. Audit also noticed[147] that the Department continued one CA firm for four years[148] for preparation of annual accounts of State Project Office and for the District Project Offices. This was in violation of Para No. 106.9 of Financial Manual of SSA.

In Exit conference, the Department stated (October 2017) that action would be taken as per codal provisions in appointment and continuation of Chartered Accountants.

2.2.6 Management, Monitoring and Evaluation

Monitoring the implementation of the Act is an important and integral component of the whole process. Through continuous and effective monitoring, the Department locates the non-performing areas in the process of execution of a plan and identifies the causes. This facilitates the management to take timely remedial measures to keep the execution on course. Audit observed the following:

[145] POs of Srikakulam: ₹6.22 crore, Vizianagaram: ₹7.14 crore, Visakhapatnam: ₹13.98 crore, East Godavari: ₹6.91 crore, West Godavari: ₹9.25 crore, Krishna: ₹19.72 crore, Guntur: ₹1.61 crore, Prakasam: ₹1.42 crore, Nellore: ₹6.92 crore, Chittoor: ₹8.76 crore, Kadapa: ₹4.74 crore, Anantapuramu: ₹10.21 crore, Kurnool: ₹11.45 crore; MEOs: ₹7.43 crore, MPDOs: ₹0.74 crore, POs ITDA: ₹6.20 crore, Principal DIET: ₹0.13 crore, EEs/PR: ₹0.57 crore and Electricity Department: ₹0.07 crore

[146] consisting of three members including Chief Financial Officer of SSA

[147] during scrutiny of records of the State Project Director

[148] from 2012-13 to 2015-16

2.2.6.1 State Advisory Council

Section 34 of the Act read with Rule 28 of RTE Rules, 2010 envisages constitution of a State Advisory Council (SAC)[149] chaired by the Minister for School Education to advise the State Government on implementation of the provisions of the Act in an effective manner. The SAC has to meet once in every three months. Audit observed that the Government had constituted the SAC only in February 2014, i.e., after four years of implementation of the Rules/ Act. Further, the Committee had not conducted any meetings as of July 2017.

The Department, in the Exit conference, stated (October 2017) that the meetings could not be convened due to pre-occupation of council members with other issues.

Regular meetings of the SAC chaired by the Minister for School Education could have identified the shortcomings in implementation of the Act and suggested measures for addressing them.

2.2.6.2 Status of inspections

Audit scrutiny of records in the three test-checked districts showed shortfall in conduct of inspections by the Educational Officers during 2010-17. ***The shortfall in inspections in respect of DEOs, Deputy Educational Officers, MEOs ranged from 21 to 62 per cent, 39 to 54 per cent and 45 to 58 per cent respectively*** (details are given in ***Appendix-2.18***).

Audit noticed that the authorities did not conduct inspections in accordance with the targets fixed. ***Audit also noticed that the DEOs and Deputy Educational Officers did not visit any of the 90 test-checked schools***. Only MEOs conducted inspections. During Exit conference the SPD attributed (June 2017) the shortage of inspections to shortage of staff.

2.2.6.3 Recognition of Schools

As per Section 18(1) of the Act, obtaining a certificate of recognition from the appropriate Authority is a prerequisite for establishment of school. Audit, however, noticed that 557 un-aided/ private schools were functioning without recognition as of March 2017. In the absence of recognition, the norms[150] prescribed in the schedule of RTE Act (Section 19 and 25) along with quality of education could not be ensured.

The Commissioner of School Education had not offered any comments.

2.2.6.4 Implementation of Section 12(1)(c) of the Act

As per section 12(1)(c) of the Act, schools have to allocate 25 *per cent* of the seats to the children belonging to disadvantaged and weaker sections in prescribed percentage for each category. Un-aided schools function without receiving any kind of aid or grants from the Government or local authority. The Act envisages that these schools

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149 Consists of 15 members including Minister-in-charge of the Department, Members of Council appointed by Government having expertise in elementary education, four members from SCs, STs and OBCs, etc.

150 *viz*., infrastructure, qualified teachers, PTR, teaching learning material, etc.

should admit children[151] in 1st class to the extent of at least 25 *per cent* of the strength of that class. The schools have to provide free and compulsory education till its completion. Government also issued orders (July 2010) prescribing reservation of seats and quantum of fee to be collected. Government was to reimburse fee to the schools in respect of the reserved seats.

Scrutiny of records revealed that Managements of Un-aided private schools had not made any reservations for children belonging to weaker sections and disadvantaged groups. As such, Government did not incur any amount on this account during 2010-17. Thus, students belonging to the disadvantaged and weaker sections in the State, though eligible for free education under Section 12(1)(c) were deprived of the intended benefits envisaged in the Act.

The managements of private schools in the State were showing stiff resistance on implementation of Section 12(1)(c) under RTE Act. State Government felt that by implementing Section 12(1)(c), the enrolment in government/aided schools would decline, teachers recruited could not be put to optimum use and reimbursement would be huge burden on the State exchequer. Keeping in view the above, State Government addressed (March 2016) GoI expressing its inability to implement this provision of the Act. The Government also requested to consider dropping of Section 12(1)(c) by amending the Act through a consultative process.

The provision should not be seen in isolation. The provision was to be seen as a necessary response to a society that needs greater social inclusion involving Government, private schools and civil society.

2.2.7 Tracking of Sustainable Development Goal indicators

State Government had adopted Sustainable Development Goal (SDG) indicators[152] in 2015. Goal 4 (Para 4.1) of SDG indicators stipulates to ensure all children to complete free, equitable and quality education[153] leading to relevant and effective learning. The Government is required to achieve the targets by 2030. Audit observed that:

2.2.7.1 Performance of Children

The SDG targeted achieving the minimum proficiency level in reading and mathematics by the children at the end of Primary and lower secondary level as prescribed in the Indicators of SDG (Para 4.1.1). PAB, however, observed (February 2017) that the percentage of students of 5th class securing marks more than 50 *per cent* in Mathematics and languages had declined to 33 *per cent*. ***In 8th class, only seven per cent of students could secure marks more than 50 per cent in Mathematics/ Science subjects***. This was due to deficiencies in teaching and learning material, implementation of revised curriculum as discussed in the following paragraphs. PAB advised the State Government to improve learning outcomes.

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[151] weaker section and disadvantaged group in the neighbourhood
[152] suggested by United Nations
[153] both primary and secondary

Audit further noticed from the AWP&Bs (for the years 2013-17) that 36 to 53 *per cent* students of Primary sections had secured below 50 *per cent* marks. In respect of Upper Primary sections, the percentage ranged from 47 to 56 *per cent*.

2.2.7.2 Teaching and learning

Universal access[154] is one of the SDG indicators (Para 4.1.1). The Department's main strategy for this aspect was to equip the child with minimum reading and writing abilities, especially learning Mathematics and Science. For this purpose, teaching and learning material plays an important role.

The Department identified certain gaps[155] in teaching and learning in previous years, i.e., 2013-16. However, Audit observed that the same gaps were still persisting even as of 2016-17 (details are given in ***Appendix-2.19 A***).

The Department had incurred an expenditure of ₹ 81.07 lakh during 2013-16 on Learning Enhancement Programme at State level without any provision. In the remaining years, the expenditure ranged from 25 *per cent* (2011-12) to 51 *per cent* (2012-13) of budget provisions. The three test-checked districts had not received funds during 2013-16 and the DPOs failed to utilise the funds fully during the remaining years.

Audit noticed[156] that among the students who had completed their primary education, only 38 *per cent* had minimum competencies in Mathematics. ***Only 57 per cent could read 2nd class text book***. SSA had been proposing actionable points every year in their AWP&Bs[157] submitted to MHRD. However, SSA did not resolve the gaps and the same continued in AWP&B 2017-18.

2.2.7.3 Revision of curriculum

The State Government[158] had taken up curriculum reforms in 2011. Audit noticed from the AWP&Bs for 2015-16 and 2016-17 that the implementation of revised curriculum was poor. The deficiencies noticed by the Department were still persisting (details are given in ***Appendix-2.19 B***). The revision of curriculum was to be done keeping in view the latest Technologies.

Government did not initiate corrective steps for improving the quality of the above interventions. The target set (2015-2030) in "Sustainable Development Goal indicators" by United Nations may not be achieved if the same trend continues.

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[154] the ability of all people to have equal opportunity in education, regardless of their social class, gender, ethnicity, background or physical and mental disabilities

[155] Subject wise and class wise orientation to teachers, training and workshops for teachers to assess the students, absence of material for constructive/ innovative activities to teachers for effective use in classroom transition, lack of motivation to read and discuss in classroom library, etc.

[156] from the results of State level achievement survey and Annual Status of Education Report (ASER) 2014

[157] 2015-16 and 2016-17

[158] State Council of Educational Research and Training

The SPD replied (October 2017) that the Department was taking steps to improve the learning abilities of students in a phased manner by introducing various programmes[159].

2.2.8 Conclusion

Sarva Shiksha Abhiyan (SSA) had not conducted Comprehensive household survey of children in the age group of 6-14 years. Government had not designed GIS mapping to identify the availability of schools in the neighbourhood of habitations as stipulated. School mapping as prescribed in the RTE Act was not yet completed even after seven years.

Government had not notified the hilly and difficult terrain areas in the State. Government could not complete the child tracking system which was committed in 2010-11 even after seven years. State was yet to achieve 100 *per cent* enrollment of children.

There was shortage of teachers at both Primary and Upper Primary levels. The intended Pupil-Teacher ratio was not maintained. Infrastructure deficiencies continued due to ineffective utilisation of funds by SMCs.

GoI and State Government delayed release of funds. Huge amount of advances were pending without adjustment. Scrutiny showed poor monitoring of implementation of the programme at district level. Reservation of seats for weaker sections and disadvantaged group children in Private schools was not implemented.

Department had not taken adequate steps to improve the learning levels and performance of students. Government was yet to achieve the objective of the Act to make the 'Right of Children to free and compulsory education' a right.

2.2.9 Recommendations

- Comprehensive household survey needs to be conducted every year before commencement of academic year for accurate data of children in the age group of 6-14 years and 'Out of School Children'.
- Integrated child tracking system should be evolved to ensure that every child in the age group of 6-14 years is in school.
- Adequate measures such as infrastructure creation, improvised teaching; and material for improvement of learning levels of students have to be put in place expeditiously.
- Monitoring mechanism needs to be strengthened to ensure effective implementation of programmes and improvement of quality of education.

Government accepted (October 2017) the recommendations of Audit and assured compliance.

[159] **Performance Management, Project Delivery and Monitoring** related to Public Programmes, Education, etc.; **Rishi Valley Methodology** inculcating respect for all forms of life to create an atmosphere of affection, order and freedom and free to ask fundamental questions, enquire and learn

Appendix-2.14
(Reference to paragraph 2.2.3.3, Page 43)
List of sampled Mandals and schools

	ANANTAPURAMU		EAST GODAVARI		SRIKAKULAM
	GARLADINNE (Mandal)		**RAMACHANDARA PURAM (Mandal)**		**JULUMURU (Mandal)**
1	ZPHS, Garladinne	1	MPUPS, Adivarapu Peta, Ramachandrapuram	1	MPPS, Goleyaputti
2	KGBV, Garladinne	2	SSC Bose MPL Primary School, RK Moga, Ramachandrapuram	2	MPPS, Domalapalli
3	MPPS, K Thanda	3	MPL Girls High School, A. Savaram, Ramachandrapuram	3	MPPS, Velusoda
4	MPPS, Kallur R.S.	4	MPL High School, Ratnampeta, Ramachandrapuram	4	MPPS, Krishnapuram
5	MPPS, Kalluru Agraharam	5	MPPS, Mamidigunta	5	MPPS, Ramakrishnapuram
6	MPPS, Jambuladinne Kottala		**AIDED**	6	MPUPS, Marrivalasa
	AIDED	6	SSS Vadapalli Aided Primary School, Rajababu Nagar		**AIDED**
7	C.S.I Aided Primary School, Kallur	7	SPVR Aided High School, Draksharamam	7	UPS (Aided), Makivalasa
8	C.S.I. Aided Elementary School, Muntimadugu	8	Bapu Aided Primary School, Vadrevu Vari Street	8	PS (Aided), Ramayyavalasa
9	N.E.R. Aided High School, MPR Dam	9	Childrens Aided UPS, Bradipeta		**VANGARA (Mandal)**
10	N.E.R Aided Primary School, MPR Dam		**RAYAVARAM (Mandal)**	9	ZPHS, Koppara
	RAPTADU (Mandal)	10	MPPS (Main), Pasalapudi	10	MPPS, M.S.Puram
11	ZPHS, Hampapuram	11	MPPS (Main), Vedurupaka	11	MPPS, Voni Agraharam
12	MPPS, Gandlaparthi	12	MPPS (BP), Venturu	12	MPPS, Sreeharipuram
13	MPPS, Gondireddypalle	13	MPPS (ST), Someswaram	13	MPPS, Maruvada
14	MPUPS, Bommeparthi	14	MPPS (Main), Venturu		**AIDED**
15	MPPS, Krishnapuram	15	ZPHS, Pasalapudi	14	AE School, Magguru
	AIDED		**AIDED**	15	CBMAE School, Kinjangi
16	L.R.G. High School, Raptadu	16	SSS Child Aided UPS, Chelluru		**VEERAGATTAM (Mandal)**
17	VK Aided High School, Raptadu		**SAKHINETIPALLI (Mandal)**	16	MPPS, Bitiwada
	YELLANURU (Rural)	17	MPPS, BVG, VV Meraka	17	MPUPS, Tudi
18	MPUPS, Singavaram	18	MPPS, Church Peta, Sakhinetipalli	18	GPS (TW), Sandimanuguda
19	MPPS, Mallagundla	19	MPPS, BV Kodapa	19	MPPS, Veeraghattam
20	ZPHS, Yellanur	20	MPPS, Kothalanka	20	MPPS, J. Gopalapuram
21	MPPS, Yellanur, Patha Peta	21	MPPS, Lingam Cheruvu, Mori		**AIDED**
22	MPPS, Lingareddypalli		**AIDED**	21	CBMAPS, Kambara
	AIDED	22	Lutheran Aided HS, Sakinetipalle Lanka	22	CBMAES, Veeraghattam
23	C.S.I. Aided Primary School, Yellanur	23	Vijayananda Aided PS, Mori, Padamatipalem	23	RCMAPS, Veeraghattam
24	LMS Aided Primary School, Vennapusapalli	24	Ratna Aided PS, Mori, Padamatigunta		**SRIKAKULAM (Urban)**
	ANANTAPURAMU (Urban)		**RAJAMAHENDRAVARAM (Urban)**	24	MES, Arasavalli
25	MPPS, Kurugunta	25	RCS Mills MPL Primary School, Police Quarters	25	MPPS, Challavanipeta
26	MGM UP School, Ambedkar Nagar	26	MPL Primary School, Kotilingala Peta	26	MES, Yembada Street
27	MPPS, Krishnamreddypalli	27	NVR MPL Primary School, Taditota	27	MPPS, Pukkallapeta
28	MPL Primary School, 1st Ward	28	Sri Veeresalingam MPL Primary School, Innispeta		**AIDED**
	AIDED		**AIDED**	28	DMES, Konna street
29	GOS (Aided) Girls High School, Anantapuramu	29	APPMM Aided PS (EM), Mallayyapeta	29	RCM, Gunapalem
30	C.S.I. Aided Primary School, New Town	30	Junior Basic Aided Primary School, Prakashnagar	30	DMHS, Konna street

Source: Statistical sampling

Appendix-2.15

(Reference to paragraph 2.2.4.4, Page 46)

Enrolment in test-checked Districts

Year	Number of children attained the age of enrolment		Number of Children enrolled		Number of Dropout children		Dropout Percentage	
	PS	UPS	PS	UPS	PS	UPS	PS	UPS
Anantapuramu								
2010-11	338811	142339	324196	116045	1525	3606	0.47	3.11
2011-12	335001	139344	326007	121657	4090	4187	1.25	3.44
2012-13	332313	137563	325972	121148	910	4934	0.28	4.07
2013-14	351435	228414	330088	176555	555	1061	0.17	0.60
2014-15	370805	221372	316574	173843	220	434	0.07	0.25
2015-16	208117	235738	207912	233822	205	1916	0.10	0.82
2016-17	296685	172920	295901	170944	784	1968	0.26	1.15
Srikakulam								
2010-11	236117	99217	225766	79158	268	727	0.12	0.92
2011-12	233512	97129	216306	82170	3897	3382	1.80	4.12
2012-13	231639	95888	215739	81981	628	1388	0.29	1.69
2013-14	225611	149199	211187	123164	233	549	0.11	0.45
2014-15	233717	146006	201764	122357	213	427	0.11	0.35
2015-16	190463	122422	190132	121812	331	610	0.17	0.50
2016-17	182555	120721	181507	119627	1048	1094	0.58	0.91
East Godavari								
2010-11	456102	191641	403174	150037	1471	711	0.36	0.47
2011-12	451035	187608	402584	153895	2481	2564	0.62	1.67
2012-13	447416	185211	394505	154125	3909	3181	0.99	2.06
2013-14	408184	273929	388706	223551	1460	1967	0.38	0.88
2014-15	424313	267356	394517	229081	2523	2612	0.64	1.14
2015-16	394889	229370	394464	229081	425	289	0.11	0.13
2016-17	369548	225914	368261	224998	1287	916	0.35	0.41

Source: Educational statistics

PS: Primary schools, UPS: Upper Primary schools

Appendix-2.16

(Reference to paragraph 2.2.4.8, Page 50)

Dropout rates of children enrolled in test-checked Schools

Year	Anantapuramu		Srikakulam		East Godavari	
	PS	UPS	PS	UPS	PS	UPS
2010-11	10.40	2.70	4.02	0.82	2.47	3.87
2011-12	4.03	2.53	9.09	2.25	4.24	1.67
2012-13	4.94	2.27	5.05	2.05	2.95	2.37
2013-14	6.75	3.85	4.81	1.64	2.79	3.86
2014-15	9.49	2.31	5.08	4.36	8.43	3.04
2015-16	4.74	2.00	4.73	2.31	4.30	3.84
2016-17	4.18	2.03	4.63	8.23	2.99	3.62

Source: DPOs and test-checked schools

Appendix-2.17

(Reference to paragraph 2.2.4.11, Page 51)

Norms for Pupil-Teacher Ratio

Admitted children	Number of teachers
a) For classes I to V	
Up to 60	02
Between 61 to 90	03
Between 91 to 120	04
Between 121 to 200	05
Above 150	05 *plus* one Head-teacher
Above 200	Pupil-Teacher Ratio (excluding Head-teacher) shall not exceed 40
b) For classes VI to VIII	
	At least one teacher per class so that there shall be at least one teacher each for – ➢ Science and Mathematics ➢ Social Studies ➢ Languages
For every 35 children	At least one teacher
Where admission of children is above 100	A full-time head-teacher Part-time instructors for – ➢ Art Education ➢ Health and Physical Education ➢ Work Education

Source: RTE Act

Appendix-2.18

(Reference to paragraph 2.2.6.2, Page 60)

Status of Inspections

District	Year	By DEO			By Deputy EO			By MEO		
		Inspections to be conducted	Inspections conducted	*Per cent*	Inspections to be conducted	Inspections conducted	*Per cent*	Inspections to be conducted	Inspections conducted	*Per cent*
Anantapuramu	2010-11	96	94	98	240	145	60	3780	1561	41
	2011-12	96	91	95	240	136	57	3780	1423	38
	2012-13	96	92	96	240	141	59	3780	1583	42
	2013-14	96	89	93	240	160	67	3780	1634	43
	2014-15	96	96	100	240	172	72	3780	1874	50
	2015-16	96	96	100	240	164	68	3780	1714	45
	2016-17	96	2	2	240	12	5	3780	154	4
East Godavari	2010-11	96	01	1	300	125	42	3600	1012	28
	2011-12	96	03	3	300	132	44	3600	1336	37
	2012-13	96	04	4	300	130	43	3600	1834	51
	2013-14	96	02	2	300	137	46	3600	1675	47
	2014-15	96	08	8	300	139	46	3600	1833	51
	2015-16	96	19	20	300	136	45	3600	1621	45
	2016-17	96	04	4	300	96	32	3600	2683	75
Srikakulam	2010-11	50	32	64	150	52	35	1900	1580	83
	2011-12	50	10	20	150	36	24	1900	1629	86
	2012-13	50	15	30	150	45	30	1900	1612	85
	2013-14	50	13	26	150	49	33	1900	1653	87
	2014-15	50	10	20	150	61	41	1900	1658	87
	2015-16	50	35	70	150	67	45	1900	1593	84
	2016-17	50	46	92	200	180	90	1930	1869	97

Source: DPOs and SSA

Appendix-2.19 A
(Reference to paragraph 2.2.7.2, Page 62)
Details of gaps identified in Teaching and Learning by the Department

Sl. No.	Gaps in teaching and learning noticed in AWP&B 2010-17	Action proposed to be taken by SSA in AWP&B 2017-18
1	No orientation to teachers on subject-wise, class-wise indicators[1].	There is a need for orientation to teachers at mandal/ block level on subject-wise, class-wise learning indicators at three stages (I-II), (II-III) and (VI-VIII) through face to face and teleconference trainings.
2	Need for software for LINDICS[2].	There is need of software regarding LINDICS where the teachers post the marks and grades and software do the remaining work.
3	There is no constructive activity material [3] to use effectively in classroom transition.	There is need to provide materials to teachers and students for /making innovative activities.
4	Classroom climate is rather disappointing due to minimum enhancement of pupil learning by the teacher.	Adoption of classroom strategies where children can speak fearlessly and ask questions, share and express the thoughts freely and learn collaboratively.
5	Adequate follow up taken on trainings to teachers	There is need to conduct workshops and provide trainings to teachers on posing of questions to assess the students.

Source: AWP&B 2017-18

Appendix-2.19 B
(Reference to paragraph 2.2.7.3, Page 62)
Details of gaps identified in implementation of revision of curriculum

- The classroom teaching and learning process does not show the active engagement and participation of children in learning process.
- Teachers are aversive towards trainings because of poor quality of training by resource persons.
- There is no effective academic supervision of classroom teaching and support to teachers from headmaster to DEO.
- Poor learning achievement levels of children as per many surveys conducted by SSA, SCERT and Pratham[4]. The children at primary level are weak in the basic competencies of literacy and numeracy. About 20 *per cent* to 30 *per cent* of children are unable to read and write at class VI level.
- The basic focus[5] in early grades i.e., classes I and II is being missed for the development of basic literacy skills. The textbooks are not being used properly.

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[1] listening and responding, fluent reading, comprehension and reflection, legible writing, appropriate vocabulary; conceptual understanding in mathematics and science; analysis, synthesis and evaluation in science, etc.
[2] Learning Indicators at Elementary Level
[3] Magazines, post box, reading children literature and Children diary
[4] PRATHAM is an innovative learning organisation created to improve the quality of education in India. As one of the largest non-governmental organisations in the country, PRATHAM focuses on high-quality, low-cost and replicable interventions to address gaps in the education system
[5] Teachers has to focus on alphabets, numbers, simple words, names, common objects, reproduce the starting letter, listen to stories, interacting in English or home language, writing simple sentences, etc.