

Vision 2020



AN AGENDA FOR SCHOOL AND MASS EDUCATION

REPORT OF THE TASK FORCE

DEPARTMENT OF SCHOOL AND MASS EDUCATION

GOVERNMENT OF ORISSA

2003

Preface

The first and foremost task before the Task Force is developing a Vision of Orissa as in 2020, and conceptualizing a world class education system relevant to the needs of Orissa in the context of the images of the future, and the emerging needs of the state. In developing a vision of Orissa as a vibrant and developed state by 2020, we were conscious of the magnitude of the task and our wide ranging responsibility. Our ideas were shaped by various suggestions and ideas we received from all quarters, in response to the Public Referendum and the 'Great Debate' on Education. The many great ideas we received from all quarters including children, parents, teachers, non government organizations and voluntary organizations, scholars and researchers, opinion makers, administrators, field functionaries on education, people's representatives are reflected in this report. We have also closely followed the debate on issues relating to education in the media - print and electronic - both at the national and the state level, some of which have been of great help in our discussions.

The difficulties in preparing an agenda for School and Mass Education in accordance with the requirements of the terms of reference of the Task Force were compounded by the lack of reliable and updated database on education, and reluctance to share information. The report had to be prepared on the basis of secondary sources cited below.

Sixth All India Education Survey, 1996

Government of India selected Education Statistics, 1998-99

PROBE Report, 1999

Orissa... Towards Universalization of Elementary Education, 2000-2001

Situation of Children in Orissa, UNICEF, September, 2001 - Data on Education - Orissa and India. UNICEF, MICS, 2000, UNICEF, India.

Inequality of Access to Elementary Education in Orissa : An Inter and Intra spatial Analysis - Sailabala Debi, 2001

Report of the Comptroller and Auditor General of India, 2001, 2002.

Economic Survey, Government of Orissa, 2001-2002, 2002-2003

CONCERN - A Review of Primary Education in Orissa, India with recommendations for Possible Intervention - Linda Peer Groves, February, 2002

Sarva Shiksha Abhiyan - A Programme for Universalization of Elementary Education - Framework for Education in Orissa - A Review of Progress, Problems and Perspectives for Future on School Education - Jandhyala B.C. Tilak, 2002

Human Development Report - UNDP, 2002

National Human Development Report - 2002

Implementation, Ministry of Human Resource Development, Government of India.

Information on specific data accessed from various web-sites.

It was our endeavour, and we made every possible effort to this end, to invite educationists, specialists and experts working on different aspects of education in Orissa to participate in the deliberations of the Task

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Force, some of whom were commissioned to write sector studies and specialized papers on various aspects of School and Mass Education. Their contribution not only enriched our perceptions but also provided an empirical base which helped the Task Force to formulate the contents of this report. The intervention strategies were discussed in detail in various meetings of the Task Force and were adopted in the report after much debate and discussion.

Real education is where people matter. The agenda for School and Mass Education which forms part of our report is a 'people's agenda'. Vision 2020 is a shared vision. We acknowledge a debt of gratitude to all those – the people of Orissa, whose ideas have helped the Task Force in formulating specific recommendations and strategies for intervention.

Education – School and Mass Education in particular, interfaces with different segments of developmental activities which span across a number of government departments, other than the Education Department, such as Women and Child Development, SC / ST Development, Health and Family Welfare, Labour and Employment – to mention a few of the more important departments as also activities of the voluntary organizations and NGOs. It is our considered view that holistic development of education would only be possible, if all educational activities spanning across more than one department(s) in Government, as well as efforts in the NGO and voluntary sector are coordinated in education department. This will help develop a sharper focus on education.

It is our firm conviction that unless this responsibility is shared with the community, the Panchayati Raj Institutions and local self-governing institutions in urban areas, the agenda will remain only on paper. Authority and responsibility, including administrative and financial control, should devolve on the three-tier Panchayati Raj Institutions comprising Zilla Parishads, Panchayat Samitis and Gram Panchayats and also on urban local bodies. Decentralization of authority and responsibility and devolution of powers, in our view, will lead to an active partnership between government and the community through a synergistic alliance which can help translating the agenda into concrete action. This calls for a radical approach in planning and management of education aimed at evolving new work processes and structures. Social provisioning, including education, is the responsibility of the government. This cannot be abridged or curtailed on account of scarcity of financial resources. Instead of relying exclusively on public finances, we would suggest that a human development compact be developed for the next ten years leading to the creation of a Human Development Security Fund. Each department under the State Government may be required to earmark 20 per cent of its resources for implementing the basic needs strategy for holistic development through education. We must make provision for a 'world-class' education system with quality assurance at all levels. We have to engender an environment of learning in our schools. We must provide the best services for education of our children. We should aim at building 'the perfection of the whole on the fullest possible development of what is specific to each part'.

The ideas contained in this report include contributions of several eminent persons which have added a new dimension to our understanding of the problems of Orissa and its needs. We are encouraged by the presence of Secretary, School and Mass Education at the meetings of the Task Force. Shri Ashok Kumar Tripathy who attended the first meeting of the Task Force made a presentation on the preparedness of the State Government for a major reconstruction of education; Dr. Hrushikesh Panda gave us meaningful insights on

some critical areas which deserve the specific attention of members of the Task Force, Shri Jagadananda Panda participated in many of our meetings and provided detailed information on the Sarva Shiksha Abhiyan and measures contemplated by the State Government on different aspects and areas of education. I would acknowledge the contribution of Secretary, School and Mass Education and the individual contribution of each member of the Task Force, the educationists and experts on education who have conducted the sector studies, and prepared the specialized papers on Tribal Education, Development of Language Competence, Strengthening of Teaching of Mathematics and Science in Schools, and Provision of Mid day Meals to Children in all elementary schools. In acknowledging their contributions, I would place on record our gratitude to Prof. Sribatsa Lanchhan Jena, Director, IE and SCERT, Orissa, Dr. Damodar Mohapatra, Assistant Director, TE and SCERT, Prof. K.C. Panda, formerly Principal, Regional College of Education, Bhubaneswar, Prof. Pratulla Chandra Mohapatra, formerly Director, IE and SCERT, Orissa and President, Board of Secondary Education, Orissa, and Sri. Dasarathi Sahoo, Consultant, Bharat Gyan Vigyan Samiti who prepared the sector studies. I would also place on record our thanks to Padmashri (Dr.) Debi Prasanna Pattanayak, Dr. Mohit Mohan Mohanty, Director, State Institute of Educational Management and Training, Orissa, Prof. K.K. Mohanty, Professor of Anthropology (Retd) and formerly Director, Scheduled Castes and Scheduled Tribes Research and Training Institute, Orissa, Dr. M.N. Kundu, Principal, Rajadhani College who was formerly Director in the Academy of Tribal Dialects and Culture (ATDC), Dr. Narendra Prasad Das, formerly Principal, BJB College, Bhubaneswar and at present Chairman, State Resource Centre for Adult Education, Bhubaneswar, Dr. Praranabandhu Tripathy, formerly Joint Secretary, University Grants Commission, New Delhi, and Dr. Surendra Nath Mishra, Professor in Economics, Naba Krishna Choudhury Centre for Development Studies, Bhubaneswar.

I would like to special mention of Dr. Debi Prasanna Pattanayak, formerly Director, Central Institute of Indian Language, Mysore and Chairman, Eastern Regional Committee, National Council of Teacher Education, Bhubaneswar, who prepared the specialized paper on language development. Although I could not succeed in my efforts in persuading him to give his consent to be a member of the Task Force, he was kind enough to attend almost all meetings of the Task Force specially at its formative and critical stages and contributed seminal ideas which added a new dimension to our perception. What is more important, he found the time to go through in detail the report of the Task Force and its recommendations, the various sector studies and specialized papers running into almost six hundred pages. Dr. Pattanayak remained our mentor and guide throughout until the completion of our task. On behalf of the Members of the Task Force I express our debt of gratitude to Dr. Pattanayak and convey our special thanks.

Out of School Children especially working children in Orissa to which our specific attention was drawn by Dr. Hushikesh Panda, Secretary, School and Mass Education Department is an area on which very little information was available. At my request, Shri Pratulla Kumar Dhal conducted a study on Out-of-School Children in Orissa (2003). The Paper written by Shri Pratulla Kumar Dhal and Mrs. Bramhotri Biswal may be seen in the section of the specialized studies. On behalf of members of the Task Force, I convey our grateful thank to Shri Dhal and Mrs. Biswal who prepared the paper.

Prof. S.L. Jena, as Member-Convenor of the Task Force, facilitated our deliberation by the excellent arrangements, both in the meetings of the Task Force and several regional consultations. He accessed

information from several sources and helped us focus on the basic concerns and issues sometimes when we might have strayed out of our path. Ms Lalita Patnaik, Project Officer (Education), UNICEF with her commitment to women issues and the cause of women and child development must indeed be thanked for the excellent chapter of development of women and children. She kept reminding us all the time of the fact that we are not doing enough for them. I shall be failing in my duty if I do not acknowledge the support provided by the UNICEF, Orissa at all stages of our endeavour and arranging the field visits. We owe our sincere thanks to the UNICEF, State Representative, Tom Olsen, who exchanged ideas with us at very initiation of the process and attended the presentation at the last meeting of the Task Force on 23 August, 2003.

The Orissa branch of Bharat Gyan Vigyan Samiti, at my request, took on the responsibility of organizing the 'Great Debate' on Education in various regions of the state within a limited period of time. The task rested on the shoulders of Shri Amarjeet Jena who single-handedly made all the arrangements for regional consultations at the district and sub-district levels. I should like to convey, on behalf of the members of the Task Force, our sincere thanks to Bharat Gyan Vigyan Samiti, Orissa Branch and specifically to Shri Amarjeet of the Bharat Gyan Vigyan Samiti. Shri Amarjeet, at my request, also took the responsibility willingly in helping with editing the report and recommendations under the scrutinizing eyes of Dr. Debi Prasanna Pattanayak and his close supervision. I owe him personally a debt of gratitude.

To all those whose valuable ideas and suggestions, from different parts of Orissa and India and some from overseas whom I cannot reach out personally, I can only say: Thank you.

Shri Chinmoy Kumar Das, our loyal and faithful scribe, who word processed not only the report and recommendations of the Task Force but also all the sector studies and specialized papers as well, deserves special mention. I would join the members of the Task Force in placing on record our sincere thanks to Chinmoy for the arduous task he has undertaken, ungrudgingly and saw to the successful completion of our deliberations.

Vision 2020 is an agenda for School and Mass education. It contains the seeds for future development of education. It provides the framework for educational reconstruction in Orissa. In commending 'Vision 2020', we should consider our labour fruitful if these recommendations are accepted by Government and supported by a programme of implementation (POA) is prepared in the Education Department for achieving the objectives within a well-defined timeframe.

We express the hope that 'Vision 2020' would trigger the required action in that direction.



(Prasanna Kumar Patnaik)

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Part – A

THE INITIATIVE AND PROCESS

- **PUBLIC PERCEPTION OF EDUCATION – AN ANALYSIS OF RESPONSES**
- **REPORT ON GREAT DEBATE IN EDUCATION**

A.1.1 Introduction : Government of Orissa constituted a Task Force on Education in December, 2001 under the Chairmanship of Shri P.K. Patnaik, formerly Deputy Chairman of the Orissa State Planning Board, Government of Orissa, who was also a part of the national team in formulating the National Policy on Education (NPE), 1986 and the Programme of Action approved by the Parliament. A copy of the School and Mass Education Department Resolution No. 31767/S&ME dated the December 13, 2001 may be found attached as *Annexure I*.

Members of the Task Force :

| | | | |
|-----|--|---|---------------------|
| 1. | Shri P.K. Patnaik, Deputy Chairman, State Planning Board (Retd.), Government of Orissa | : | Chairman |
| 2. | Dr. P. C. Mohapatra, Ex-Director, TE and SCERT | : | Member |
| 3. | Dr. N. P. Das, Ex-Principal, BJB College | : | Member |
| 4. | Mrs. Lalita Pattnaik, P.O., Education, UNICEF | : | Member |
| 5. | Prof. Radhamohan, Ex-Principal, SCS College, Puri | : | Member |
| 6. | Inspector of Schools, Jagatsinghpur | : | Member - Ex-officio |
| 7. | President, Board of Secondary Education | : | Member - Ex-officio |
| 8. | Director, Secondary Education | : | Member - Ex-officio |
| 9. | Director, Mass Education | : | Member - Ex-officio |
| 10. | Director, Elementary Education | : | Member - Ex-officio |
| 11. | State Project Director, DPEP | : | Co-member Convenor |
| 12. | Prof. S. L. Jena, Director, TE and SCERT | : | Member Convenor |

A.1.2 Terms of Reference : The detailed terms of reference of the Task Force *inter alia*, include the following :

- Setting of targets (in quantitative terms) to be achieved in respect of provision of schooling, access, retention and levels of learning acquisition for all sub-sectors of School and Mass Education.
- Articulating strategies and interventions to achieve the predetermined targets.
- Preparation of a framework for action reflecting therein the targets set, approaches and interventions, actors and places of action, immediate intermediate and long-term time-frame, method of evaluation and monitoring etc.
- Defining implementation and support systems in terms of strengthening and re-organisation of existing structures, creation of viable and sustainable new structures, and striking convergence with allied structures and schemes for greater synergy action.
- Identifying and planning for putting in place programmes for improving the quality and relevance of education : better school climate, efficient bottom-up management, improved TLM, interactive pedagogy, better teacher preparation, continuous and comprehensive evaluation etc.
- Articulating special and top-priority actions targeting girls, socio-economically disadvantaged groups, difficult-to-reach children, children with special needs, regional disparities, linguistic and culturally minority groups.
- Suggesting intersecting sectors, institutions and organisations, both public and private, people at local, regional, national and international level for building and strengthening partnerships.
- Suggesting sources and means for mobilisation of resources to meet the requirement of spread, depth and qualitative transformation of the system.

- Devising an effective monitoring and evaluation mechanism for effective implementation of the Framework for Action
- To articulate the future directions for School and Mass Education in Orissa keeping in view the emerging concerns and compulsions.
- To recommend strategies for effective learning acquisition of students, to develop life skills, attitude for life long learning as envisaged in the UNESCO report of the International Commission on Education for the Twenty-first Century (1996).
- To suggest a supervisory and monitoring mechanism for periodic assessment of performance with regard to achievement of immediate, intermediate long-term goals and for making mid-course corrective measures.
- To recommend measures for recruitment of teachers not only on the basis of qualification acquired but also on the basis of the interest, attitude and aptitude of candidates through a rigorous process of selection.
- To suggest measures for putting in place alternative delivery mechanisms for hard-to-reach groups of children as more of the same will not solve the purpose.
- To suggest measures for developing a culture of excellence and high internal efficiency in schools as well as Teacher Education Institutions.
- To suggest measures for institutionalizing a bottom-up and participatory management structure and culture for facilitating the development of school education in the state.
- To suggest alternative interventions and support services to achieve UEE with special reference to weaker sections and to make necessary recommendations for quality upgradation of the entire spectrum of school education, ranging from pre-school education to secondary education.
- To suggest ways and means for building and strengthening partnership with private corporate sectors, including civil society and NGOs as a measure for system's strengthening.
- To suggest actions for bringing ownership of the schools to the community for their effective functioning.
- To suggest measures for expeditious and informed decision-making, planning and execution of the reform initiatives in the school system.

A.1.3 Methodology and Procedure : The basic task before this Task Force was to articulate a vision – a vision of the future directions for school and mass education in Orissa, in the light of emerging concerns and compulsions, and the scenario of the future unfolding itself on the horizon. The Task Force was required to examine the various aspects of the school and mass education system in its entirety as it exists at present in the state. One of the major tasks of the Task Force is to envision the patterns and directions of reform and renewal of the system, keeping in view the overall framework for socio-economic development of the state. The very nature of this exercise would involve discussion with as wide a cross-section of people as possible which was of considerable value in the deliberations of the Task Force.

Education and health are important 'promoting' factors for development. They are, 'social' variables of importance in the process of development. The widespread recognition of the interrelationships between education, more particularly school education, and development has of late prompted state governments to prioritize their investment decisions in favour of basic and post basic education in preference to

tertiary education. In recognition of the higher magnitude of returns to investment in school education, states have perceptively shifted their focus to improvement of school education. The twenty first century marked the beginning of an uncompromising endeavour for initiating reforms and renewal of the existing system of education in a long-term perspective. This, in ways more than one, offers enormous opportunities to states for improving the school education system in terms of access, participation, retention and learning achievement with a concern for equity across geographical areas, social and gender groups

The recommendations of the Task Force are based on the wide ranging discussions. members of the Task Force had with educationists, opinion leaders, representatives of people who have strong interest in education and a stake in the future development of education in Orissa.

A feasible programme, comprising objectives and goals of education for the short term as well as a longer time frame, would necessarily require a survey of the educational scenario in the State in the year 2000, and the specific goals, targets, and milestones for educational development of the State for the next two decades. To this end, a public referendum on education was organised. A purpose-built questionnaire addressed to specific issues and relevant to our concerns was issued through all daily Oriya newspapers. The responses received was of great help in our deliberations, and in formulating the recommendations of the Task Force. The information received in response to the Survey of Education: Opinion Poll as collated may be seen in Part C.

The Task Force was unanimous in its opinion in welcoming great ideas from everywhere and involve everyone with this shared vision - children in schools, and out-of-schools, teachers, teacher educators, associations of teachers, voluntary associations, non-governmental organisations, community leaders, chair-persons of Zilla Parishads, administrators and field functionaries, and people from different walks of life, reflecting different shades of opinion on various aspects of education. It was proposed, simultaneously, to organise consultations at different levels - state, district, block and village, to promote "the great debate on education".

The Orissa branch of the Bharat Gyan Vigyan Samiti (BGVS) with financial support received from the UNICEF took the initiative in organising the "Great Debate" on education. The "great debate" brought us face to face with school children, teachers, chair- persons of Zilla Parishads, media persons, voluntary organisations and retired teachers. The response received was indeed overwhelming. The suggestions received, as collated, may be seen in Part C.

Besides these wide-ranging consultations with people from cross-sections of the society with an abiding interest in education, four regional consultations on education were proposed to be held in association with the concerned Revenue Divisional Commissioner, including one in respect of erstwhile Koraput, Balangir, Kalahandi (KBK) districts to study exclusively the problems of backward areas and problems relating to scheduled caste and scheduled tribe population. Of these four regional consultations, only two could be organised - one at Dandakaranya Hail of Koraput on 29.10.2002 which was attended by the Secretary, School and Mass Education, Collectors, Koraput, Kalahandi, Malkangiri, Jeyapore, Rayagada, Balangir, and Sonepur, Chairman, Zilla Parishad, Koraput, educationists and field functionaries, and voluntary organisations

working in the field of education. The other regional consultation was organised on 20.11.2002 at the Naba Krushna Choudhury Centre for Development Studies, Bhubaneswar which was attended among others, by RDC (Central Division), Collectors, Cuttack, Jagatsinghpur, Jajpur, Balasore, Bhadrak and Mayurbhanja, and Chairman, Zilla Parishad, Jajpur, and Jagatsinghpur.

Five sector studies were commissioned to provide empirical base to the visioning exercise and its outcomes. These include :

| | | |
|-------------------------|---|---|
| <i>Sector Study I</i> | : | <i>Early Childhood Care and Elementary Education</i> |
| <i>Sector Study II</i> | : | <i>Universal Literacy and Empowerment</i> |
| <i>Sector Study III</i> | : | <i>Secondary and Vocational Education</i> |
| <i>Sector Study IV</i> | : | <i>Community Participation in Management of Education</i> |
| <i>Sector Study V</i> | : | <i>Staff Development and Good Governance</i> |

The Task Force also commissioned specialized papers on : Tribal Education, Enhancing Language abilities and competence, Strengthening teaching of science and mathematics, Mid-day meal in Schools and Out-of-school children in Orissa, as support to the five sector studies.

Twenty-eight meetings of the Task Force were organized by Member-Convenor. The list of participants who attended these meetings and consulted is attached in *Annexure-II*.

The Chairman, Task Force was also invited to attend the Annual Conference of Headmasters of UP Schools in the Bhubaneswar Education District on 21.06.2002 and 22.06.2002 which afforded an opportunity to get to know the various issues and concerns of UP School Headmasters.

A day-long consultation with NGOs and social activists was organized by the Bharat Gyan Vigyan Samiti (BGVS), Bhubaneswar on June 21, 2002 at the Utkal University which was attended by the Chairman and Members of the Task Force, Secretary, School and Mass Education and Vice-Chancellor, Utkal University.

A meeting of the voluntary organizations was organized by the Centre for Youth and Social Development (CYSD), Bhubaneswar on August 26, 2002, which was attended by the Chairman, Prof. Radhamohan, Member, and Prof. S. L. Jena, Director, TE and SCERT, Member-Convenor of the Task Force. This meeting also helped in gaining insight in the involvement of the voluntary organizations in conducting education programmes. In particular, the Education Guarantee Scheme (EGS) funded by the government.

A meeting was organized at the Naba Krushna Choudhury Centre for Development Studies (NCDS) on September 18, 2002 which was attended by the Chairman and members of the Task Force. At this meeting the interface of education and other basic social indicators was discussed and preliminary ideas relating to Vision 2020 were shared with faculty members of the NCDS, Bhubaneswar.

A consultation with approximately 500 school children drawn from different districts of the state was also organized in Bhubaneswar on the Children's Day 2002. This meeting was extremely helpful in gaining insights into children's perceptions on education. The UNICEF also arranged a field visit which afforded an opportunity to members of the

Task Force to visit some schools in Ganjam included under the UNICEF sponsored programme - *anandamay siksha*.

A discussion on the agenda for education embodying the main recommendations of the Task Forces was also planned to be organized at the Gopabandhu Academy of Administration (GAA) for senior administrators and educationists having responsibility for education and other allied subjects contributing to human resource development like health, nutrition, women and child development, welfare of SCs / STs in the social services sector to provide wider dissemination of information on the need for reforms and their implementation. This, however, did not materialize, although the Director General, GAA and the Secretary School and Mass Education had expressed keen interest in the matter.

Meetings of the Task Force were attended by Secretary, School and Mass Education which gave members an opportunity to interact with him on various issues and common concerns relating to education. The participation of the Secretary, Education at the deliberations of the Task Force at its meetings and the regional meetings was very helpful in gaining meaningful insights into the concerns, priorities, reforms in the educational system within the overall framework of social and economic development in the state. Members of the Task Force, however, express their deep regret that the Director, District Primary Education Programme (DPEP) who is also designated as the Co-Convenor of the Task Force did not attend any of the meetings of the Task Force except the very first meeting on 29.12.2001. The Director DPEP is responsible for detailed planning within the overall framework of the Sarva Shiksha Abhiyan. Members of the Task Force, no doubt, were deprived of the benefit of his participation at their deliberations, and his views. Besides, no information relating to DPEP was made available to the Task Force except some statistical data : *Orissa.....towards universalization of elementary education*, which was obtained by Director, TE and SCERT at a fairly late stage of the deliberations of the Task Force.

Also, the financial provisions for education made in the state plan, central plan, centrally sponsored schemes were made available to the Task Force almost towards the close of its deliberations. The Task Force, doubtless was severely handicapped in discharging its responsibilities within the appointed time, and submission of the report of the Task Force was delayed due to reasons beyond its control.

A.1.4 Financing and Technical Resource Support : UNICEF, Orissa Office provided financial and technical support in this endeavour from the beginning to the end. UNICEF State Office created enabling conditions for holding consultations, undertaking sectors studies, and arranging interactions with distinguished national and international authorities in education.

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PUBLIC PERCEPTION OF EDUCATION – AN ANALYSIS OF RESPONSES

A.2.1 The Context :

Government of Orissa in the Department of School and Mass Education constituted a Task Force on School and Mass under the Chairmanship of Shri P.K. Patnaik, formerly Development Commissioner and Deputy Chairman, State Planning Board (*Resolution No. 31767/S&ME dated 13.12.2001*). Recognizing the immense potentiality of education, more particularly school (primary and secondary) education and adult literacy for socio-economic transformation through development of human capabilities, Government of Orissa intends to envision the patterns and directions of educational reforms and to draw up a realistic, progressive and implementable long term perspective action plan. This task has, therefore, been assigned to the Task Force. The Task Force has a rock-solid trust in a collectively conceived dream and vision. In other words, the Task Force puts utmost premium on the considered views of a wide spectrum of stakeholders, representing pluralism and diversity. This would certainly add to the legitimacy and credibility of "**Orissa Vision 2020 : An Agenda for Education**".

Consultations with various stakeholders were made to make the Vision 2020 document embody a truly shared vision. The consultations comprised : (i) intense widest possible consultations with people from the lowest echelons to the national and international experts; (ii) a 'great debate' initiated across the state among representative cross-sections of the civil society from school children as consumers to policy and decision-makers as providers of education service; (iii) widest circulation of the Vision 2020 draft document, seeking views from experts, academics, planners and policy-makers, decision-makers etc; (iv) regional consultations with a broad based groups of stakeholders; (v) public referendum on education published in newspapers; and (vi) sector studies on pre-school and elementary education, secondary and vocational education, community participation in school management. All these were intended to make the Vision 2020 a people's document.

A.2.2 Structure of the Public Referendum Questionnaire :

A concise, nevertheless, comprehensive questionnaire, covering critical aspects of school education, was developed to elicit people's responses to its different dimensions. It consisted of a few structured items and a few others left open-ended. Thus, the questionnaire was designed to evoke structured responses as well as free responses.

The questionnaire included questions / statements relating to four important sub-sectors of school education viz., pre school education, elementary education, secondary education, elementary education; and vocational education. The different aspects of school education reflected in the questionnaire are : (i) management and governance of different sub-sectors; (ii) curriculum, textbooks and curriculum transaction; (iii) universalizing basic education by bringing children of the marginalized and dispossessed social groups into the ambit of schooling; (iv) vocational orientation to school education; (v) decentralization and community participation in school management; (vi) private initiatives in education; and (vii) vision of school education in a long-term perspective.

A.2.3 Response Collection :

The semi structured opinionnaire / questionnaire in Oriya was published in as many as nine widely circulated Oriya dailies, including a few popular regional ones, seeking views of people of the civil society. Altogether, 424 widely divergent respondents responded to the published opinionnaire. The respondents were grouped / clubbed under three broad categories, viz., teachers, non-teaching professionals, and others. The spread and distribution of the respondents are as follows :

Table 1.1 : Respondents' Category

| Sl. No. | Category of respondents | Number | Percentage |
|---------|----------------------------|------------|---------------|
| 1 | Teachers | 128 | 31.68 |
| 2 | Non-teaching professionals | 67 | 16.58 |
| 3 | Others | 209 | 51.73 |
| | Total | 404 | 100.00 |

A.2.3 Major Findings :

A.2.3.1 Overall, a little more than 95.0 per cent of respondents expressed their dissatisfaction with the existing system of education. At a dis aggregated level, 97.0 per cent of general public, 96.8 per cent of non-teaching professionals and more than 92.0 per cent teachers registered their disapproval of the current system. Thus, both insiders and outsiders, almost unequivocally shared their concern for a system that is irrelevant and unsuitable to the needs and aspirations of the people. The expressed responses represent an overt indictment on the state run education system. The dissatisfaction of the respondents was due to a very wide range of reasons.

A.2.3.2 Three principal sets of variables viz., school related variables, out-of-school variables, and system related variables, are stated to be the reasons for respondents' disenchantment with the system. The major school related causes of dissatisfaction include : (i) lack of infrastructural facilities like school buildings, classrooms, safe drinking water facilities, toilets, blackboards, etc.; (ii) inadequate teachers with qualifications (especially for girls), competence and commitment; (iii) lack of appropriate teaching learning materials; (iv) non-functioning of schools with low internal efficiency and effectiveness; (v) absence of child-friendly and humane organizational environment; (vi) low percentage time-on-task; (vii) low level of teacher motivation; (viii) uninteresting teaching methods, etc. The out-of-school variables like : (i) absence of positive school-community partnership, (ii) lack of dialogue between teachers and parents, (iii) absence of community support to schools, (iv) non-involvement of community in school management, (v) pre-occupation of school teachers and supervisors with non-education activities, and (vi) lack of feeble public action for education are critical factors.

The third set of variables i.e., system related variables, include a few important ones. These are : (i) predominance of top-down planning and

management with little space for experimentation and contextual diversities, (ii) inconsistencies between stated goals and resource allocation, (iii) absence of continuous evaluation with focus on diagnosis, (iv) curriculum unsuited to learners' needs, (v) lack of political will, (vi) absence of performance appraisal and accountability, (vii) no mechanism for incentives for good performance and disincentive for poor performance, (ix) rampant private tuition by teachers, and (x) physical and cognitive load of textbooks.

A.2.3.3 Almost all (98.52%) respondents held the view that teacher related factors are the major roadblocks to school effectiveness. Dearth of required number of teachers (32.26%), engagement of teachers in non-education activities (35.71%), lack of teachers' interest in teaching (25.61%), lack of teachers mastery over subjects being taught and repertoire of pedagogical skills, teachers resistance to anything new to improve schooling process, teacher absenteeism in its different manifestations and cooking food for mid-day meals in schools are the principal reasons for respondents' dissatisfaction with the existing system.

A.2.3.4 Roughly, 84.0% of respondents observed that the Anganwadi Centres under the publicly provided Integrated Child Development Services (ICDS), administered by the Department of Women and Child Development, did not function effectively. Further, the pre-school component of ICDS, was the weakest. Pre-school education in the state, as in almost all states in India, is extremely limited in its out-reach and is almost entirely in the private sector. The Centres as they function at present do not have positive influence on the participation of children in primary education and do not impact on their cognitive and emotional development. There is enormous space in the ICDS programme to strengthen the pre school education component. Almost all respondents replied that the Centres are exclusively feeding Centres with a little or no meaningful pre-school education for children.

A.2.3.5 A wealth of interventions and inputs have been suggested by the respondents to actualize the mandated task of UEE in terms of access and participation, retention and achievement. Important interventions include : (i) filling up teacher vacancies and continuous updating and upgrading teachers knowledge and skills; (ii) changing the mind-set and attitude of teachers with an unruffled commitment to "we can do better", "we shall do better", and "we must do better"; (iii) adequate provision for teaching-learning materials; (iv) making teaching-learning process child centred and interactive; (v) frequent and effective school supervision; (vi) adoption of continuous evaluation for diagnosis and remediation; (vii) shifting focus from mere enrolment and retention to acquiring essential levels of learning; (viii) making schools to function with meaningful learning taking place; (ix) building teachers capacity; (x) enforcing accountability on teachers and supervisors; (xi) extension and deepening of partnerships with NGOs, community, (xii) reducing / doing away with teacher absenteeism and shirking by placing the authority with the community to manage local schools; and (xiii) planning for school improvement with schools as basic units of development.

To put it inclusively, what is required is to ensure a free, functioning, well-staffed, and well-attended primary school. This is of paramount importance to restore people's trust in schools.

- A.2.3.6** A close look at the suggested interventions and inputs made it evident that they fall into two distinct groups : first, the supply-side interventions, and second, demand-side interventions. A few notable demand side interventions, to reiterate, are : (i) intensive consultation with all possible groups of stakeholders to mobilize them into action; (ii) strong and in-fragile public action in favour of UEE; (iii) generating community demand for quality schooling facilities and processes; (iv) initiatives towards building positive school-community partnership leading to community ownership of local schools; (v) urge and impulse on the part of school and community to change for the better, etc
- A.2.3.7** Two distinctly different patterns of reactions were palpably evident with regard to a supply driven intervention extensively resorted to i.e., setting up alternative schools, engaging 'para teachers', school under FGS, etc. While a sizeable segment (75.3%) of respondents view such intervention as workable and viable alternatives, an informed section of the respondents view them as 'short-cuts', 'second track', 'seconds quality' initiative, for children who are already disadvantaged and dispossessed. They felt that such alternatives would, in the long run, create and exacerbate existing inequities.
- A.2.3.8** With the 73rd Constitutional Amendment in force and more and more states delegating power and authority to local self government institutions notwithstanding, the respondents, almost without exception, are found to have a lackadaisical attitude towards community managing local schools. Majority of teachers are up against the idea of entrusting PRIs with management of local schools. Evidently, teachers and teachers' associations do not want the local community having surveillance over schools functioning. A significant percentage (97.0%) of teacher respondents opposed to the idea of bringing the levers of control and authority closer to the community.
- A.2.3.9** Despite the primary education curriculum (Classes I to V), based on minimum levels of learning (MLL), delineated competencies and physical and load of non-comprehension appreciably reduced, almost all respondents, by and large, expressed their dissatisfaction with the existing primary education curriculum. Nevertheless, there found to be a strong demand for space in curriculum for value education. Work experience as a prelude to vocationalization and diversification at the post-elementary level was viewed as an essential inclusion.
- A.2.3.10** Absence of continuity and progression between different sub-sectors of school education was shared widely by all categories of respondents as a major curriculum concern. More particularly, the curriculum for Class VIII (a class still with secondary education), according to the respondents (100%) was seem to be a disjointed segment and a 'missing link' A commonly shared concern among the respondents was the curriculum mandate to maintain continuity ensuring logical and natural transition from one level to the other.
- A.2.3.11** Another curriculum issue that most of the respondents flagged was introduction of English from Class I. Almost all respondents were not in favour of teaching English from Class I for various reasons, the most

pronounced among all being, the curriculum load, robbing children too early of their childhood and psychology of second language learning not permitting it. It (introduction of English) as stated by the respondents was an explicit imposition from 'above'. The majority opinion was introduction of teaching English from Class III, not prior to it, which is in conformity with the recommendation of the National Curriculum Framework for School Education (NCERT : 2000).

A.2.3.12 An impressive segment of respondents, constituting more than three-fourths, favoured a broad-based progressive secondary education curriculum. The curriculum, according to them, should ideally include, (i) a core curriculum with basics of language, mathematics, science and social sciences; and (ii) an extended range of need-based and relevant subjects to be chosen by learners according to their natural abilities, interests and aptitudes. Information Communication Technology was considered, almost without exception, a must for secondary level curriculum.

A.2.3.13 With regard to textbooks of the primary grades, the majority view that emerged is that readability of textbooks is low, physical quality of textbooks is often poor and the textbook load is heavy, both physically and cognitively. Timely and efficient distribution of textbooks is a major concern

The need for bi-lingual primers for children whose home language and language used in instruction are different was a common concern expressed by almost all respondents. Total convergence of opinion was noticed with regard to an instructional package, comprising textbooks, workbooks and teachers' handbooks. It was felt that a lighter book bag with fewer, slimmer, and more readable books would substantially improve children's learning.

A.2.3.14 Notwithstanding teachers being trained in activity-based, interactive, reflective and cooperative methods of teaching, classroom processes, a majority (72.0%) respondents stated, are largely conventional and stereotyped information-gathering, and rote. Considerable emphasis is being laid on memorization. Teachers' dominance is a common feature in classrooms. Non-conventional and innovative methods are rarely used. This has led to poor levels of learner achievement. A pervasive view in favour of child-centred, interactive and activity-based classroom processes was distinctly perceptible. A move away from the conventional teacher dominated, classroom bound, linearity decided pedagogy to a pedagogy that gives premium to reflection, questioning, participation and child-friendliness was viewed a positive and progressive reform by a predominantly large respondents. This move, it was commonly agreed, would make classroom processes interesting, resulting in learning acquisition that is sustainable.

A.2.3.15 The most significant of the major concerns of the education system is the attempt of the state to provide equality of educational opportunity to all disregard of their differences in respect of caste, gender and socio-economic-cultural background. The National Policy on Education, 1986 (as updated in 1992) and the Programme of Action (1992) emphasize rectifying historical inequities. A range of responses suggesting interventions and strategies for education of the Scheduled Caste, Scheduled Tribe and other backward children and girls are clubbed under

three broad areas of intervention viz. external, internal, and socio-economic and psychological.

Table 1B : Interventions and Strategies for Education of SC, ST and Backward Class Children

| External | Interventions and Strategies Internal | Socio-economic and Psychological |
|---|---|---|
| <ul style="list-style-type: none"> ▪ Strict enforcement / implementation of positive interventionist measures or affirmative action | <ul style="list-style-type: none"> ▪ Enrolment, retention (reduced dropouts) and learner achievement among children from SC and ST groups - historically disadvantaged socially, economically, and educationally - are functions of a well-staffed, culture-friendly and well functioning primary school therefore on priority basis access to a good primary school is of overriding necessity | <ul style="list-style-type: none"> ▪ Poverty eradication through introduction of various developed programmes and schemes is likely to create enabling conditions |
| <ul style="list-style-type: none"> ▪ Making strategies and interventions, target focussed in consideration of their specific disadvantages | <ul style="list-style-type: none"> ▪ School practices - sitting arrangement, curriculum transaction, group work, academic support, teacher behaviour, teacher taught relations, role specifications, etc. need to be non discriminatory, neutral and bias free | <ul style="list-style-type: none"> ▪ Opportunity costs and private costs for schooling need to be appropriately compensated |
| <ul style="list-style-type: none"> ▪ Ensuring coordination and complementarity between SC and ST Development Department, Women and Child Development Department, and Education Department | <ul style="list-style-type: none"> ▪ As far as possible teachers should use the language the child speaks at home as medium of instruction in early years progressively switching over to the state's language (Oriya). This calls for first, recruiting teachers from the local community; second, making teachers acquire competence to communicate in local spoken language; third, development and use of bi-lingual primers during initial years of instruction | <ul style="list-style-type: none"> ▪ Low perceived value of education because of cultural deprivation and education's non-visible and long-term benefit need to be changed through literacy campaigns and community awareness programmes |
| <ul style="list-style-type: none"> ▪ Norms (distance and population) for provisioning of primary schools in consideration of the small, scattered, sparsely populated remote and inaccessible areas / isolated habitations where SCs and STs live need to be re-looked at and made group specific | <ul style="list-style-type: none"> ▪ Appointment of teachers from the local community to take care of requirements arising out of local specific variations | <ul style="list-style-type: none"> ▪ Fragility of social demand for education of SC, ST and children from other backward social groups could be neutralized / offset by making schools functionally effective and efficient |
| <ul style="list-style-type: none"> ▪ The residential pattern (SC families usually live in spatially segregated clusters or habitation that are located at a distance from higher caste habitations within larger villages) has important implications for physical and social access to education. In the context of purity and pollution norms still enormously wielding its sway in the caste-ridden society, schools to be made socially accessible to the Dalit children by changing the mind set of people and provisioning of schools in Dalit clusters or habitations | <ul style="list-style-type: none"> ▪ Provision for remediation for slower learners and underachievers and enrichment programme for faster learners and high achievers | <ul style="list-style-type: none"> ▪ The mind-set limiting access to education to children from the privileged sections of the society and excluding children from socio-economically marginalized groups has to change |
| <ul style="list-style-type: none"> ▪ In recognition of the contextual realities in which out-of-school children and dropouts live, general social mobilization practices, however aggressive may be, may not work. Hence, a prerequisite is to exactly physically locate such children i.e., family-wise and child-wise tracking | <ul style="list-style-type: none"> ▪ Flexible school schedules to allow girls to combine domestic work and schooling and poor children who are forced to supplement their slender family income. | <ul style="list-style-type: none"> ▪ Social distance between SC and ST children and their high caste counterparts needs to be reduced |

| External | Interventions and Strategies Internal | Socio-economic and Psychological |
|---|--|---|
| <ul style="list-style-type: none"> Poverty, costs (private) of schooling and poor quality of education militate against prospects for schooling of SC, ST and other poor children despite their growing aspiration for education. Hence, the need for effective state policy and political will. | <ul style="list-style-type: none"> Non-welfare issues such as caste discrimination in schools and classrooms, teachers' retrograde mind-set about the academic inferiority of SC and ST children, untouchability blatantly practiced in schools - SC student being asked to sit separately from their classmates, refused drinking water, denied to have mid-day meals together non-scheduled caste teachers not being sensitive to cultural issues, etc. need to be addressed. | |
| <ul style="list-style-type: none"> Specially tailored interventions developed in close consultation with potential beneficiaries are likely to be more effective than blanket interventions. | <ul style="list-style-type: none"> Optimum and effective utilization of available instructional time. | |
| <ul style="list-style-type: none"> Provision of crèches and early childhood education centres to relieve girls of the burden of caring for siblings. | <ul style="list-style-type: none"> Village Education Committees, with adequately empowered, to play a regulatory role in school's functioning, teachers attendance etc. | |
| <ul style="list-style-type: none"> Having high share of female teachers with competence and commitment. | <ul style="list-style-type: none"> Ensuring that teachers plan and teach meaningful things and children learn in a climate of love, concern and trust. | <ul style="list-style-type: none"> Feeling of inferiority and insecurity with SC and ST children as myths should be put an end to. |
| <ul style="list-style-type: none"> Dearth of teachers from SC and ST communities should be made good for. | <ul style="list-style-type: none"> Provision for separate toilets in schools for girls of upper primary schools. Building partnership and strengthening school community linkage. A well-organized mid-day meal programme in the pattern of Tamil Nadu is to be viewed as an essential feature of a decent primary school. Besides the nutritional support it provides, it works as a great socio-cultural leveler in a caste-riven society. Teacher training - both pre-service and in-service should emphasize tribal language and culture with a view to promoting a more positive attitude toward tribal children and communities among teachers. | |

From the responses reflected in Table 1B, the following implications could be drawn which have tremendous bearing on effectiveness of interventions and strategies. They are : *first*, the context, the background and the causes of disparities / gaps are so diverse that no single blanket intervention and strategy will work, meaning thereby that interventions and strategies have to be context specific and target focussed; *second*, for SC and ST students afflicted with pangs of poverty and ignominy of ignorance and illiteracy, non-welfare based strategies need to be explored and tried out; and *third*, the disadvantaged groups vary so widely with regard to their contextual, cultural and economic constraints that the interventions and strategies should ideally be more school and community based than system based.

A.2.3.16 A little over one third (35.9%) of respondents have suggested interventions for education of children with special needs and child labour that are related to school community set of variables such as : (i) community mobilization campaigns for initiating public action (19.30%),

(ii) positive school-community relationship (10.89%), and (iii) vigilant community monitoring of schools (5.69%). Next in order of importance comes student-related interventions (30.2%) which include providing textbooks and other reading-writing materials to all poor child labour children, regardless of gender or caste or tribal status, and identification of disabled children and providing them with appropriate equipment and incentives.

A.2.3.17 An overwhelmingly large number of respondents (87.9%) converged on the need for making secondary education work experience oriented in order to develop positive attitudes toward work that is productive, a feeling and capability for self-reliance and conversely to reduce mounting pressure on paid employment that is scarcely available. While 32.7 per cent were in favour of exposing primary school children to a whole range of work experience activities such as gardening, agriculture, clay-work, basket-making, toy-making etc., nearly two thirds (63.61%) of respondents recorded their preference for introducing work-oriented education from the secondary level with rigour and professionalism.

A pre dominantly large group of respondents (90.34%) expressed their strong preference for vocationalization at the higher secondary level.

A.2.3.18 A very disturbing revelation is that almost all (98.5%) respondents were against transfer of power, authority and resources the Panchayati Raj Institution (PRIs) as institutions of local self-government. This position is, in a sense, a direct front with the essence of the 73rd Amendment of the Constitution (1993). A dis-aggregated view made it clear that not even a single teacher respondent was in favour of PRIs being entrusted with the authority to manage local primary schools. Teachers' opposition tooth and nail to the delegation of power and authority to PRIs is understandable : they, as a group, do not appreciate the existence of a grassroots level democratic institution to closely monitor and regulate their primary responsibility i.e., teaching children.

Possibly, the petty politics on party lines at the lower levels that people get themselves involved in at the cost of having a well-functioning local primary school and the absence of trust in people's ability to manage schools largely influenced others perception. This mind-set is required to give way to the mandates of emerging change.

A.2.3.19 To a related proposition to merge various village level committees into a single committee and entrust it with the development and management of local primary school, a little more than one-fifth (21.53%) of respondents agreed to it. A bare 11.82 per cent of respondents suggested that the responsibility of development and monitoring of local schools may be entrusted to the village or ward committee, but management of school should be the exclusive responsibility of government. This opinion deceptively contains the overriding proclivity of respondents toward government control and management. In short, this represents a strong shade of opinion against decentralization and devolution of power and authority to lower echelons of governance.

About 50.0 per cent of respondents suggested for formation of a broad-based village / ward committee with educated and experienced villagers

and to have consultation with parents on a regular basis for school improvement

- A.2.3.20** No longer could schools be the exclusive concern of government, subsisting on government support. Community support – material and human – has emerged as an essential necessity for effective and efficient functioning of primary schools. This is evidently perceptible from the responses of the respondents. The responses in respect of areas of community support to schools fall under two broad clusters : (i) curriculum supportive role, and (ii) infrastructural development supportive role. The former includes Village Education Committees monitoring schools' functioning, mobilization for enrolment of all school-age children, managing instructional programmes by educated village youth activists, retired government employees, NGOs, providing teaching learning materials, and having vigilant watch over teachers' attendance, learners' participation and daily functioning of schools. The latter, on the other hand, includes items like construction and repairs of school building, participation in schools' celebration of functions, and making school environment attractive and stimulating.
- A.2.3.21** With increased private initiatives for providing access to schooling facilities, government ceases to be the sole supplier of education service, even at the elementary school level. Some of the positive aspects, as reported by the respondents, of private schools are : (i) better and conducive infrastructural facilities and humane institutional climate, (ii) teachers are committed, motivated and mission-driven, (iii) school environment, child-friendly and stimulating, (iv) high time-on-task devoted to instruction, (v) rigid enforcement of accountability, and (vi) positive school parents relationship. However, private schools are not without blemishes. A few negative aspects include : (i) access to private schooling is prohibitively expensive and therefore, mostly class and elite-biased, (ii) teachers are poorly paid, and (iii) in some cases, management is autocratic.
- A.2.3.22** With regard to government support and encouragement to private initiatives in education, the respondents have suggested the following : (i) reducing the costs of schooling so as to make private schools accessible to a broad-based consumer groups, especially children from disadvantaged social segments, (ii) encouraging healthy competition between government and private schools, (iii) extending the ambit of capacity building programmes to cover teachers of private schools, (iv) exercising healthy regulatory authority for good performance and (v) enforcing a uniform system of education.
- A.2.3.23** The inter-connection between literacy levels and participation, retention and achievement of learners is well-acknowledged. Experience and empirical researches have established the linkage beyond doubt. With the long-term objective of attaining threshold level literacy, the respondents have suggested the following interventions and strategies : (i) massive community mobilization campaigns on an unprecedented scale to generate sustainable and strong social demand for education, accompanied by an equally strong and intense movement for public action in support of education for all, (ii) enlarging and deepening partnerships by roping in

credible NGOs with unblemished track record of performance, (iii) selecting a pool of volunteers with self-propelled mission to work and total commitment to literacy and development, (iv) giving incentives to individuals and families that acquire desired level of literacy, (v) making people perceive acquisition of literacy as essential as food security for survival, and (vi) making attaining sustainable literacy level mandatory linked to eligibility for other entitlements.

One of the very powerful and convincing suggestions refer to plugging holes from the beginning of the education supply pipeline : strengthening both quantitatively and qualitatively, the base of the educational pyramid. Continuing education, as an extension of initial literacy programme, provides an opportunity for re-enforcement and consolidation of skills (literacy, numeracy and technocracy) acquired during ILC and PLC. The respondents have suggested to make the Continuing Education Centers functionally vibrant through involvement of VECs, Youth Clubs and Women activists.

A.2.3.24 With regard to the continuance and utility of 'non-detention policy', the respondents have almost unequivocally, observed that the policy has outlined its historical necessity and has become irrelevant and redundant in the context of increased emphasis on learning acquisition rather than on mere participation. It should, respondents have opined, be scrapped and replaced by (i) continuous evaluation with mechanism for diagnosis, remediation, enrichment and knowledge about learners' progress, and (ii) introduction of public examination at the end of Class III, Class V and Class VII / VIII. The continuance of the policy any longer will tend to neutralize and nullify the effects of quality improvement initiatives.

A.2.3.25 More than four-fifths of respondents have registered their dissatisfaction with the prevailing system of examination, followed by the Board of Secondary Education (BSE), Orissa.

- The High School Certificate Examination, conducted by BSE, should cover courses of Class IX and X, instead of limiting it to Class X only.
- The pattern of questions need to be changed : shift from knowledge-based test items to understanding and application-based test items. This would put an end to memorization and cramming on the part of students.
- Parallel sets of questions papers being put in HSC examinations are not technically parallel. Crude parallelity makes relative ranking of candidates doubtful.
- Evaluation of answer scripts by teachers has enough scope for improvement. Evaluation of answer scripts should be made scrupulous, transparent and objective.
- Candidates may have an access on demand, to valued answer scripts for verification and rechecking.
- Preparation of moderation and finalization of question papers need to be done jointly by subject and evaluation experts, following blue-print.

- The examination system should provide opportunity for a candidate to improve his / her own performance

A.2.3.26 The respondents have envisioned the patterns and directions of school education in the state in AD 2000. The broad contours of likely change are:

- Increased scale of private initiatives in education. Private sectors shall emerge as a major supplier / provider of education service
- Media, both small and large, will revolutionize the classroom processes
- The education system shall be work oriented and vocationalization of education shall have a distinct edge.
- The system shall, by virtue of its internal / inherent dynamics, have either no examination at all or altogether different evaluation system with unprecedented stress on application and creativity.
- School education shall be value based and value oriented with the ultimate objective of enabling people to live together with total harmony with each other.
- Secondary education shall be universalized.
- Distance Education shall emerge as a pre-dominant mode of learning throughout life and self-learning.

A.2.4 Conclusion :

Prediction is necessary for decision, for all decisions are about the future. Our images of the future are derived from our images of the past and the state of things as it exists at present. Though a difficult exercise ripped up by improbabilities and uncertainties, perceiving the future of school education is nevertheless possible and is an essential and inherent component of planning.

People's perceptions about future of school education vary. Notwithstanding these variations, a great deal of commonalties in their perceptions are perceptible. This is more so when they are asked to envision future of education in a few specified frames of reference. The 'public referendum', in fact, provided that frame of reference to the people to envision the future of school education in the state. Enough leeway was, of course, there for their unbound vision and creativity go beyond the frame of reference

The wealth of ideas and suggestions that emerged from the analysis of responses to the public referendum reflect people's informed views on School and Mass Education as it is now and likely to be in AD 2020. The public referendum made the vision exploratory endeavour broad based. It made people's voices to be heard and acknowledged.



GREAT DEBATE ON EDUCATION

A.3.1 Background :

The Bharat Gyan Vigyan Samiti (BGVS), Orissa with the support of UNICEF initiated a public debate-cum-consultations called 'Great debate on Education' to strengthen the process and collect stakeholder's views to the initiative of Government of Orissa to formulate an "Education Vision" Paper as qualitative and tangible indicators to be achieved by 2020. This task was taken up by Bharat Gyan Vigyan Samiti, Orissa at the request of the Chairman, Task Force.

Shri P.K. Patnaik, who headed the Task Force, was part of the national team in formulating the NPE. He was also formerly Director, Commonwealth Youth Programme in the Commonwealth Secretariat, London. He worked in the Ministry of Education and Human Resource Development in two terms as Deputy Secretary and Joint Secretary to Government of India. In his civil service career spanning more than 33 years he worked in the social services sector including education, youth services and health for a period of more than 14 years. He was also Finance Secretary to Government of Orissa and later Development Commissioner, Orissa before his retirement as Deputy Chairman, Orissa State Planning Board.

A.3.2 Objectives of the Consultation Meets :

- The major Objective was to take the "Vision 2020" ideas to the cross section of the population for appraisal, perusal, debate, dialogue and discussions along with suggestions on what could be better than the present form of the document.
- To take the opinion of the stakeholders and their perspective, views and any reservations on the given document. The Stakeholders could be Educationists at different levels, teachers, students, parents, VEC members, PRI members, various organizations, institutions and State/District level networks working on Education.
- To conduct an independent and impartial debate on the document involving people from every segments of the society.
- To produce a complete and concrete impartial feedback document to the Government of Orissa on "Vision 2020" after the completion of the Consultations at the State level, in state and Districts.
- At the end of this consultation, the "vision 2020" Document will have the validity of the public/stakeholders/civil society's scrutiny and suggestions along with approval after comprehensive debate, discussions and dialogues at different levels.

A.3.3 Implementing Organization :

Bharat Gyan Vigyan Samiti ((BGVS) Orissa is a State level wing of All India Bharat Gyan Vigyan Samiti. The inception of Bharat Gyan Vigyan Samiti (BGVS) goes back to 1989 at the national level and 1990 in Orissa. The formulation of BGVS as an integral part of All India People's Science Network (AIPSN) had been conceived with three major objectives viz. Literacy, Science Communication and self-reliance. National Literacy Mission Authority (NLMA) in the ministry of HRD, Govt. of India had been the sponsoring agency of BGVS. BGVS, since its inception at the national level as well as in more than 17 states has been working in association with many SLMAs and numbers of Zilla Sakhyarata Samities for the systematic and effective implementation of Total Literacy, Post-Literacy campaigns and Continuing Education Programs.

A 3.4 Programme Details :

- A statewide consultations in 15 districts of Orissa i.e. (I) Individual district level consultations in 15 districts and (II) Cluster Level Consultations, clubbing together some districts into one cluster, and (III) Consultations in some of the earlier undivided districts of Orissa were organized encompassing the block and panchayat level representatives, comprising of Parents, Teachers, NGO Representatives, Respective Government Officials, PRI Members, Students, other institutions and organizations along with senior educationists, trainers, experts, retired teachers, VEC members.
- The "Thematic Focus" for consultations were on Girl child education, Literacy and continuing education,
- The initial discussions, at the time of consultation meets, was based on the 17 issues published by SCERT in New Papers for Opinion Poll.
- A Summary of the latest improvised draft of "Vision 2020" of the task force was done and circulated to all invitees to the consultation meets. The summary paper was also accompanied by the questionnaire published by SCERT.
- Focus group discussions and debate on group recommendations were conducted on different aspects of primary education, secondary education and adult literacy.
- All the proceedings of the debates, dialogues and discussions were finally put into a resolution form by the participants under unanimous or majority opinion at the concluding session of the Consultation meet. The participating stakeholders signed all the outcomes in the form of resolutions in every district/cluster level meeting.
- After the Completion of the entire round of consultation meets at every level, a Consolidated Report of the outcomes of these consultation meets was prepared and submitted to the UNICEF, SCERT and the Task Force constituted for the preparation and finalization of "Education Policy" for Orissa. This consolidated report was supported by the video and audio documentation of the consultations and interviews.

A.3.5 Methodology of Consultations :

- In participatory techniques active participation of stakeholders in the Debates, Dialogues, Discussions on Summary Paper of "Vision 2020" and Questionnaire provided by SCERT was ensured.
- Focus Group Discussions covering all aspects of primary education, teacher's training, secondary education and adult literacy
- Opinion Poll on Different Questionnaires prepared by BGVS-Orissa and SCERT on respective thematic focus and on local area-specific issues
- Interviews of the stakeholders (Sample Interviews).
- Audio and Video Documentation: Audio and Video Interviews of the retired teachers, educationists, experts, parents, teachers, students and other stakeholders, on sample basis.

Name of the Districts where the Consultation Meets were held :

| Sl No. | Hostage Dist | Place of meet | Coverage Dists | Date |
|--------|--------------|---------------|--|----------|
| 1 | Malkangiri | Balimela | Malkangiri | 1.11.02 |
| 2 | Cuttack | Cuttack | Cuttack, Jagatsinghpur, Kendrapara, Jaipur | 2.11.02 |
| 3 | Khurda | Bolagarh | Bhadrak and Nayagarh | 2.11.02 |
| 4 | Bhadrak | Bhadrak | Bhadrak and Balasore | 3.11.02 |
| 5 | Cuttack | Cuttack | Sectoral state wide | 3.11.02 |
| 6 | Balangir | Balangir | Balangir and Sonepur | 3.11.02 |
| 7 | Keonjhar | Keonjhar | Keonjhar | 3.11.02 |
| 8 | Sundargarh | Rourkela | Sundargarh | 5.11.02 |
| 9 | Angul | Angul | Angul and Dhenkanal | 6.11.02 |
| 10 | Balasore | Balasore | Sectoral girl child | 6.11.02 |
| 11 | Kalahandi | Bhawanipatna | Kalahandi and Nuapada | 9.11.02 |
| 12 | Phulbani | Phulbani | Phulbani and Boudh | 10.11.02 |
| 13 | Khurda | Bhubaneswar | Sectoral- with children | 14.11.02 |
| 14 | Ganjam | Berhampur | Sectoral- Literacy & CE | 22.11.02 |
| 15 | Mayurbhanja | Baripada | Mayurbhanj | 08.12.02 |
| 16 | Nawarangpur | Nawarangpur | Nawarangpur and Koraput | 03.12.02 |
| 17 | Keonjhar | Keonjhar | Sectoral Tribal Education | 08.12.02 |

Other Districts were clubbed together as per the convenience of the demographic locations and characteristics

A.3.6 Outcomes :

- An extensive, comprehensive and wide range of debate, dialogue and discussions among the cross-section of the population, mainly among the stakeholders, on the Summary Paper of "VISION 2020" and the Opinion Poll Questionnaire of SCERT, in the entire state was made possible.
- Team comprising of resource persons from different districts those lead the consultation meets are available to act as the real feed-backers to the Task Force in terms of analyzing, narrating, advocating and reflecting the exact perspectives of the common people in different Districts as per the thematic focus of respective areas, mainly of the stakeholders, in the context of the formulation of the Education Policy for Orissa 2020.
- District level Networking with Stakeholders in the field of primary and elementary education and interface with PR Institutions, Govt. agencies, NGOs and other institutions and organizations are in the process for collective endeavor for strengthening the primary and elementary education set ups at the local level through Community Participation
- Besides, Audio and Video Documentations of the Consultation meets (Sample Documentations) and Documentation of Interviews of the retired teachers, educationists at the local level, think-tanks and visionaries those who have not received any recognitions yet but sincere in their efforts, teachers, students, parents, VEC Members, Community Members, PRI members, Zilla Parishad Members, Govt Officials and the NGO and Civil Society members are made available to the Task Force to realize and understand the real peoples' perspective and aspirations in terms of the future Education Policy of the State.
- The consolidated report of the state wide consultation meets on "VISION 2020" and the SCERT Questionnaire produced by BGVS-Orissa is submitted to

concerned agencies and the TASK FORCE, hopeful to put certain insights and lights on how, where, when and what the common mass and the stakeholders desire to have and see in the Education Policy Paper of the State Government for next 18 Years

- This exercise of consultation meets in every district/cluster facilitated the stakeholders to understand the vision process and for validating the means of the peoples' participation in policy formulation process of the Government.

A.3.7 Findings :

Primary Education :

Early Childhood Education

- Early childhood centers to be bifurcated - Health nutrition Programme should be managed by ICDS and Academic part should be covered by the Primary Education dept. (Bolangir & Sonepur)
- Pre-Primary education from the age group of 3-5 should be appended to the primary schools. (Khurda & Nayagarh)
- The mother should impart early Childhood education. (Balasore)
- Mother should be educated in moral values, health care, human relationship etc. (Balasore)
- Regular health care and MTA workshops to be undertaken.(Bhadrak)
- Convergence with primary schools and implementation of joyful learning. (Keonjhar)
- The pre-primary education being imparted through the Anganwadi centers is in a devastated condition. In some places they just function like food distribution centers. The pre primary education imparted through the Anganwadi centers is to be strengthened. Efficient workers in Anganwadis are to be appointed. (Malkangiri)
- A supervising squad is to be formed to check the progress of the Anganwadi workers. (Malkangiri)
- ECCE as a unit to be set up in school campus to familiarize the students with school. (Kandhamal)
- Anganwadi, mid day meal system should be reformed. Dry food should be given only to the selected poor/ needy students every week regularly in adequate amount. (Kandhamal)
- Dignity of labour should be inculcated / taught from early childhood (Keonjhar)
- Involvement of Anganwadi workers for collecting data about 3-5 age group children and take steps to enroll them. (Kandhamal)
- Arrange pre-school and crèche facility in urban slums. Regular meetings of parents, slum leaders and teachers should be ensured. (Cuttack)
- Take special measures like cultural and vocational activities to restrict drop out (Cuttack)
- Arrange different schooling/ educational facilities in slums so that appropriate timings can be arranged for each child in the slum (Cuttack)
- ECCE teachers should be a matriculate. (Cuttack)

Access & Approach:

- As per the Government estimation a significant number of villages do not have primary school buildings. We recommended providing those areas with school buildings besides all other amenities including adequate number of teachers (Khurda & Nayagarh, Bhadrak)
- Government has to fulfill the constitutional provisions i.e. right to education. It is the binding duty of Govt. as a welfare state. (Nawarangpur)
- Compulsory education for all up to the age of 12. (Kandhamal)
- (SSS) Swecha Sevi Sikshya Sahayak should be directed to enroll children in large number through personal contact. (Kandhamal)
- Arrange enrollment festivals in the admission session. (Cuttack)
- Incentive in the form of learning materials, dress, foodstuff etc. should be given to the Socially backward Children. (Balasore)
- It should be the compulsory duty of the ward members and Sarpanch to enroll the students of their village in the school. (Kandhamal)
- Special residential institution should be provided for Physically disadvantage students with exclusive provision of conveyance. (Balasore)
- 30% of the children belonging to deprived section should be provided uniforms, food, reading, and writing materials with financial help to the children whose parents income are supplemented by them. (Khurda & Nayagarh)
- Enrolment drives to be taken up with the help of teachers & parents and child tracking system to be developed. Accountability to be fixed up on teachers and parents. (Bhadrak)
- Poverty is the key factor of non enrolment. Since Mid-day Meal supplied is not sufficient it should be increased with free supply of books and dresses along with other learning materials. (Bhadrak)
- A child should not cover over a Km. to attend a primary school. The school campus should be wide enough to create a big and beautiful garden with a playground with provisions of playthings and sports equipments with grant for maintaining the garden. (Khurda & Nayagarh)
- Mobilization of media and motivational arrangement of street play or children festival to attract the out of school children. (Bhadrak)
- Child labour should be eradicated through economic security to concerned family.
- The guardians of poor students to be provided with financial assistance. (Malkangiri)
- Students are to be provided with free dress and reading materials. (Malkangiri).
- The language of children and the teaching learning process should have linkages. (Malkangiri)
- Education is to be learner-centred. (Malkangiri)
- Streamlining of pupil teacher in 25:1 ratio and appointment of teachers. (Bhadrak, Kalahandi)
- The learning environment should be conducive to the learning of students. (Malkangiri)

- As per norm where there is no primary school, new primary schools to be opened for the age Group 6 to 11 for the universalization of primary education. (Balangir & Sonepur)
- PRI Member / Youth / NGO / MTA / (Self-Help Group (SHG) District Administration should be engaged in total enrollment drive. (Balangir & Sonepur)
- Habitations having less than 20 students of age group 6-11 years. One teacher may be provided for the access of Primary Education. (Balangir & Sonepur)
- Identification, Provision of schooling facilities, incentives to be provided to child labours students. (Balangir & Sonepur)
- School programme be adjusted according to the agricultural cycle of the concerned district. (Kalahandi)
- One mobile teacher may be provided for migratory group of children for their access of primary education (Balangir & Sonepur)
- In each village we expect one U.P. School by upgrading primary school or opening new U.P. School by 2020, which will lead to UEF. (Balangir & Sonepur)
- Establishment of special camps for those engaged in household works and timing of the centre as per their suitability. (Bhadrak)
- Provision for safe drinking water, sanitation, teaching aid study material etc. (Kalahandi & Nuapada)
- Mid-day Meal up to class VII student. (Kalahandi)
- Enrolment in primary Schools should be carried out all round the year (Kandhamal)

Content and Curriculum:

- Primary education occupies a vital role among the different stages of school education imparted. The future of a child is moulded at the primary school level. Hence the content of the curriculum should be framed according to his/her interest, ability & learning quality. (Khurda & Nayagarh)
- The curriculum and text books developed by SCERT should be uniformly implemented through out the state with 10% flexibility as per the local specific requirement. Get up and size of the textbooks should be attractive.(Cuttack, Khurda & Nayagarh) Text books in tri colour (Cuttack).
- Curriculum must develop with scientific temperaments and work orientations for establishing self-confidence among the children and parent. (Balasore)
- Introduce Gandhiji's basic education, life related education. (Rourkela)
- Introduction of attractive and activity based curriculum-Co curricular and extra curricular activities. (Bhadrak, Kalahandi, Cuttack)
- Encouraging national feeling through introducing chapters on the example of sacrifice of national heroes. (Balasore)
- Addition of the values of respect for manual labour, Respect for elders, love for the entire mankind irrespective of caste, creed gender should be inculcated among the children. (Balasore)
- The content and curriculum of primary education should always be child-centred. The topic should be carefully chosen to develop values in them (Balangir, Sonepur)

- Importance to the development of the 3 H's (Head, Heart and Hand) instead of the development of the 3 R's (Reading, Writing and mathematics) - Angul
- In the primary stage stress must be given to subjects like language, environment, everyday science health and nutrition. (Balangir & Sonepur)
- In addition to the above it is suggested that physical education and yoga sikhya be introduced from the beginning. (Balangir & Sonepur)
- The books for class I should be so designed that it must be colourful, attractive with illustration. Private bodies should do the textbook publishing & marketing. But the contents should be prepared by SCERT using experts from among the teachers from all regions. (Balangir & Sonepur)

Quality Education & No detention policy :

- Promoting the quality of education in a scientific manner. (Balasore)
- One teacher one-class system should be introduced in primary level. (Cuttack)
- Mother tongue should be the medium of learning followed by Hindi & English. (Balasore)
- Annual class examination should be there with no detention policy up to the class III. Detention at this level can be done, if desired by the parents. (Khurda & Nayagarh)
- No detention should be in elementary education i.e. till class VIII to achieve full literacy. (Balasore)
- Only trained persons should be given responsibility of teaching. (Cuttack)
- Universal set of curriculum in each level. (Balasore)
- Introduction and regular maintenance of Health-register. (Malnutrition etc.) (Balasore)
- Vocational education should be introduced at the upper primary level. (Balasore)
- All primary schools should be equipped with required number of teachers as per the present norm of pupil teacher ratio. School building and child friendly environment and other infrastructure facilities must be available, as these are the pre-requisites of quality education. (Balangir & Sonepur)
- Each school should be provided with adequate teaching learning equipment and teaching learning material and above all the teaching work should be periodically supervised by centre school Headmaster, CRC, Retired teachers. Giving them awards and incentives should encourage the good teachers. (Balangir & Sonepur)
- For the below average students, remedial teaching, bridge course, programmes should be undertaken for universal retention. (Balangir & Sonepur)
- So far as no detention policy is concerned it is felt that, aforesaid steps should be taken so that there will be least chance of detention of students in a particular class & the minimum level of learning (MIL) must be achieved. (Balangir & Sonepur)
- However, it is suggested to categorize the students by rating scales to enable the teacher and parents to identify the students and to take remedial measures. The categorization should be done so carefully that it must not give rise to complex problem among the students. (Balangir & Sonepur)
- No detention policy should be removed after a particular stage. (Kalahandi)

Girl & Socially Backward Children:

- Discriminatory behaviour towards girl child should not be there - gender sensitization to parents & teachers is required. (Nawarangpur, Balasore)
- Encourage incentive system for girl child education. (Balasore, Balangir & Sonepur, Nawarangpur)
- Distance norm and location is a major negative factor in term of access to education among girl children and needs to be changed (Balangir). Education should be carried to the doorstep of female children. (Khurda, Nayagarh, Keonjhar, Balasore)
- Specially in tribal belt, residential schools must be established at a centrally located place for a cluster of villages. (Kalahandi & Nuapada, Keonjhar)
- Display of tribal culture / folk dance / drama riddles in shape of painting as well as materials. (Keonjhar)
- Residential school for girls/socially backward children, and orphanages schooling facilities at sub-divisional level (Balangir & Sonepur)
- Vocationalization of education to be done at the upper primary school level. (Balangir)
- Joyful learning with tribal context. (Keonjhar)
- Special attention is to be given on the deprived section where the rates of enrollment is low like girl children, SC/ST, disabled, socially deprived section like children of leprosy patients. (Bhadrak)
- Establishment of residential schools in some SC pockets. (Bhadrak)
- Establishment of learning centers for girl of minority community, street children, special camps for migrating families, alternative schooling and seasonal schools / camps to be established. (Bhadrak)
- There must be a special school in every Gram Panchayat with vocational education and financial incentives. (Nawarangpur)
- Special facilities for scattered habitation in tribal pockets - like residential Alternative Innovative Education Programme. (Keonjhar)
- Exposure visits to children to widen their outlook. (Keonjhar)
- Study materials and uniform should be provided to the needy and poor students. (Kandhamal)
- Social awareness against caste feeling should be generated in order to encourage the students of backward class. (Kandhamal)
- Establish special residential schools for meritorious girl children. (Balasore)
- Remedial teaching for weaker girl children. (Balasore)
- Arrange separate but joyful teaching learning for child labours as per their time suitability. (Cuttack)
- Free books, food and dress should be provided for child labour students. (Cuttack)
- Enforce child labour act and new laws to restrict child labour in the state and ensure education up to 14 age group. (Cuttack)

Physically Disadvantaged:

- Identification and arrangement should be done to give access to all disabled children (Cuttack)
- In each block level Residential School for Physically Disadvantaged children may be opened
- Reservation quota should be enhanced.
- Arrangement of teachers aids and appliances for disabled children. (Bhadrak)
- Facility of integrated education for physically handicapped children in general schools with proper aids. (Nawarangpur)
- For cerebral palsy (Mentally retarded & blind children) there must be special schools in district level. (Rourkela & Nawarangpur)
- Arrange open school system for disadvantage students (Cuttack)
- The system of disabled education should come under education department instead of Welfare Department. (Cuttack)
- Free and compulsory education to the disabled irrespective of their disability.

Migrant Children:

- Survey should be done in the migration area and appropriate timing should be arranged. (Balangir, Cuttack, Ganjam)
- Special bridge courses should be introduced in work places (Cuttack)

Teachers Recruitment and Training :

- Teachers recruitment not only on the basis of educational achievement but also on the basis of attitude and interest (specially to be conducted by an autonomous agency) - Balasore, Bhadrak
- Teachers must be appointed from the local area. If proper educated candidates are not available, then special measures should be taken to provide better training to 2/3 local candidates. (Kalahandi & Nuapada)
- In teachers recruitment stipulation of ORV act may be followed taking the revenue district as an unit & keeping provision for reservations as per demographic composition of the concerned district. (Khurda & Nayagarh)
- Teachers recruitment system should be uniform in pattern and it should be done through legislation for a definite period not less than 10 years. Any amendments on that legislation to be contemplated by the state should be made basing on expert opinion. (Rourkela)
- Rationalization of salary structure starting from primary to higher level of education to attract the talented or gifted teachers to primary section. (Kalahandi)
- Vacancy in various levels must be filled up immediately. (Balasore)
- To ensure education required number of schools as per statistics should be opened. (Balasore)
- Recommendation on teachers training in the draft report of the task force should be implemented properly. (Balasore)

- Persons having positive attitude and interest should be chosen for the noble job of teachers and there should be no difference among the teachers working in a similar situation/condition in respect of service condition, salary etc. (Balangir & Sonepur)
- Teacher absenteeism should be checked through supervision by the department officers / community. The good teachers should also be awarded. (Balangir & Sonepur)
- Teachers' exposure to model schools. (Bhadrak)
- In each year, at least 30 days in service training/refresher training should be given to teachers with the support of teachers handbook. (Balangir & Sonepur)
- Pre service and in service/refreshers training and continuous orientation for subject teachers. (Bhadrak)
- Establishment of Block resource center/cluster resource centers/library and laboratory facilities (Bhadrak)
- Special incentives or priority should be provided to teachers serving in the remote or tribal areas. (Kalahandi)
- Special emphasis should be given to develop punctuality, discipline, and accountability in the training/ refresher courses. (Rourkela, Nawarangpur)

Good Governance :

- Good governance is necessarily required to manage educational infrastructure such as building, teachers, teaching aids & materials etc. and human power by the government (Balasore)
- System of administration/ Supervision should be changed. (Balangir). Administration of education should be free from Govt. controls and should be conducted by an autonomous body. (Khurda & Nayagarh)
- Non-educational work should not be given to administrators / Supervisors / Teachers. (Sonepur & Balangir)
- Entire primary education should be handed over to P.R.I (Sonepur and Balangir)
- Activation of center school activities / review meeting of headmasters in school level. (Bhadrak)
- Accountability of teachers and evaluations of teachers performance. (Bhadrak) Rewards and incentives should be given to the deserving teachers. (Nawarangpur & Angul)
- Model conduct for teachers must be prescribed (Bhadrak)

Factors affecting good governance :

1. **Infrastructure**
2. **Attractive school environment**
3. **Involvement of community in school management**
4. **Capacity building of teachers**
5. **Strong monitoring and regular supervision**
6. **Provision of adequate teaching learning materials**
7. **Well coordination among various organizations of education**
8. **Education desk (Unit) should be separated from block**
9. **Headmasters supervisory note should be given importance**
10. **Hierarchical monitoring and supervision from school to college and their coordination**
11. **Quick disposal of teachers problem**
12. **Well equipped staff.**
13. **Supervisors should have adequate knowledge and they should have positive attitude and good will.**
(Nawarangpur Consultation)

- Supervision team should be formed on area basis with mobile facilities. Supervisory and teaching staff should not be engaged in other work. (Nawarangpur & Rourkela)
- Management training should be imparted to Headmasters & special training for Village Education Committee. (Nawarangpur)
- Administration and supervision of the schools should be done by the Education Department. (Kandhamal)
- The educational activities in school should have proper co-ordination between child teacher-parent. (Cuttack)
- District cadre system, District Board of Education should be constituted and management should be handed over to them. (Khurda, Cuttack)

Community Participation and Ownership:

- Primary Education should be monitored by the community but managed by the government. (Balasore)
- The community ownership feeling is to be restored, then only ownership for institution will come. (Balangir & Sonepur)
- Community should be empowered with certain administrative power. (Balangir & Sonepur) There should be community verification on the functioning of the school and teachers. (Nayagarh & Khurda)
- Government is the financing and service security authority whereas local people need to have their participation. (Nayagarh & Khurda)
- Involvement of guardians in the day to day management of the institutions and on the improvement of teacher-student relationship. (Angul)
- Government ownership should prevail along with community participation & management. (Nawarangpur, Kalahandi, Rourkela)
- Handing over education to community as envisaged in Sarva Shiksha Abhiyan should be encouraged. (Keonjhar, Phulbani, Sundargarh)
- Orientation to VFC members.
- Ensuring more participation of PTA like
 - a. Development of corpus fund.
 - b. Organization of sports/painting/drawing/song/debate etc.
 - c. Celebration of national festival involving parents
 - d. Apprising child performance in regular P.T.A meeting. (Keonjhar Consultation, Kalahandi)
- There should be one committee (Village development committee) and it should be reformed every year where minimum 50% women members should be included. (Kandhamal)
- Social audit of the school expenditure and school functioning. (Kalahandi)
- VEC / Panchayat should recommend the salary slip of teachers. (Kalahandi)
- Government should arrange orientation programme for the office bearers of VECs. (Kalahandi)
- Make VEC a part of Palli Sabha. (Kalahandi)
- VEC should be made free from all political religious or communal bias. (Cuttack)

Private Schools :

- Private Schools shouldn't be encouraged and existing schools should be guided by the state. (Balasore)
- Private schools may be opened and encouraged but state government assistance not to be provided to them. (Balangir & Sonepur)
- Private schools should carryout the same curriculum as provided by the state government. (Balangir & Sonepur)
- If at all, government fails to establish a school, the private management may take it up wherever necessary. (Nayagarh & Khurda)
- Only educationalist should (i) formulate the syllabus (ii) participate in appointment of qualified teachers (iii) manage schools (Angul)
- Supervision side should be strengthened, so that the quality of schools will improve. (Nawarangpur)
- Privatization of school education should be stopped. (Kalahandi, Rourkela, Keonjhar, Balasore)

A.3.8 Secondary Education :

Access and Approach :

- To accommodate all the students coming out from upper primary schools successfully, there should be a provision of one high school among 3 'or' 4 nearby feeder U.P. Schools. The distance is confined to within 3 Km. and Panchayat may be a criteria. (Balangir & Sonepur)
- Creation of friendly and attractive environment (Friendly attitude of teachers to the student, sufficient attractive playing materials, time flexibility, parents positive attitude, sufficient school area (Nawarangpur & Rourkela)
- Flexible timing for special schools for learner of all ages. (Kandhamal)
- Provision for residential school may be made for SC, ST & physically handicapped & economically backward girl children. (Balangir & Sonepur)
- Free supply of reading and writing materials including uniform for ST, SC & backward children. (Balangir & Sonepur)
- There should be a common educational policy up to secondary stage for all caste, religion, gender & tribe under the same administrative, academic control & supervision. (Khurda & Nayagarh)
- Special attention should be provided to attract the girl students by establishing Kanyashramas / residential schools. Girl hostels be established in higher secondary schools for tribal girls (Kalahandi)
- Income generating activities should be introduced in schools for child labour especially, so that they can earn their livelihood. (Kandhamal)
- Education for self-improvement & self-employment, not for jobs. (Kandhamal)
- Adoption of integral education which includes physical, mental, vital & spiritual education. (Kandhamal)

- Arrange motivational programmes and orientation of parents through Self Help Group for a better retention of girl children (Balasore)

Quality Education and Vocationalization:

- Intensive training programme for every teacher. (Balangir & Sonepur)
- Scope of sharing among all teachers, Supervision & appreciation mechanism should be developed. (Balangir & Sonepur)
- Inculcation of human values in secondary level should be given priority through supplementary reading materials like jatak stories and epics etc. (Kalahandi)
- Strengthen science education (Nawarangpur, Rourkela, Kalahandi)
- Computer assisted instruction (CAI) (Kandhamal)
- Good library facilities to be provided (Cuttack)
- Work culture & vocationalization should form an integral part of secondary education. Such vocational education to be included as earning while learning. (Balangir & Sonepur, Bhadrak)
- Quality education should be imparted to all students basing on optimal productivity supported by moral & spiritual education (Khurda)
- Quality education should be imparted in science, mathematics and language education and new methodologies should be developed.(Cuttack)
- Vocational education should not be included in general education. There should be a separate school to imparting vocational education to the students basing on their options (Balangir)
- Professional and occupational skills to be developed, so that students can switch over to parental profession immediately. (Bhadrak)
- Tailoring, House keeping, Toy making, TV, Automobile works repair of electronics items to be included to provide vocation after education. (Bhadrak)
- Pre-vocational concept can be undertaken at class IV and V. (Keonjhar)
- Inclusion of our cultural history in the syllabus of the secondary schools (Angul)
- Vocationalization of education should begin from secondary level and vocations should be related to local needs & resources. However new vocations like IT & other professional courses/ methods are to be introduced. (Kalahandi)
- Restriction on teacher absenteeism. (Keonjhar)
- Education should relate to the life style of the community. (Keonjhar)
- The holidays according to the local needs.(Keonjhar)
- Vocational training after class X. (Kalahandi)
- Vocational education should be integrated in normal school system. (Cuttack)

Quality Education : Tribal context

1. **Work oriented education**
 2. **Special training to teachers working in tribal pocket.**
 3. **Change of curriculum-Introduction to tribal culture / habits / environment / lifestyle.**
 4. **More incentives to schools under SIG and TLM**
 5. **Special support system to teachers in inaccessible area.**
 6. **Supply of bilingual books**
 7. **Conduct of science exhibition and cultural meet - tribal context**
- (Keonjhar consultation on tribal context)**

Remedial Education for Specially Backward Students and Model Schools for Gifted Children :

- The community organizations & N.G.O may take up remedial schools/classes. (Balangir & Sonepur)
- Special class beyond school hours and during holidays for students who are specially backward in learning. Peers group teaching to be encouraged. Gifted to teach the slow learner and backward. Camps for backward students by educated local youths/ex-students beyond school hour may be arranged regularly. (Bhadrak)
- Special schools for gifted children is needed. (Balangir & Sonepur)
- Vocational education should be given to the backward students for their future livelihood. Government should provide scholarship to such students
- Special coaching, discussion with experts to be arranged, electronics aid to be provided along with provisions for scholarship/recognition/awards for the meritorious and gifted students. (Bhadrak)
- No model school for gifted but all schools to be model schools. (Bhadrak)
- To cater to the needs of migratory population from the district, residential school facilities, bridge courses should be provided. (Kalahandi)
- One model school in each block should be set up with all facilities to cater to the need of unique / extraordinary talents found in the block (like sports, art, music, handicraft etc.) (Kalahandi)
- Sparing more time by teachers and organizing special coaching classes for successful for future examinees in the HSC Examinations which would earn some re-inforcement to teachers concerned. (Kalahandi & Nuapada)
- Bridge the gaps between coastal and western districts. (Kalahandi)

Teacher's competence and increasing their motivation:

- Intensive training both on teaching & academics should be imparted to teachers. Periodical training to the teachers for upgradation of their teaching skills. (Balasore, Nayagarh, Khurda, Balangir)
- Programmes for developing interest and sincerity in teaching. (Cuttack)
- For motivation, good teachers should be rewarded. Promotion & regular payment of salary be enforced in time.
- As regards untrained teachers, they must be given training for sixty days in two spells through distant education or contact cum-correspondence courses. (Rourkela, Kandhamal, Balangir)
- The primary teachers should be free from all government and non-educational activities like, census, election, photo identity etc. (all consultation)
- Transfer regulation of teacher must be followed for healthy academic business (Keonjhar, Kalahandi)
- Fixation of responsibilities based on achievement of students. (Kalahandi)
- Teachers should be appointed on the basis of their character & ideals, not merely on the basis of their academic degrees. (Kandhamal)
- Release teachers salary regularly. (Kalahandi)

Examination Pattern :

- The present system of examination does not reflect the real merit of the student. There should be provision for internal assessment through continuous and comprehensive evaluation. (Balangir & Sonepur)
- Monthly, Quarterly, Half-yearly & Annual examination should be conducted regularly & this evaluation papers should be returned to the students/ parents. Pupils securing good marks should be awarded in the school annual function. (Nayagarh & Khurda, Bhadrak, Balasore)
- Oral examination to be given importance and a cumulative record may be maintained. (Bhadrak)
- Practical examinations on certain specific subjects to be taken up in secondary schools.
- Evaluation of character and behavior of students by teachers and linking it with grades
- Grading may be awarded in examination. (Keonjhar)
- Essay type question be introduced again. (Kalahandi)
- Quarterly class examination pattern should be introduced instead of half yearly. (Cuttack)
- Gradation should be introduced and no detention may be allowed. (Cuttack)
- Only experienced teachers should evaluate Answer Papers of HSC Examination. (Cuttack)

A.3.9 Universal Literacy :

Strategy for female, tribal and low literacy areas:

- Massive awareness, motivation and capacity generation (Balangir)
- T.L.C, P.L.P. and C.E. to be integrated and as a whole. They should take care of local needs, problems and aspirations. (Khurda, Nayagarh, Nawarangpur, Malkangiri, Kalahandi, Mayurbhanj)
- A perspective long plan for 05 years may be prepared for each district, block and village with a provision for a learning center. (Khurda)
- Survey is to be conducted (door to door) according to age-group, continuing education centre, educational and economical background. (Nawarangpur)
- Women SHGs may be treated as a medium through which Orissa can reach a significant portion of female literacy by 2007 A.D. (Balangir, Khurda, Keonjhar, Ganjam)
- At least one literacy centre may be set up in every village within one km. Of radius.
- Girl children in the age group of 11 to 14 may be included for these benefits and steps may be taken to check / dropouts from schools. At the same time bridge courses may be designed for their easy entry into school at the level of class VI. Besides this govt. should provide all technical and financial support for conducting examinations. (Khurda, Balangir)
- People from local area interested in literacy programme may be recruited by the PRIs and paid honorarium to make the programme a success within a particular timeframe. (Nawarangpur)
- Incentives provisions like:

- Remuneration to volunteers
- Infrastructure development in the village.
- Free dress and study materials to the girl & women students.
- The basic input for such campaign must relate to the culture and language of the area
- Tribal literate women should enjoy the privilege of sending one of her children to Navodaya Vidyalaya or special schools.
- Volunteers should be given special scope in various govt. programme
- Prime Minister's Gram Udyog Yojana to be undertaken for the people involved in literacy campaign
- Linkage of anti poverty programmes with the literacy achievement.

Universal literacy
Category: Non-literate
 First group-6-12 age group of girl children
 Second group-13-18 age group of girl children.
 Third group-19+ age group of girl children.
For first group:
 Mass scale awareness for women education
 Micro level survey, - enrolment drive
 Strengthening anangwadi centre.
 Parent motivation, - creating interest among children, exposure, culturally, sports, competitions, Attitudes change, Education for life.
For 2nd group- 13-18 age group
 Adolescence education (Doctor, ANM & teacher), Vocational knowledge agencies (Government, NGO, Entrepreneurs)
For 3rd Group- 19+ Age group
 Health education, Economical education
 Social status, SHG (micro trade), voice against exploitation, exposure, village library
 Entertainment (Audio visual aid)
 Knowledge of marketable product
How to address the Semi-literate:
 Forming clubs, Organisations
 Motivation, Education through Arts & cultural activities recognition.
Non-literates in production:
 Agriculture labourers, mining labourers, Hawkers
 Education through occupational programme, knowledge be imparted through technology & tools, centres be established on need base, community centres be installed.
How to address migrants:
 Migrants are seasonal and temporary.
 Education to be extended according to their time and availability.
 (Thematic consultation-Berhampur)

Demand Generation and Peoples Movement for Universal Literacy:

- For the success of literacy campaigns, empowerment of women & mass mobilization should be the first priority. (Balangir, Nayagarh)
- Literacy should be considered as a tool for empowerment and development. (Balangir)
- Some successful & ideal T.I.C centres be taken as examples for other village areas. (Khurda & Nayagarh)
- A peoples movement for universal literacy involving community, NGOs, individuals and teachers of elementary schools and some other organizations be undertaken. (Khurda)
- The literacy certificate holders should be entitled for special incentives (Viz-Loan subsidy- financial assist etc), awards and grants. The literacy certificate should be valid for all purposes. (Kandhamal)

Strengthening Zilla Saksharata Samiti (ZSS) / State Level Mission Authority (SLMA) and Involvement of PRIs:

- Panchayat to be a unit & center of literacy It is to be empowered to coordinate within its jurisdiction (Malkangiri)
- Z.S.S. should be allowed to function as an autonomous body (Berhampur)

- The SI MA should be vested with more powers and functions. Literacy scenario varies from district to district SI MA is to act accordingly. The S.I.M.A. should be expected to work according to its plan & procedure in time without any delay. (Berhampur)
- The existing Z.S.S. pattern to be restructured by involving PR representatives at district and block level (Balangir & Sonepur)
- At the village level the role of Gram Panchayat Sakshyarata Samiti may be the local organization to execute this programme and at the district level, the Zilla Sakshyarata Samiti should be entrusted for policy framing, planning, training and implementation. (Khurda & Nayagarh)
- Funds should be released by the ZSS to PRI's (Village) under the supervision of local high school Headmaster or eminent retired / educationist of the area who may be recruited to supervise the programme by the ZSS. (Nawarangpur)

Teaching Learning :

- Bilingual books and study materials belonging to their local language.
- Topic of the study materials should include local history, culture, short stories relating to their tribe and also tribal songs etc.
- Preference to be given to instructors of their locality who knows the local tribal language.
- Lady Instructor will be preferred for female centers.
- Instructor may be selected according to their competency preferably matriculate.
- The study materials and books may contain livelihood issues, health, economy and local social issues.
- Group orientation programmes on traditional skill development and income generation, agriculture activities may be included in study curriculum
- Other training and skill development of SHG for commercial benefit may be incorporated with the programme
- SHG and local peoples institutions for empowerment of tribal and vocational skill development opportunity for women in tribal communities
- Access to appropriate tools and technology to make best use of available resources and make them aware of marketing techniques of their tribal products.
- Above all massive awareness programmes are required to motivate the tribal towards education.
- Women exchange programmes (Socio cultural exchange programme) for exposure and other activities for more interaction between different communities may also be taken up
- Centers may run according to time suitability of the learners
- Resource teaching learning materials relating to the tribal language may be prepared for use in respective tribal centers.
- Literacy programme should include protection and preservation of forest products and best land use etc. for education among tribals.

A resource team specially for tribal education may be formed for tribal education in a district.

Consultation report on Tribal literacy-Berhampur

Convergence of Educational Activities and Synergy of Developmental Activities :

- Instead of putting the entire burden of development & literacy on the shoulder of district Magistrate a nodal body accountable to Zilla Parishad may be created out of the existing Government department / ZSS at district level.

Rural Library Movement:

- All the income tax payee of Govt. of Orissa should pay 0.5% of total annual income towards funding & arranging library movement in Orissa. Library to be setup at the Panchayat level.
- Rural libraries may be established with books like the Ramayan, the Mahabharat, the Koran, The Bible, Chaitaparab, and storybooks including newspapers with a television or radio set. (Nawarangpur)
- Establishment of village library, provision of fund for regular improvement to the library. The library should contain all sorts of books, on (Religion, culture, medicine) 2 periodicals on the current problems & prospectus. (Kandhamal)

- Magazine should be published based on the problem & prospects of the villagers in the home district. (Kandhamal)
- Seminar and workshops should be regularly organized on various topics related to their day to day life (like agriculture, horticulture) (Kandhamal)
- Book reading festival and good materials for neo-literates (Nawarangpur).

ISSUE: 1 :

Availability of further reading materials and post-literacy programme.

ISSUE: 2 :

Availability of multiple literacy as critical input for all social and economic activities within the society

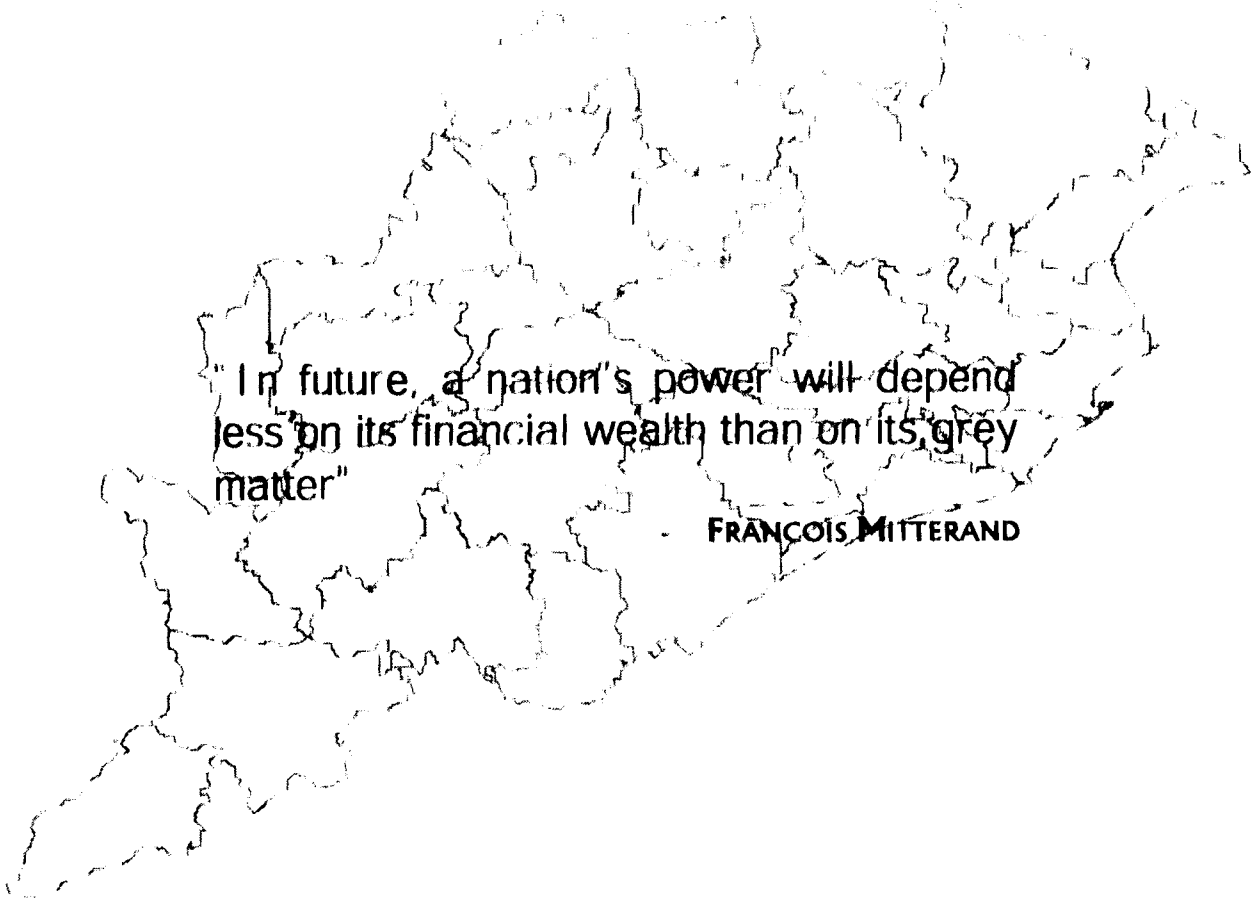
ISSUE: 3

To create awareness towards empowerment and better life changing the motives and attitudes of the people of the particular area. (Thematic consultation-Berhampur)

Life Long Learning and Skill Development:

- All the technical functionaries of the district to be involved in the literacy campaign and extend their technical support to the people (Khurda & Nayagarh)
- Skilled persons of different categories may be placed under ZSS who will impart training by moving from place to place in an organized way. (Nawarangpur)
- Development of literacy and requisite skills of parents of child labour. (Cuttack)
- Life-long learning may be encouraged among the neo literates.





"In future, a nation's power will depend less on its financial wealth than on its grey matter"

FRANÇOIS MITTERRAND

CHAPTER I

THE VISION

In the 'global village' of today, what is Orissa's position? Does Orissa have a self-image or identity of her own, other than being identified as the land of Jagannath, and the famous Sun Temple of Konark? Or, as one of the poorest states of India where nearly 50 per cent of its population live in absolute poverty, despite vast natural, physical, and human resources? What is Orissa's 'brand equity' in the global market place? How many of our children know, or remember, that our forefathers from the land of Kalinga negotiated the turbulent oceans in the eighth century A.D. and establish the 'silk route' to China, as pioneers of maritime trade, as emissaries of peace and goodwill to far off destinations in South-east Asia including Bali, Java, Sumatra, and Borneo? How many among our children know that Yuan Chwang visited Kongoda in the seventh century A.D.? In his accounts of Odra Yuan Chwang mentions two important places, *Che-li-ta-lo* and *Pue sie-po-ki-li*. Yuan Chwang's accounts indicate that Kongoda was a powerful kingdom at the time of his visit; he tells us that the country of Kongoda of which Sailodbhavas were the rulers, possessed a vast army which kept the neighbours in awe. Kosala, Utkala and Kongoda were united under one rule by the Somavamsis. Yuan Chwang also observed that the language of the Odra country differ from that of central and northern India.¹

Do we bother to tell our children that the inhabitants of Kalinga and Odra were daring sea-farers, who not only built great monuments, but also excelled in the martial arts? How many among our children know that a dashing young pilot from Orissa in 1948 reached Jog Jakarta, flying solo to rescue the Indonesian Prime Minister Dr. Sahariar and Vice President Dr. Md. Hatta from Indonesia by a single seater dakota plane and brought them to Delhi? And that act of exceptional bravery was the prelude to the dawn of independence of Indonesia and its liberation from Dutch colonial rule in 1949.

What is our vision of Orissa in the year 2020?

Our vision of Orissa in 2020 encompasses Orissa as a whole - and the sum total of all its parts and regions, free from hunger, fear and ignorance. We would wish to see Orissa as one of the most prosperous and developed states in India, modern in outlook and mind-set; a knowledge society, where all our children have access to good education and health care, comparable with the very best in the world; where all adults have opportunities for training and skill development and pursuit of life-long education; where the potential and creative energy latent in our people find opportunities for utilisation in the rapid development of the state. We envision Orissa in 2020 with a strong economic base, conducive to accelerated agricultural growth and productivity; a sound industrial base with well-developed infrastructure which provides the competitive edge to all manufacturers for marketing their products; science and technology which encourage innovations in production techniques and place emphasis on quality in a holistic ambience of sustainable development.

If our vision is to make Orissa the most developed and prosperous state in the country by 2020, we shall have to strive to provide for a world-Class education system in the state. And the time is now.

Education is a bridge to the future. All education springs from images of the future and all education creates images of the future (Alvin Toffler). Education should be the means towards preparation for the future. We must understand the future we are preparing for. One gets a glimpse of the future from the images of the future depicted in the following paragraphs.

¹ *Krushna Chandra Panigrahi, History of Orissa*

"We are moving into, not an Age of Information as is the currently popular belief, but the Macro-industrial Era, wherein humanity will extend, expand and enhance its productive capabilities and its very presence in the universe, with the central activity being the production of tangible objects of value. The first dimension over which humanity will extend its control during this era is time. For example, we are radically extending the human life span. Break through in medicine, surgery and biotechnology will enable humans to live well past the age of 100. The human genome project is making it possible to locate and replace defective genes with healthy ones.

"Human beings will expand time in other ways. The introduction of super fast transport will enable individuals to expend less time travelling and more time to accomplishing other goals. The super train operating at speeds of 300 miles per hour, will greatly transform our concept of 'commuting time', allowing us more time for work and leisure".

"The transportation issue provides a good example of the fundamental philosophical difference between the Information Age concept and the Macro industrial Era idea. Proponents of the Information Age concept claim that the main goal of our society should be rapid transmission of information from one site to another..... the major focus of society in the Macro-industrial Era will be the quick and efficient transportation of people from one continent to another.. (to enable) rapid relocation of members of the workforce.. Moreover, if individuals are to become truly global citizens who appreciate other cultures and cooperate across borders, they must have the opportunity to personally visit other countries and interact with their inhabitants".

"Nothing stands as a trademark of the Macro-industrial Era more than the redefinition of the concept of size. Malaysia's new Kuala Lumpur City Centre twin towers is today the tallest set of buildings..... the proposed Houston tower will reach 1.3 miles high. These structures incorporate wholly new architectural principles that make them wind and earthquake resistant".

"On the horizon are irrigation projects that will move bodies of water so large that their translocation will lead to the creation of new lakes. Japanese companies seeking to buy massive areas of land in central Australia will make these areas inhabitable by using irrigation, desalinization and other macro-technologies".

"International space programmes and projects such as space stations the size of football fields and space cities on the Moon and Mars will clearly establish new standards for the dimension of size in the Macro-industrial Era. But such projects pale by comparison to the process of terra-forming. This novel concept refers to a process whereby we transform the atmosphere and living environment of a planet or other body so that it closely approximates living conditions on Earth. By doing so, we can establish permanent colonies throughout the solar system and eventually the galaxy. The new era's redefinition of size will occur in two directions - the colossal and the mini-scale. The nano-technology revolution will enable the development of computers, assemblers and machine parts the size of atoms and molecules which will be used to build everything from spaceships to body parts. They may even play a role in cleaning toxic wastes and polluted oceans".²

We may disagree, but there should be no difficulty in forming a mental picture of the relative importance of things that spring from the images of the future. Education is an instrument of change. Development of a knowledge society would call for education of

²Michael G. Zey in *The Futurist*, with permission of the World Future Society, 1997

comparable standards and quality. In the knowledge society of the twenty-first century, education will be increasingly valued as an end in itself and not as a means to an end.

The attributes of 'world Class'³ are :

concept;
competence; and
connection.

* **Vision is to make Orissa the most developed and prosperous state in the country by 2020**
* **To provide for a 'world-Class' education system in the state for all children.**

Applying these attributes to education, it is our considered view and conviction that :

- There should be a paradigm shift from schooling to learning with emphasis on continuing life long education.
- Expansion of learning facilities, and universalization of education, enhancement of learning capabilities and increasing 'core competence' of the learner
- Education in school must include a component of training and skill development with emphasis on increasing productivity and work ethic.
- The school, the main portal of learning must be strengthened, duly supported by alternative methods of learning through non-formal approaches to education.
- Improvement in the standard of education and Total Quality Management (TQM) at all levels which should make our schools comparable with the very best in the world

The future of a nation depends on the education of people and development of its human resources potential.

Education is the cornerstone of economic growth and social development. It contributes to economic development through increased national income and individual earnings (Theodore W. Schultz). Education is not only of direct importance to living (for example, in broadening a person's horizon of perception and thought), it can also influence the conversion of other entitlements into human abilities, for example, conversion of income into nutritional capabilities : Drèze and Sen (1989). Education is the principal means of promoting the welfare of the individual and quality of life. Education is the only instrument available for socio-economic transformation.

Education improves the productivity of the labour force, enhances individual earnings, raises national income, reduces poverty and improves income distribution. In terms of physical productivity, say in agriculture, the positive and significant relationship between education and growth holds good. The study of Robert Solow in 1957 reveals that nearly nine-tenth of the growth of per capita income in the USA over the four decades up to 1949 was due to technological progress. Only one-tenth could be attributed to capital and labour⁴. Non-economic factors as input for economic development are equally important, if not more.

The relationship between education and development is not unidirectional. Education contributes to development, and development of the economy contributes to further

³ Rosabeth. M. Kanter, *World Class*.

⁴ Solow R- *Technical Change and the aggregate production function. Review of Economics and Statistics (Cambridge Mass) Vol. 39 pp. 312-320 as quoted by Surendra J. Patel, Third World Covers Education Distance 1950-81, Mainstream March 29, 1986*.

development of education. This bi-directional relationship is very important in understanding the role of education in development (Tilak, 1993).

Real education has to draw out the best from the boys and girls to be educated. This can never be done by packing ill assorted and unwanted information into the heads of the students. It becomes a dead weight crushing all originality in them and turning them into mere automata (Mahatma Gandhi : Harijan, 1 December 1933). Education will be perceived as a value in itself, which will continually be assessed by the society. Quality assurance in education will be the most essential requirement rated highly by the society. The ethos of the school will be to carry the value of education to the people who pursue it as an end objective. The school, the child goes to should demonstrate the future of education, its goals and objectives. Students of our schools will not be "Parrots", but inquisitive practitioners of knowledge and skills possessing valuable habits of mind, as well as sound and practical information. In his play, the Parrot's Training, Rabindranath Tagore compared schools to cages; though golden, these offer no joy to captive birds who are stuffed daily with dry words, devoid of flight or feeling. For minds like wings, only soar when they are allowed to open. We have lost the thrill of listening to bird-song or watching the resplendent sunrise. Pleads Tagore : "The overgrowth of things creates confinement for man. The nest has an easy relationship with the sky. The cage banishes what lies outside. Yet modern man is busy building his cage, surrounding himself with things". Education should be a gift of wings - its rich potential in harmony with the divine order of nature: "Wholeness unites truth, beauty and goodness in one majestic symphony" (Marjorie Sykes).

*vidya vina mati geli
mati vina gati geli
gati vina vitta geli
vitta vina shudra kache,*

said Mahatma Jyotirao Phule whose death centenary was observed in the year 1990-91.

For want of education, intellect was lost;
for want of intellect, morality was lost;
for want of morality, dynamism was lost;
for want of dynamism, wealth was lost;
for want of wealth the *shudras* were degraded (demoralized);
want of education (being uneducated) has caused all these disasters !

(The Cultivator's Whipcord)

Simon Bolivar (1783 - 1840), in a letter dated January 19, 1824 to his tutor Simon Rodriguez, expressed "You educated my heart to liberty, to justice, to greatness, to beauty".⁵ Pericles (430 BC) in his famous "funeral speech" exhorted his fellow Athenians, to be "lovers of beauty without extravagance and lovers of wisdom without unmanliness". According to Plato, education is meant "not to fill an empty vessel but to turn the eye of the soul towards light".

⁵ Simon Bolivar pushed the Spanish out of South America, wrested from Spanish domination an empire five times more vast than all of Europe, led twenty years of war to keep it free and united and governed it with a free hand as President of Bolivia, Colombia and Dictator of Peru

These statements underline the importance of the teacher in the society - *acharya* or *guru*, as our ancients addressed him, who liberates our mind from ignorance - *sa vidya ya vimuktaye*, and leads the mind to truth and beauty - *chaksur unmilita yena tasmei sri gurave namah*. Education inculcates self-discipline. Self discipline gives strength. To one so strengthened, knowledge gives immortality - *atmana vindate virya vidyaya vindate amritam* ('Kena Upanisad). The aim of education is to emancipate the mind from the tyranny of prejudice - personal, social, national, religious, linguistic, racial, ideological - "to clear mental cobwebs" and "put the minds in order" (Radhakrishnan). The Taittiriya Upanisad (first *valli*, eleventh *anuvaka*, *siksha adhyaayaah*) brings home to us the essence underlying education and the objectives of education which are related to life and are relevant even today :

| | | |
|--|---|---|
| <i>satyam vada. dharma cara</i> | : | Speak the truth. Do your duty. |
| <i>svaadhyayaatma pramadah</i> | : | Engage yourself in your studies without neglect. |
| <i>satyam na pramaditavyam</i> | : | Do not swerve from truth. |
| <i>dharmaan na pramaditavyam</i> | : | Do not swerve from your duty. |
| <i>kusalan na pramaditavyam</i> | : | Do something useful in the social economy. |
| <i>svaadhyaya pravacanabhayam na pramaditavyam</i> | : | Achieve greatness, and do not fail to refresh your memory in respect of what you have learnt. |

(Translated by C. Rajagopalachari)

"The culture of the soul", said Radhakrishnan, is sadly missing in the system. A human being must imbibe the "qualities of *dama* (self-restraint) *dāna* (sacrifice), and *dayā* (compassion). There is nothing objectionable in the attitude of "advancement in life", but to imagine that education for livelihood is to take a restricted view of its function (S. Radhakrishnan).

Education is an investment in our children and preparing them for the world of tomorrow. One should recall what Gopal Krishna Gokhale said while introducing the Elementary Education Bill in 1911 in the Bombay Legislative Council :

"My Lord, an American Legislator, addressing his countrymen more than half a century ago, once said that if he had the Archangel's trumpet, the blast of which could startle the living of all nations, he would sound it in their ears and say, 'Educate your children, educate all your children, educate everyone of your children'".

Every child must get the opportunity to learn. Every child must attend school. Our vision of education encompasses the "Four Pillars of Education" - learning to know, learning to do, learning to live together and learning to be. Learning to be, should aim at developing the child's personality; and potential education must not disregard any aspect of a person's potential: memory, reasoning, aesthetic sense, mental and physical capacities and communication skills⁶.

⁶ International Commission on Education for the Twenty-first Century, UNESCO, 1996

A 'world-Class' education can only be driven by values – personal values, community values and universal values; values of self-esteem, self-actualization, work ethic, humility, equity, cooperation, tolerance, non-violence and peace; values which are eternal, permanent and universal – which unite all mankind, values which prepare the mind are certain universal ethical attitudes. Education is the greatest resource. But education can help us only if it produces 'whole men' (E.F. Schumacher). C.P. Snow put it succinctly : "To say that we must educate ourselves or perish, is a little more melodramatic than the facts warrant. To say, we have to educate ourselves or watch a steep decline in our lifetime, is about right" (C.P. Snow, Rede Lectures).

- **Our vision of education encompasses the "Four Pillars of Education" – learning to know, learning to do, learning to live together and learning to be.**
- **A 'world-Class' education system must provide suitable emphasis on the following aspects: increasing productivity through education and training – development of skills and up gradation of skills; development of work ethics; and education for development of a scientific temper and attitude of mind.**

The curriculum and teaching-learning content in the school need be so structured as to combine scholastic achievements, life skills and language competence. The teaching of mathematics and science need to be strengthened. The twenty first century is characterized by phenomenal advances in information technology, computers, Internet, satellite communications and E – education. In the info-tech age, the teaching-learning programme in the school should be so designed as to provide an interactive platform for technology – enabled learning. To achieve this end, it will be essential to plan the curriculum and the teaching-learning materials so as to combine the study of Indian literature, culture and history with information technology where our heritage is as important as physics, mathematics and computer science. In short, the learning endeavour in the school and its outcome should be to spot talent, kindle the spark within, and empower each student to strive for excellence.

A 'world Class' education system must provide suitable emphasis on : increasing productivity through education and training – development of skills and upgradation of skills; development of work ethics; and education for development of a scientific temper and attitude of mind.

The goals of education cannot be perceived differently from the goals of the Indian State as defined in the Constitution of India. The national vision is stated succinctly in the following words, "India's commitment to the spread of knowledge and freedom of thought among its citizens". The structure of the education system should be built around the national objectives as enshrined in the Constitution of India and achievement of the goals envisioned by the Founding Fathers. A feasible programme of educational goals and objectives for the short-run as well as a longer time-frame i.e. 2020 would require a survey of the educational scene in the state within the broad national framework and setting of milestones of achievements to be realised in order to make the Vision, 2020 a reality.



CHAPTER II

**EDUCATION OF OUR CHILDREN :
AN OVERVIEW**

Realizing that education itself is a basic need, the whole nation pledged itself through constitutional provisions to provide education for all children.

2.1 Article 45 of the Constitution of India envisaged free and compulsory education for all children until the age of 14, which was to be achieved within 10 years of the framing of the Constitution. This Constitutional mandate to the Government, was no doubt a difficult task, but by no means an impossible goal.

The provisions under Article 29 of the Constitution seek to ensure equity of access to education irrespective of language or caste.

The first National Education Policy formulated in 1968 following the recommendations of the Kothari Commission Report (1964-66), placed emphasis on a common school system and universalization of elementary education within a specific timeframe.

- **Article 45 of the Constitution of India envisaged free and compulsory education for all children until the age of 14 which was to be achieved within 10 years of the framing of the Constitution**
- **The National Policy Resolution, 1968 under the Chairmanship of Prof. D.S. Kothari placed emphasis on a common school system and universalization of elementary education within a specific time-frame.**
- **The National Policy on Education (NPE) approved by the Parliament in 1986 and as modified in 1992 envisaged free and compulsory education for all children until the age of 14**
- **The ninety-third Constitution amendment bill, making education a fundamental right within the meaning of Article 21A**

The Forty-second amendment of the Constitution of India (1976), bringing education under the ambit of the concurrent list required a new sharing of responsibility between the Union Government and the States. According to the amendment the Union Government has a larger responsibility with regard to education in recognition of the national and integrative character of education. Universalization of Elementary Education (UFE), a constitutional mandate remains the driving force behind the transfer of education from the state list to the concurrent list.

With the adoption of the National Policy on Education (1986, and modified in 1992) and the World Declaration on Education for All (1990), and the Delhi Declaration (1993), there has been an increasing need for extending and deepening partnerships in education : partnership between central and state government, partnership between government and non-government sectors and partnership between government and civil society. This has led to forging and strengthening partnership between Government of India and State government.

The Ninety-third Constitution amendment bill proposed to make education a fundamental right within the meaning of Article 21A of the Constitution.

2.2 The National policy framework guided the execution of education programme in various ways. A uniform structure of school education, the 10+2 system has been adopted by all states and Union Territories. However, there remain variations in the number of classes constituting the primary, upper primary, high and higher secondary school stages, age for admission to class-I, medium of instruction, public examinations, inclusion of Hindi and English in school curriculum, number of working days in a year, academic session, vacation periods etc. within states and the Union Territories.

Along with the school education system, a number of supportive programmes were launched in the last two decades. The important programmes are the Operation Blackboard, Non-formal education (NFE) and Teacher Training programmes, Nutritional Support to Primary Education, the District Primary Education Project (DPEP), and the Sarva Sikshya Abhiyan (SSA).

Orissa has adopted the national system of education of 10+2+3. However, Orissa has deviated from the national pattern of eight years of elementary education. In Orissa elementary education is of seven years (primary : class I-V, and upper primary : class VI-VII). Class VIII, which should have been a part of elementary education, forms a part of the high schools along with classes IX and X. classes XI-XII of the higher secondary segment is located in the college. There is a district level examination at the end of Class VII and State level examination at the termination of class X. The State has provision for Vocational Education in the higher secondary stage.

The goals of education are derived from (a) the Constitutional framework – Article 45 which envisages free and compulsory education for all children under the age of 14, (b) education is a joint responsibility of the centre and states, listed under the concurrent list (vide Forty-second Constitutional amendment, 1976), (c) education as a fundamental right within the meaning of Article 21A of the Constitution (Ninety-third Amendment), and (d) the National Policy on Education, 1968, National Policy on Education, 1986 / 1992.

2.3 An overview of the state of affair of education reveals a sorry picture both at national and state level. Although the Constitution of India provides free and compulsory education for all children up to 14 years of age, *the average years of schooling in India is a pittance of 2 years (2.9 for boys and 1.8 for girls)* compared to 7 years in Sri Lanka and 5 years in China, which makes a travesty of the Constitutional mandate. The high rate of attrition and wastage are evident from the fact that *nearly 40 per cent of pupils enrolled in class I dropout before they reach class V (primary school level) and 60 per cent before they reach Class VIII (middle school level)* Increasing school enrolment in the past few decades were outpaced by the population growth rate in the country. For the first time, emerging trends reveal that the ratio of school enrolment is higher than the population growth rates. Speaking on the Doordarshan on 3 November, 2002 Union Education Minister MM Joshi stated that 3 to 3.5 crore children today are deprived of the right to education.

The education scenario in Orissa raises a number of concerns. According to the 2001 Census, one out of every three in the state of Orissa is a non-literate. Hardly 20 per cent of the adult male population in the state was found to have completed primary education⁷ and less than ten per cent had post secondary education in 1998-99. The proportion of people who completed higher secondary and above is very small- nine per cent among men and three per cent among women.⁸

Allocation of funds by the Central Government plays a major role for implementation of these programmes. Six per cent of GDP was earmarked for education, 50 per cent of which was required to be spent on primary education. However, the actual expenditure in 1996-97 was rather low at 4 per cent of the GDP; while 1.5 to 1.6 per cent of that was spent on primary education, 97 per cent of the amount earmarked was spent on payment of salaries in Orissa. India spends just 1.9 per cent of its gross domestic product on elementary schooling, half the proportion of most East-Asian countries.⁹

2.4 Not necessarily all the policies and programmes have desired efforts, partly because of the very design of some of the programmes, and implementation of the policies. The dissatisfaction with the tardy implementation of this goal has been voiced by no less a

⁷ Health and Family Welfare Survey

⁸ Education in Orissa, JBG Tilak, June 2002

⁹ Tim Sebastian, host Hard Talk BBC speaking to Naina Lal Kidwai head, HSBC Group IB division in India, December 09 2002.

person than the then Union Education Minister Shri M.C. Chagla nearly forty years ago, in the following words: "Our Constitution fathers did not intend that we just set up hovels, put students there, give untrained teachers, give them bad textbooks, no playgrounds and say, we have complied with Article 45 and primary education is expanding.....".

The post-policy development in 1968 and 1986, however, has belied expectations. Indian national policies on education, without reference to global developments and educational policies elsewhere firstly, risk India of isolating itself from the accumulated human knowledge, and secondly, an opportunity of integrating on equal terms with the developed world¹⁰.

India's failure to spread primary education and to raise literacy levels to anywhere near the levels that many other countries have managed have been highlighted by Myron Weiner (Vietnam - 94 per cent, South Korea, North Korea - 90 per cent, Taiwan - 91.2 per cent, Thailand - 88.8 per cent, Philippines - 88.7 per cent, Peru - 87 per cent, Tanzania - 85 per cent, Indonesia - 74.1 per cent and China - 72.6 per cent (Myron Weiner: Rates of literacy in selective countries of people aged 15, 1990). Efforts of other developing countries, especially China have been spectacular. In case of China, Cuba, Sri Lanka or Costa Rica, the countries concerned have not waited to get rich before embarking on ambitious programmes of public support to education. Within the country the success of Kerala in achieving support-led security has been phenomenal even when the economy is poor. Kerala's literacy rate of 78 per cent in 1981 compared to all India literacy rate of 41 per cent is substantially higher than China's 70 per cent in 1985; the gender bias in Kerala has been low (Kerala's female literacy was 71 per cent compared to China's 56 per cent). The success of China and Kerala have the common feature of marshalling public action to involve diverse sections of the population in the process of social and economic transformation. Both rely on extensive use of public provision on health care, basic education and food distribution.

The state of affairs is not just an indictment on Government. The Government, doubtless, has a special responsibility for translating the right to education into reality. But the various stakeholders of the civil society bear responsibility for failing to respond to the many challenges and to give full expression to the popular aspirations for education¹¹.



¹⁰ M. Mukhopadhyay, *Governance of Indian Education in Retrospect*

¹¹ PROBE Study (1999)

CHAPTER III

**THE CHALLENGE OF EDUCATION –
DEVELOPMENT : EDUCATION INTERFACE**

In an increasingly globally interdependent world as we enter the twenty-first century, the continuing practice of looking at developing societies through the prism of poverty and underdevelopment, albeit, with the tacit submission of the so-called "third-world" intellectuals amounts indeed to hypocrisy. It is no more than a tunnelled vision of the many problems developing societies are grappling with. Developing nations are often told that they lack humane governance reflected in the oppression of backward communities, women and children, while dictatorial regimes survive in their ability to create their own make-believe world. The 'first world', addressing the 'third-world', created two new 'worlds' – tribal forming the 'fourth-world' and women and children forming the 'fifth'. The rise of competing identities claiming attention in democratic polities, provide daunting challenges to our societies. And in these challenges lie opportunities for reforms and good governance that need to be recognized.

The 'great debate' is whether primary education should require attendance in schools, or imparted through alternative modes? Whether elementary education ends at Class VII or Class VIII? Whether Class VIII is part of elementary or secondary education? Whether secondary education terminates at Class X? Whether it must necessarily include Class XI and XII, since 12 years of basic education form part of the school education all the world over? Whether education should be concerned with imparting information, knowledge, or should also include training, skill development, upgradation of skills to cater to the needs of the world of work? Whether education is seen as a value in itself or as a means to certification of certain qualifications? All these issues form part of the challenge of education and would need to be looked into seriously. The only ground available for building the democratic city of reason and its good life is **EDUCATION**

3.1.1 The basic problems, which bedevil the Indian education dominate the education scenario in Orissa no less. The National Policy on Education 1986 and POA in 1992, no doubt provided a framework for educational reconstruction, but has not been able to effectively resolve many problems. Despite the efforts, there are many small and inaccessible habitations without adequate schooling facilities. Lack of incentives among teachers, their poor levels of competence, and the absence of accountability are major obstacles to the implementation of the policies. Lack of infrastructure and non-filling of vacancies of teachers has further added to the problem.

Despite the efforts, there are many small and inaccessible habitations without adequate schooling facilities. Lack of incentives among teachers, their poor levels of competence, and the absence of accountability are major obstacles to the implementation of the policies. Lack of infrastructure and non-filling of vacancies of teachers has further added to the problem.

- **Despite the efforts, there are many small and inaccessible habitations without adequate schooling facilities.**
- **The absence of accountability and lack of incentives among teachers, their poor competence are major obstacles to the implementation of the policies.**
- **Out-of-school variables to a large extent have affected learning outcomes and contributed to the high rates of stagnation and dropout, especially among children belonging to disadvantaged homes.**
- **The hiatus between rural schools and urban schools, private schools and public schools has been widening.**
- **Little attention is paid to the lack of teaching in many schools. The victims are the students who are denied quality education.**

The greatest barrier to the radical reorganization of education is the economic and social structures. Schismatic social developments and wide economic disparities are cited to explain the malaise that has affected the educational system. While many of the unaccessed children continue to remain out of school, most of the children enrolled in the school grow up in poor and jobless households, deprived of basic needs like health, nutrition, food-safety, clean drinking water and housing. The mother is more often than not non-literate herself, less informed about the value of health care, hygiene, child health and nutrition due to absence of effective community health programmes. These out-of-school variables to a large extent have affected learning outcomes and contributed to the high rates of stagnation and dropout, especially among children belonging to disadvantaged homes. Although more children enter school today than did forty or fifty years ago, the

quantitative expansion has not been matched by any improvement in the quality of education

The hiatus between rural schools and urban schools, private schools and state-run schools has been widening. The public perception is that teaching just does not take place in many government schools, especially in remote and far-flung rural and tribal areas. Teachers, who are absent from school, do not get any punishment. Teaching quality is substandard. Parents who can afford it, move their children to private schools. Yet, nobody pays any attention to the lack of teaching in many schools. The victims are the students who are denied quality education.

The poor level of educational attainments is a cause for serious concern. Learning in most schools have ceased to be a joyful activity often represented metaphorically, by the symbol of the burden of books on a child's back. And we have failed to make education an interestingly joyful learning experience for our children.

3.1.2 Backward economic condition of the State is a serious obstacle to the spread of education in Orissa and vice-versa. The HDI for the year 2002 ranks India 124 in a total tally of 173 countries. India's position has slipped to 127 from 124 last year among 175 countries in the latest Human Development Report, 2003. India has inched up only two places on the Human Poverty Index (HPI) to 53, out of 94 countries. On the Gender Development Index (GDI), India's position is 103 among 144 countries. In gender equality, literacy, sanitation and removal of hunger, India's position leaves much to be desired. Girls getting education are still 30 per cent less than boys, with SCs/ STs 15 per cent less likely to get schooling than the rest. Only 61 per cent of urban India has access to sanitation. India has slipped badly in health. The infant mortality rate (IMR) is alarming at 70 per one thousand live births, only 55 per cent of children are immunized against measles; 72 per cent against TB; there were only 48 physicians available per 1000 population (China 162). Although India is ranked on the UNDP Human Development Index as Medium, it is not even close to the median. The individual indices for Orissa, however, can only be compared with countries listed as 'Low' on the Human Development Index. There are wide disparities in the level of human development in Orissa, which ranked 11 in Human Development Index for India among 15 major Indian states in 1981; it slipped to 12th position in 1991 to rise again to its previous rank 11 in 2001. The composite indices adopted in the development framework of the National Human Development Report 2001 include: per capita expenditure, poverty, safe water, pucca house, literacy, formal education, life expectancy and IMR. The IMR in Orissa is 97, which is the highest in the country. The death rate per 1000 at 10.7 is also the highest. The State has one of the highest levels of child malnutrition, under 3 years of age in the country (54 per cent); the level of malnutrition has increased by 1 per cent from 1992-93 to 1998-99; 72 per cent of children under age 3 are anaemic; the immunization coverage in the state is relatively low, although immunization coverage increased by 8 per cent points between 1992-93 and 1998-99. The couple protection rate i.e. the percentage of women in 15-49 age group using contraceptives in Orissa (66.8), however, is higher compared to the all India couple protection rate (46.2) at current levels (31.03 2000). Among the major states Orissa has witnessed the biggest decline in birth rate - down by 2.7 per thousand from 27 in 1996 to 24.3 in 2000. This, in fact, has been reflected in the decadal growth rate of the state during 1991-2000 when its population grew by 15.94 per cent against 21.24 per cent for the country as a whole. Orissa did well to bring down the infant mortality rate too during the period. Its infant mortality rate declined by one per thousand from 96 in 1996 to 95 in 2000¹². Orissa's infant mortality rate, continues to be the highest in the country, followed by Uttar Pradesh (83 per

¹² Tushar K Mahanti, *Economic Times Intelligence Group*

thousand). The provision of safe drinking water supply is a basic necessity of life and a crucial input in achieving the goal of Health for All. Although it is claimed that almost all habitations in the state (1,13,965) have been fully covered under drinking water supply programmes by the end of March, 2001, the accessibility to safe drinking water in the state is not as good as in Karnataka, Tamil Nadu, and West Bengal.

The UNDP report has also for the first time, come up with a Technical Achievement Index (TAI) for 72 countries, India's position being sixty third. Among 1.4 million Internet connections in India, 1.3 million are in Delhi, Karnataka, Maharashtra and Tamilnadu; only 0.12 own Internet connection in Orissa per one thousand population; 9 per one thousand population own a telephone connection; 18.8 per cent of households in Orissa have access to electricity (against 59.7 per cent in Maharashtra, 83.5 per cent in Punjab, 61.1 per cent in Kerala and 63 per cent in Karnataka).

The average decadal growth in Gross State Domestic Product (GSDP) in Orissa fell behind the national level. The gap between the per capita income in Orissa (Rs.9,162) and the per capita income at the national level (Rs 15,562) is wide, which in fact has been widening over the years. While states like Gujarat, Maharashtra, Tamilnadu, Karnataka, and Punjab posted growth rates higher than the national average, Orissa consistently fell behind other states. In fact, Orissa's per capita income which was around 75 per cent of that of India in 1981-82 has come down to 56 per cent by the year 1999-2000.

The per capita income of Orissa (NSDP at current price, 1999-2000) at Rs.9,162 is considerably lower compared to the per capita income of its neighboring states: Andhra Pradesh (Rs.14,715), Madhya Pradesh (Rs.10,907) and West Bengal (Rs 15,569). Orissa is the poorest Indian state. The inter-state differences in human poverty are quite striking; growth disparities across the states have increased in the 1990s as compared to 1980s. Of the five states in the country where the percentage of people below the poverty line is comparatively higher including Orissa, Bihar, Madhya Pradesh, Uttar Pradesh and Tamilnadu, Orissa leads from the bottom, with 47.15 per cent of the population below the poverty line, compared to the neighbouring states: Andhra Pradesh (15.77), Madhya Pradesh (37.43), West Bengal (27.02) and Bihar (42.60). Among the major states, Orissa, Bihar, West Bengal and Tamilnadu had more than 50 per cent of their population below the poverty line in 1983. By 1999-2000, while Tamilnadu and West Bengal had reduced their poverty ratios by nearly half, Orissa continued to be the poorest state, followed by Bihar.

The average monthly per capita expenditure (MPCE) according to the Fifty-fifth round of the National Samples Survey (1999-2000) in Orissa is Rs.373.17 in rural areas and Rs.618.49 in urban areas as compared to the all India MPCE (Rural: Rs. 486.16; Urban: Rs.854.92) and the monthly per capita consumer expenditure is the lowest among the 15 major states. Distribution of consumption expenditure between food and non-food items reflect the economic well being of the population. In Orissa the expenditure on food items to total expenditure was 64 per cent in rural areas and 57 per cent in urban areas, which declined slightly compared to the Twenty-seventh round (1972-73); the average living standard in Orissa, however, has always remained below the national average¹³.

The relationship between poverty and health or health and development is complex, multifaceted and multi-directional. Poverty in its worst form - as a state of food deprivation and nutritional deficiencies coupled with lack of access to critical basic amenities including safe drinking water, sanitation, health care and education contribute to reinforcing ill health and morbidity leading to higher mortality levels of the mother and the child. The vicious

¹³ Economic Survey, 2001-2002, Government of Orissa

cycle of poverty manifest itself in the low intake of food and nutrients, under nutrition, high incidence of nutrition-related diseases and stunted development of children, small body size of adults, impaired productivity and low earning capacity

A comparison of certain selected indicators of human development of Orissa and a few major states of India is given below :

Selected Indicators of Human Development Orissa and Other Major States

| | Orissa | Andhra Pradesh | Bihar | MP | West Bengal | Kerala | Maharashtra | Tamilnadu | Rajasthan | India |
|---|--------|----------------|-------|-------|-------------|--------|-------------|-----------|-----------|-------|
| Total Population (millions) * | 37 | 76 | 83 | 60 | 80 | 32 | 97 | 62 | 56 | 1027 |
| Child Population 0-6 years (millions) * | 5.2 | 9.6 | 16.23 | 10.61 | 11.13 | 3.65 | 13.18 | 6.81 | 10.45 | 157 |
| Percentage to the total population | 14.11 | 12.77 | 19.59 | 17.58 | 13.88 | 11.48 | 13.63 | 10.98 | 18.51 | 15.38 |
| Birth Rate (per 1000) (1999) | 24.1 | 21.7 | 31.5 | 31.1 | 20.7 | 18.0 | 21.1 | 19.3 | 31.1 | 26.1 |
| Death Rate (per 1000) (1999) | 10.7 | 8.2 | 8.9 | 10.4 | 7.1 | 6.4 | 7.5 | 8.0 | 8.4 | 8.7 |
| Percentage of decadal growth of population (1991-2001) | 15.94 | 13.9 | 28.43 | 24.34 | 17.84 | 9.42 | 22.57 | 15.74 | 28.33 | 21.34 |
| Infant Mortality Rate (per 1,000 live births) (1999) | 97 | 66 | 63 | 90 | 52 | 14 | 48 | 52 | 81 | 70 |
| Maternal Mortality Rate (per 1,00,000 live births) (1998) | 367 | 159 | 452 | 498 | 266 | 198 | 135 | 79 | 670 | 407 |
| Life Expectancy at birth (years) | 57.2 | 62.4 | 59.6 | 55.5 | 62.8 | 73.3 | 65.5 | 64.1 | 60.0 | 61.1 |
| Income per capita at current prices (Rs.) (1999-2000) | 9162 | 14715 | 6328 | 10907 | 15569 | 18262 | 23198 | 19141 | 12533 | 15562 |
| Proportion of people living in poverty (1999-2000) | 47.15 | 15.77 | 42.60 | 37.43 | 27.02 | 12.72 | 25.02 | 21.12 | 15.28 | 26.10 |
| Literacy * | 63.60 | 61.11 | 47.53 | 64.11 | 69.22 | 90.92 | 77.27 | 73.47 | 61.03 | 65.40 |
| Female Literacy * | 50.97 | 51.17 | 33.57 | 50.28 | 60.22 | 87.86 | 67.51 | 64.53 | 44.34 | 54.16 |
| Percentage of children 5-14 age working as child labour + | 15 | - | 14 | 10 | - | - | - | - | 20 | 14 |

Source : Economic Survey, 2001-2002

+ : MICS, 2000 UNICEF, India (Global Definition : working for someone outside the home or engaged in household work over four hours a day or doing other family work (Family firm or enterprise)

* : Census 2001.

Regional disparities are also distinct within the state. "Inter-district variations in practically all indicators of educational status in Orissa, as elsewhere, are strikingly large..... These data (mainly from Census) show that (a) the inter-district and intra-district disparity in literacy between males and females is very high in general and among the SC and ST population in particular; (b) these disparities are more pronounced in backward regions than in advanced regions; (c) the gender disparity in literacy has declined steadily not only among all social groups but also among different regions (districts) over the past two decades (1971-91); and (d) the variation in the enrolment rate in elementary education among different regions is found to be very high and this variation is higher among SC and ST population. An analysis of inter-district variations in the literacy rate (based on census data for 1971 and 1981) suggests that, other things being given literacy among rural males is likely to be higher in districts / taluks where irrigation is better developed, rural employment is more diversified and schools are easier to access. Against this, the higher incidence of scheduled castes / tribes and greater work participation of male children go with lower literacy. Irrigation development, the proportion of scheduled castes / tribes, work participation rates and school distance have similar effects on female literacy as well..... while the spread of irrigation has a positive association with literacy in all groups, the impact is the lowest in predominantly tribal areas and the strongest in predominantly non-tribal taluks with low scheduled caste population".¹⁴

¹⁴ Sailabala Devi: Inequality of Access to Education in Orissa

Although the overall literacy rate in Orissa (63.6 per cent), almost approximates to the national literacy rate, India (65.30 per cent) - Census Report, 2001, the gender disparity in Orissa is alarming. The state's female literacy rate of 50.97 per cent is lower than the national average (54.16 per cent). Sixteen districts out of the state's thirty districts have female literacy rates lower than the national average. Literacy rate among scheduled castes is 36 per cent and scheduled tribes is 22 per cent (1991 Census). While scheduled castes and scheduled tribes constitute nearly 40 per cent of the state's population, a district like Malkangiri, which has SC and ST population to the extent of almost 80 per cent, represents the magnitude of the problem.

Factors responsible for poor female literacy rate as revealed are gender-based inequality, social discrimination and economic exploitation, occupation of the girl child in domestic chores, low enrolment of girls in schools and high dropouts.¹⁵

Female literacy rate in **seven** districts is below 30 per cent (Gajapati : 28.91, Kalahandi : 29.56, Koraput : 24.81, Malkangiri : 21.28, Nawarangpur : 21.02, Nuapada : 26.01, Rayagada : 24.31);

In **four** districts, it is below 40 per cent (Boudh : 39.78, Balangir : 39.27, Kandhamal : 36.19, Mayurbhanj : 38.29);

| | District | Female Literacy rate (2001) | Percentage below poverty line (1997) |
|---|-------------|-----------------------------|--------------------------------------|
| Districts with female literacy rate of 30 per cent or below | Gajapati | 28.91 % | 61.38 % |
| | Kalahandi | 29.56 % | 62.71 % |
| | Koraput | 24.81 % | 83.81 % |
| | Malkangiri | 21.28 % | 81.88 % |
| | Nawarangpur | 21.02 % | 73.66 % |
| | Nuapada | 26.01 % | 85.70 % |
| | Rayagada | 24.30 % | 72.03 % |
| Districts with female literacy rate of 40 per cent or below | Boudh | 39.78 % | 80.20 % |
| | Balangir | 39.27 % | 61.06 % |
| | Kandhamal | 36.19 % | 78.42 % |
| Districts with female literacy rate of 50 per cent or below | Mayurbhanj | 38.29 % | 77.74 % |
| | Deogarh | 47.56 % | 78.79 % |
| | Ganjam | 47.70 % | 55.00 % |
| | Keonjhar | 46.71 % | 76.96 % |
| | Sonepur | 47.28 % | 73.02 % |

In **four** districts, it is below 50 per cent (Ganjam : 47.70, Deogarh : 47.56, Keonjhar : 46.71, Sonepur : 47.28).

The population of districts having low literacy rates (percentage) and the population below poverty line (percentage) are indicated in table above which will show a positive correlation between low female literacy and incidence of high poverty.

3.2 Priorities and Areas of Concern: No model of economic development is now credible if it has not built into it an integrated programme of human resources development (HRD). Sustained poverty reduction requires equitable growth, which can be facilitated only through the development of human resources and continuous up-gradation of its quality.

3.2.1 HRD links economic and social structures. The most comprehensive definition of HRD attempted by Gunnar Myrdal encompassed eight components: *food and nutrition; clothing; housing; sanitation; health facilities; education; information media; energy consumption; and transport.* The narrowest definition is given by the World Bank which includes only three components: *health, nutrition and education.* We have added three more areas of priority - *women and child development; training and skill development for adults in the employable*

¹⁵ Literacy rates for social groups (SCs and STs) in Census 2001 were not available at the time of finalization of this Report

¹⁵ National Literacy Mission Authority, 2001 literacy facts at a glance)

age group leading to income generation; and empowerment of women. Education and nutrition, education and health, or education and skill development are complementary to each other; this has to be recognised, and the inter relationships need to be reinforced. Health and education in particular has led to a substantial improvement in the quality of life, which, in turn, has resulted in a falling population graph, in addition to contributing significantly to a sustained phase of high economic growth, as the experience of Kerala, Tamil Nadu, Karnataka, Gujarat and Maharashtra has shown. Human resource development through education must, therefore, be the ultimate goal in educational reconstruction and must receive overriding priority. The objective of all educational endeavour is development of the human resources of the State leading to improvement in its quality, and its continuous upgradation.

- The natural complementarities between education and other basic needs such as nutrition and health, women and child development, training and skill development have to be recognised and their inter-relationships need to be reinforced.
- The best way to apply a HRD strategy is to make it community-oriented.

The best way to apply a HRD strategy is to make it community-oriented. This places emphasis on effective participation of people in all those activities that are conducive to human resource development and that enable individuals to enhance their knowledge and skills and raise their productivity levels.

3.2.2 Better-educated mothers are more informed about the value of health care and, in fact, tend to demand provision of more health care on the one hand and to use it more frequently when made available (King and Hill, 1993). Nutrition is an important determinant of survival rates of the child. One year of mother's education is associated with a 9 per cent decrease in child's mortality (Cochrane, 1986). Studies in several countries, including Indonesia, Korea, Pakistan, the Philippines, Sri Lanka, Bangladesh, Thailand and Malaysia, show a significant linear relationship between the child mortality and years of schooling.

3.2.3 Besides other factors like per capita GNP, the effect of literacy on life expectancy is found to be dominant. Literacy always remains significant (Tilak, 1993). High level of literacy have helped rise of growth rates and reduced fertility rates over time as evident from experiences across the world.

In brief the relationship between poverty and health or health and development or development and education is multi-dimensional and multi-faceted.

3.3 An Agenda for Education : Our Vision for 2020 is derived from the objectives envisaged in the Constitution of India, the goals in the National Policy on Education 1986, as revised in 1992 and detailed further in the Sarva Shiksha Abhiyan. In our view education as a basic need must be linked to other inputs of development like health, nutrition, women and child development, training and skill development, and empowerment of the dispossessed sections of the community. This would naturally place emphasis on a basic needs strategy linking education to the total perspective of development, leading to development of human resources of the state.

3.4 Setting milestones of achievements: The perspective plan leading to actualization of our vision of education for 2020, encompasses the following goals and milestones within the timeframe prescribed.

- All children should have access to elementary education up to the age of 14 years, necessary for achieving the goal of Universalization of Elementary Education. This would call for emphasis on :
 - Accessing the so far un-accessed children
 - Universal enrolment
 - Universal retention
 - Achievement of minimum levels of learning

Since ECCE is a significant input as a feeder and support to universal enrolment in schools, the state should provide opportunities for pre school education for children in the 3-5 age group by strengthening existing Anganwadis and establishment of Anganwadis as adjuncts to each primary school.

- All children, notwithstanding diversities and differences, should have equal and easy access to basic education of good quality comprising, five years of universal primary education (Classes I to V) to be achieved by 2007 and eight years of universal elementary education (Classes I to VIII) by 2010 and twelve years of basic education (including secondary and higher secondary) by 2020.
- With the realization of the national goal of universalization of elementary education by 2010 it would be necessary to achieve universalization of secondary education (8+2+2) involving 12 years of education by 2020, if not earlier with widening of access coupled with quality standard and diversification.
- Basic education of twelve years of schooling inclusive of 2 years of higher secondary stage will be strengthened in accordance with the nationally approved common educational structure of 8+2+2; introduction of diversified education and training programmes leading to development of skills in demand in the employment market.
- Achieving a sustainable threshold level of 75 per cent literacy with at least 60 per cent female literacy by the end of the year 2005 and universal literacy by 2010.
- Establishment of a learning society which prepares itself to meet the emerging needs of rapid economic growth in the state, and the challenges of the twenty-first century.
- Overhaul the system of planning and management in education, decentralization with autonomy, giving pre-eminence to community involvement and participation through Panchayati Raj Institutions in the management of education and ensuring accountability.
- Building the capacity, competence and commitment of teachers and teacher educators at all levels of education and improving the quality of teaching inputs. Good governance in implementing the agenda for education and achieving the objectives and goals will be ensured.
- Strengthening management, supervision and monitoring. Creation of a continuous system of performance appraisal of educational institutions according to standards and norms set by government and the state and national level.

All these require state initiatives (e.g. in building classrooms, providing teaching aids, appointment of teachers, reforms in curriculum, strengthening supervision and management) and what is more important, public action and support for education.

The success in realizing this vision and achieving the goals lies in moving away from state prescription to community action. The focus of development should shift from incremental growth to promoting development of human resources of the state and upgradation of its quality. It calls for a firm resolve. To this end, we should renew our pledge of realizing this vision of education.

It shall be the duty and responsibility of all concerned including the State Government, Zilla Parishads, Panchayat Samities and Gram Panchayats at the district, block and village levels, and above all, the people of Orissa to fulfill their individual and collective commitment to ensure the end objectives in implementing the agenda set for education.

□□□

"Educate your children, educate all your children, educate every one of your children"

(GOPAL KRISHNA GOKHALE (1911))

CHAPTER IV

ELEMENTARY AND EARLY CHILDHOOD EDUCATION

Universalization of Elementary Education (UEE) has been accepted as a national goal since 1950. "Educate your children, educate all your children, educate everyone of your children" : should be our motto. Only then, would it be possible to achieve the goal of universalization of elementary education.

4.1 The total population of Orissa in 2001 was 36.7 million out of which 32 per cent are children in the age group 0-14 years. The population in 0-14 year age group in Orissa in 2000-2001 which is 11.7 million is expected to stabilize at 9.8 million by 2016 as per population projections made by the Registrar General Census Operations, India.

The total child population in the age group 0-6 years is 5.2 million. After deducting the children in the age group 0-3, approximately 3.4 million in the age group 3-6 will have to be provided opportunities for pre-school education.

About 37 per cent of the children in the age group 6-14 years are out of school by 2002 [Orissa Human Development Report, 2002 (draft) prepared by the Naba Krushna Choudhury Centre for Development Studies (NCDS)]. The child population in the state, age group wise, as computed and relevant for enrolment¹⁷ in schools is given below :

| | | |
|----------------|---|-------------|
| 3-5 age group | : | 2.5 million |
| 6-14 age group | : | 6.9 million |

It is estimated that 15 per cent of the child population in 5-14 age group in Orissa are working as child labour¹⁶. The total number of working children in the state may, therefore, be estimated between 10 to 12 lakhs.

4.2 The Ninety-third Amendment to the Constitution of India (2001) proposing right to basic education a Fundamental Right (Article 21A) requires the state to make necessary provisions as an obligation.

The National Policy on Education (NPE) and its Programme of Action (POA) 1986 and modified in 1992, envisage improvement and expansion of education in all sectors, elimination of disparities in access, and stress on improvement in quality at all levels. The goal of the education policy has been to provide *Education for All*, the priority areas being free and compulsory primary education to all children in the age group 6-14, total eradication of illiteracy, vocationalization of education, covering children with special needs, special focus on education of women, weaker sections and minorities. Elementary Education has been given the highest priority in terms of sectoral allocations in central budget.

4.3 The structure of the elementary school inclusive of Classes I - VIII according to national pattern is not being followed in Orissa : Class VIII at present is included in the high school.

Several schemes have been launched by the Central Government to meet the needs of the educationally disadvantaged and for strengthening the social infrastructure for education namely, *Operation Blackboard (OB)*, *District Primary Education Programme (DPEP)*, *Mid-day Meal*, *Education Guarantee Scheme (EGS)*. In 2001-2002, the *Sarva Shiksha Abhiyan (SSA)* was launched in partnership with the state governments to achieve the goal of universalization of elementary education (UEE) through a time-bound integrated

¹⁶ Prafulla Kumar Dhal and Bramhotri Biswal, *Out of School Children in Orissa 2003 (Unpublished)*

¹⁷ MICS, 2000, UNICEF, India

approach. This programme will subsume all existing programmes including externally-aided programmes in due course within its overall framework with the district as the unit of programme implementation.

Operation Blackboard (OB) launched in 1987 aimed at ensuring that every primary school had a minimum quota of facilities and aids, described as follows :

- At least two reasonably large all weather rooms along with separate toilet facilities for boys and girls.
- At least two teachers as far as possible one of them a woman, and
- Essential teaching and learning materials including blackboards, maps, charts, a small library, toys, games and some equipment for work experience.¹⁸

The **District Primary Education Programme (DPEP)**, is a Government of India sponsored programme that intends to reform and renew the primary education system of the country. It is at present, being implemented in 149 educationally backward districts of 14 states of the country.

The DPEP aims at universalizing primary education in terms of :

- Providing access to all school-age children to primary education.
- Enrolment of all children of the age group (5+ to 11 years) in primary schools
- Substantial improvements in achievement level of all learners
- Reducing disparities in enrolment, retention and achievement among girls and children of SC and ST community.
- Developing infrastructure, engagement of teachers (para teachers) and training of teachers in the project area.

Orissa came under the fold of DPEP in the second phase (DPEP II) as follows

- Five districts viz. Balangir, Dhenkanal, Gajapati, Kalahandi and Rayagada : since December, 1996.
- Three districts viz., Baragarh, Keonjhar and Sambalpur : since November, 1998.

With a view to increasing retention of children and to reduce the dropout rates in primary schools, Government introduced a **Mid-Day Meal programme** from July, 1995 throughout the State.

Janashala (GOI-UN) Programme is a collaboration effort of India and five UN agencies : UNDP, UNICEF, UNESCO, ILO and UNFPA - to provide a programme support to the ongoing efforts towards achieving UEE. Janashala, a community based primary education programme, aims to make primary education more accessible and effective specially for girls and children in deprived communities, marginalized groups, SC / ST / minorities and working children and children with specific needs. A unique feature of the Janashala is that it is a block-based programme with emphasis on community participation and decentralization. It is a pilot programme started in 1998-99 and continue to be so up to 2004.

The **Education Guarantee Scheme (EGS)** which is a centrally sponsored scheme with 75 : 25 sharing between the Centre and the State have been introduced in the state

¹⁸ Department of Education, MHRD, Annual Report 1997-98, p. 32

during 2001-2002 in place of the earlier scheme of non-formal education (NFE). Efforts will be made through this programme to ensure primary school facility to the children in a habitation, where there is no such facility within one kilometer in a period of 100 days on receiving the demand of such facility by the local community. The aim of the scheme is to bridge the gap between the conventionally defined streams of formal and non formal education. **Alternative Innovative Education (AIE)** programme which is a component of EGS is an attempt to provide a range of flexible diverse strategies for ensuring participation of children of marginalized and deprived groups because of various disadvantage situations.

The remaining districts which are not covered under DPFP is going to be covered in **Sarva Shiksha Abhiyan** which aims at bridging social, regional and gender disparities at primary stage by 2007 and elementary education level (Class VIII) by 2010 with the active participation of the community in the management of schools. It provides the framework for implementation of elementary education schemes and requires the state government to formulate context specific guidelines within the overall framework. The SSA provides an opportunity for the state to develop its own vision of elementary education. Based on National Policy norms, the state government are required to formulate specific guidelines within the overall framework of the Sarva Shiksha Abhiyan to achieve the objective of universal elementary education and universal retention by 2010.

Goals of Sarva Shiksha Abhiyan :

- All children of age 6-14 in schools / Education Guarantee Centres / bridge course by 2003.
- All children of age 6-14 to complete five year primary education by 2007.
- All children of age 6-14 to complete eight years of schooling by 2010.
- Focus on elementary education of satisfactory quality with emphasis on education for life.
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010 and
- Universal retention by 2010.

The main strategies of Sarva Shiksha Abhiyan *inter alia*, are :

- community ownership of school-based intervention through effective decentralization and involvement of various institutions at all levels;
- priority to girls especially those belonging to scheduled castes and tribes;
- focus on special groups - inclusion and participation of children and children with special needs;
- emphasis on quality - education at this level should be made useful and relevant by improving the curriculum, including child-centered activities, effective and innovative teaching aids and strategies and laying stress on teachers' training;
- community based monitoring with full transparency - the Educational Management Information System (EMIS) will correlate school level data with community-based information from micro planning and surveys.

The Sarva Shiksha Abhiyan is funded in the ratio of 85 : 15 per cent by the Central and State government; most of the funds are in the nature of grants. 33 per cent of the funding pattern are earmarked for improving the school infrastructure. All construction activity except the Block Resource Centre building are taken up through the Village Education Committees. Funds for the Sarva Shiksha Abhiyan are credit to Orissa Primary Education Programme Authority (OPEPA). The expenditure norms are indicated below :

| | |
|---|-------|
| Project Management (Salary, POL, Contingency, Equipment etc.) | 6% |
| Civil Work (Construction of Block Resource Centre, NPS, Additional Classroom, Toilet, School building etc.) | 24% * |
| Quality Improvement (Teachers Training, School Improvement Grant, TG, Textbook, Research etc.) | 70% |

The ceiling of 24 per cent for civil work has been enhanced to 33 per cent subject to the condition that the district has utilized at least 50 per cent of funds for quality improvement

The Sarva Shiksha Abhiyan aims at bringing together the Panchayati Raj institutions, School Management Committees, Village and Urban Slum Level Education Committees, Parent Teacher Associations, Mother Teacher Associations, Tribal Autonomous Councils and various other grass root level structures in the management of elementary schools.

4.4 Achievement and Constraints : A systematic build-up of resource capacity at both the national and state level has led to a substantial, noteworthy educational achievements and gains¹⁹.

Under the Scheme of Operation Blackboard, 10,023 posts of additional teachers in upper primary schools were sanctioned in the financial year, 1998-99. Similarly, funds have been sanctioned for teaching-learning equipment to these schools in Orissa during the last two financial years. Government have taken steps for providing basic infrastructure (including school buildings) under this programme in rural areas since 1990-91. During the period from 1991-92 to 2000-2001, 6,543 primary school buildings were constructed involving an expenditure of Rs.129.44 crore. During 2001-2002, 2,229 school buildings were completed and 673 buildings were under construction involving an investment of Rs.37.09 crore.

Eight districts of the state (Balangir, Baragarh, Dhenkanal, Gajapati, Keonjhar, Kalahandi, Rayagada and Sambalpur) have been covered under DPEP programme with the assistance received from World Bank, the project being of five years duration. The maximum financial limit for each district is 40 crores. Again, eight districts (Boudh, Kandhamal, Koraput, Malkangiri, Mayurbhanj, Nawarangpur, Nuapada and Sonapur) have been taken under this programme with funds made available by DFID. The duration of the project is 7 years. It is proposed to cover the remaining 14 districts under Sarva Shiksha Abhiyan.

In Mid-Day Meal programme during 2001-2002, 44.23 lakh children were brought under the programme of which cooked meal was provided to 14.50 lakh children and the balance 29.73 lakh children were provided with dry ration.

Janashala programme covers 7 blocks Athagarh, Mahanga, Nischintakoilli of Cuttack district, Puri Sadar, Brahmagiri and Krushnaprasad of Puri district, Nilagiri of Balasore district and urban slums of Cuttack, Bhubaneswar and Puri

By the end of December, 2001 a total number of 1631 EGS Centres have been opened in eight DPEP districts in the state and a sum of Rs.12.30 crore has been released by Government of India under the scheme

With all these programmes and initiatives, the achievements are shown in the following indicators as reported in various the government organized surveys and documents of School and Mass Education Department.

¹⁹ Economic Survey, 2002-2003, Government of Orissa.

4.4.1 Access :

- According to the Sixth All India Educational Survey (1993 published in 1998) 96.13 per cent of school going children of Orissa are reported to have access to a primary school in a walking distance of 1 kilometers against 93.03 per cent (all India average); 91.73 per cent of the school going children in Orissa have access to an upper primary school within a distance of 3 kilometers against the all India average of 87.91 per cent. The survey also reveals that 12855 habitations were not served by primary schools within a distance of 1 km. and 16,317 habitations were not served by upper primary schools within 3 kms. The corresponding figures for the year 1999-2000 were 12,609 and 10,177 habitations respectively²⁰.
- 1631 EGS Centres have been opened in eight DPEP districts in the state to give opportunity in disadvantaged areas.
- As per the Economic Survey, 2002-2003, the total number of primary and upper primary schools in the state stands at 42,824 and 11,510 respectively with an overall ratio of upper primary-to-primary schools of 3.66. According to the norms established, there should be one upper primary school for every two primary schools. The districts which are most deprived are almost without exception the erstwhile Koraput, Balangir and Kalahandi districts and other tribal dominated areas of the state, details of which are indicated below :

| | | |
|-------------|---------------|------|
| Balangir | Primary | 1933 |
| | Upper Primary | 389 |
| Boudh | Primary | 591 |
| | Upper Primary | 111 |
| Deogarh | Primary | 421 |
| | Upper Primary | 113 |
| Gajapati | Primary | 937 |
| | Upper Primary | 108 |
| Kandhamal | Primary | 1519 |
| | Upper Primary | 244 |
| Kalahandi | Primary | 1705 |
| | Upper Primary | 365 |
| Keonjhar | Primary | 1807 |
| | Upper Primary | 631 |
| Koraput | Primary | 1853 |
| | Upper Primary | 236 |
| Malkangiri | Primary | 898 |
| | Upper Primary | 103 |
| Mayurbhanj | Primary | 2941 |
| | Upper Primary | 795 |
| Nawarangpur | Primary | 1249 |
| | Upper Primary | 206 |
| Nuapada | Primary | 731 |
| | Upper Primary | 166 |
| Rayagada | Primary | 1482 |
| | Upper Primary | 186 |
| Sonepur | Primary | 761 |
| | Upper Primary | 176 |
| Sundargarh | Primary | 2068 |
| | Upper Primary | 523 |

With the solitary exception of Balasore, in none of the other districts, the national norm of one upper primary school for every two primary schools is fulfilled.

- With a minuscule (1.78 per cent) of private managed schools the rest are government managed primary schools. In case of upper primary schools, the percentage of government managed school is as high as 90.84.

²⁰ Reported by Department of School and Mass Education, Government of Orissa, 2000

4.4.2 Enrolment :

- There has been phenomenal increase in enrolment in primary schools. Overall enrolment of students in primary schools increased from 38.87 lakhs in 1995-96 to 48.16 lakhs in 2002-2003, registering an annual increase of 3.41 per cent. Out of the total enrolment 48.16 lakhs the percentage shares of boys and girls being : (6-11) age-group (56.34, 43.66), (11-14) age group (56.24, 43.76) and (6-14) age group (56.31, 43.69).
- In the year, 1998-99, GER for primary and upper primary levels were 94.91 per cent and 51.31 per cent respectively. For girls, the ratios were as low as 79.82 and 37.43 per cent²¹
- Enrolment in upper primary level poses serious problems. The net enrolment ratio (NER for 2000-2001) in 11-14 age group children is merely 38 per cent. Enrolment of 62 per cent of un-enrolled children is one of the core issues which is a Herculean task.
- Gender disparity in enrolment is evident across two levels of elementary education - the percentage shares of boys and girls being : (6-11) age-group (56.34, 43.66), (11-14) age-group (56.24, 43.76) and (6-14) age-group (56.31, 43.69).
- The inter-district variations in GER and NER are disquieting, particularly the NER in respect of upper primary schools.

4.4.3 Infrastructure :

The inadequacies in the Operation Blackboard programme and its implementation as obtained from the statistics for 2001 compiled by the National Council for Educational Research and Training (NCERT), however, go to show that in Orissa :

- 40 per cent of Classrooms are still without a blackboard and chalk.
- Out of 42,000 schools 10,000 schools have no houses
- 3,000 schools are single room, single teacher (but field visits reveal this is much higher in reality)
- 85 per cent of schools have no lavatory
- 55 per cent of schools have no provision for drinking water²².

4.4.4 Teachers in-position :

- Against 1,09,802 sanctioned posts in 42,104 primary schools, 95,962 teachers are in-position, leaving 13,840 vacant positions (*According to the Orissa Development Report, ODR (Draft) prepared by the Naba Krishna Choudhury Centre for Development Studies the total number of vacant posts of teachers is 17,750. No appointment of teachers have been made against the persons who have retired since 1991*). The existing vacancies constitute 12.6 per cent of the total pool of sanctioned teachers
- Similarly, in 11,510 upper primary schools, out of 31,263 sanctioned posts, 28,135 positions are filled up, representing almost 90.0 per cent of the

²¹ Government of India. Selected Educational Statistics (1998-99)

²² Source: Linda Peer - Groves: Review of Primary Education in Orissa, February, 2002

sanctioned posts. Comparatively, upper primary schools are better placed in respect of size of teaching workforce.

- If sanctioned posts are considered against 42,104 primary schools, the overall average number of posts per school with five Classes works out to 2.6 or three
- In terms of percentage of female teachers in the total pool of teaching workforce, it is found that female teachers constitute one-fourth (25.02 per cent) of the teaching workforce in primary schools²³
- The number of teachers in position in primary and upper primary schools is inadequate. The teachers' professional competence and commitment are, by and large, inadequate to meet the challenges of Classrooms
- It is noted that some of the primary schools are single teacher schools. It has not been possible to appoint second teacher for a variety of reasons; instead Shiksha Karmis / Shiksha Sahayaks are being appointed in place of regular teachers. We are of the view that the practice of multi grade teaching : one teacher teaching more than two Classes simultaneously, is unacceptable. In the short run, it appears to be deceptively inexpensive, but in the long run the cost of not appointing a teacher would amount to playing with the future of our children. It can no way contributed the quality of education. We would therefore recommend that there should be a teacher for every Class

4.4.5 Internal Efficiency :

i. Dropout Rate:

- Dropout rate at the primary and upper primary stages are very high. 43.5 per cent and 57.00 per cent respectively which implies inefficiency inherent in the elementary school system and inefficient use of resources.
- Dropout rate at elementary level, I - VIII (girls) is 72.1 in the state, compared to all India ratio of 68.1 per cent (1999).
- Inter-district variations in dropout rates are significant. The dropout rates in educationally backward districts and among disadvantaged social groups and girls are frighteningly high²⁴.

However, Government of India statistics put dropout rate (overall) at 48.9 and for girls at 54.29 per cent (1998-99). Similarly, for elementary level the figures are 68.02 and 72.10 per cent respectively.

ii. Learner Achievement :

Improvement in levels of learner achievement has learner achievement at the elementary level spills over to the secondary level as evident from the abysmally low levels of performance in the High School Certificate Examinations

- Levels of learner achievement measured in terms of the quantum and quality of learning acquisition are abysmally low (*Baseline Assessment Studies, DPEP, 2001*). Wide variations in levels of learner achievement among boys and girls, urban and rural children, children from SC/ST

²³ Directorate of Elementary Education, 2002-2003

²⁴ Directorate of Elementary Education, 2002

and non SC/ST communities, shows poor functioning of schools and inadequate teaching inputs in rural school especially.

- The Baseline Survey conducted by NCERT in 1995-96 in five sample district of Orissa indicate that for grade IV/V in the language subjects 63 per cent students have not achieved the MLI while for Mathematics the performance is further poor with more than 80 per cent falling in the group who have not achieved the MLI.
- The 'no detention' policy followed at present as per national guidelines militates against the quality of learning in school, and the quality of achievement of students. Instances are not rare where the student who is promoted to Class VIII is not even familiar with the very fundamentals of reading, writing, and computing.
- Poor learner performance is the outcome of several factors. Both *out-of-school variables*—education of parents, socio economic status, child-rearing practices, nutrition, health care, and pre-school education—and *school variables*, such as teachers, textbooks, and academic activities visibly influence students' learning.

4.4.6 Supervision :

The conventional line supervision system by DIs and SIs is being supplemented by supervision of elementary schools, by DIETs faculty, BRC Coordinators and CRC Coordinators. As reported in Baseline Assessment Survey of NCERT, hardly schools are visited. Wherever visited, supervision is consigned to a faultfinding exercise with very little space for cropping up morale and self-confidence of teachers. The reasons for infrequent and ineffective supervision are not also difficult to find. One of the major constraints is exceedingly large number of schools per DI of Schools. Pre occupation of supervisory functionaries with a multiple non-academic government assignments keeps them away from their core responsibility.

4.4.7 Curriculum :

Primary level textbooks have been renewed and revised. Now, there is only one textbook (integrating language, mathematics and FVS) for Class I, two textbooks (Language and EVS integrated and Mathematics) for Class II and three textbooks for Class III. Competency-based textbooks for Classes IV & V have been revised for introduction from the academic session, 2003-04. Due emphasis have been given to art, physical and work education and aesthetic education. However, these elements do not find adequate attention in classroom transaction.

4.4.8 Database on Education :

Members of the Task Force note with concern that there is no database on education which reflects accurately the number of schools in each district with the required infrastructure, containing relevant data on schools in each district (level wise), number of teachers sanctioned according to yardstick and actually in position (trained and untrained), number of Classes / sections, physical dimensions of the school, including the number of class rooms / additional Classrooms required, availability of staff quarters / living accommodation for teachers, availability of teaching learning material, charts and maps, science kits, library and laboratory, and play-fields which together should form the optimum requirement of each school.

4.4.9 Public Action and Community Participation:

There is the lack of public action and community participation in education. Orissa was noted to be among the more advanced states in the early sixties, the state having taken the lead in enrolment, especially of girls, and community participation was forthcoming in the construction of school buildings. With increasing government support and funds made available for education, community participation in education, at present, has almost come down to a trickle, leading to greater dependence on government.

4.4.10 Out-of-School and Working Children :

An incisive reading of Report of Orissa Primary Education Programme Authority, 2002, brings out the distribution pattern of age specific out-of-school children.

- There are 12.74 lakh out-of-school children of (6-14) age-group, out of whom about 54.00 per cent are girls.
- Of these 12.74 lakh out-of-school children, primary school-age children constitute 51.25 per cent. Again, at the primary level more girls (60.00 per cent) than boys are outside the school system.
- Less girls of upper primary school-going age-group are out of school. The percentages for boys : girls are being 52.33 : 47.67 respectively. In DPEP Phase I eight districts, a little over one fifth of the out-of-school children are girls.
- Out-of-school children of all age specific ranges i.e., (6-11), (11-14), and (6-14) of SSA districts are predominantly large, constituting 62.9 per cent of the total (6-14) age group children. This is due possibly to three reasons : (i) larger number of districts (14) under the cluster of SSA districts, (ii) relatively large population, and (iii) non implementation of special programmes like DPEP.
- This out-of-school segment of non-enrolled children include children of migratory parents, pavement dwellers, prisoners, construction workers, children with special needs, sex workers, child labour etc.
- Majority of these children in the age group 6 plus come from the poorest households. It is estimated that out of 20 million child labour in 1990, 7.30 lakhs are from Orissa (ILO, 1990). It is estimated that 15 per cent of the child population in 5-14 age group in Orissa are working as child labour²⁵.
- Out-of-school children of (6-14) age group with special need constitute about 12.6 per cent of the total out-of-school children of the relevant age group.

According to the global definition of child labour, a working child is one, working for someone outside the home, or engaged in household work over four hours a day, or doing other family work (*family firm or enterprise*). This definition is indeed too wide and presents difficulties in actual identification of child labour and their enrolment. The objective should be : all children out-of-school, irrespective of the fact whether they are child labour, as per the global definition, must attend school full time.

The concentration of working children may be found mostly in rural areas and industrial pockets; children tending to cattle or sheep, domestic workers fetching water, fuel, caring for siblings, cooking or other household chores (mostly girls); and hotel workers, workers in small enterprises not coming within the definition of an industrial

²⁵ MICS, 2000, UNICEF, India

establishment, bidi rollers, 'street children' - those who runaway from homes and come to cities, and rag pickers in towns, and urban areas of the state. Mainstreaming of children into schools full-time is the only way of keeping children out of work. The relationship between the need for abolition of child labour and universalization of elementary education must be recognized. The only way of eliminating the pernicious practice of child labour is to bring all children to school.

It was also stated that although a school may be available in the vicinity, it is difficult to enroll children in school, especially children from economically weaker households, and first generation learners in rural areas, and far-flung tribal pockets. A variety of reasons has been cited: economic status of the family, education of parents, the need for children to supplement the family income, the economic compulsion of the girl child to stay at home to look after her younger siblings, and unwillingness of parents to send girls to attend school after reaching puberty

According to a survey of thirteen villages - six in Koraput and seven in Puri district, "the percentage of enrolment of children in 13 villages of Orissa is far below 100 per cent. Enrolment in schools is positively associated with education of parents and the economic status of the family among both the forward and the backward castes. The enrolment of backward caste children is significantly affected by the number of animals at home, distance to forests and more so by the schooling factors in both the districts. The dropout rate of children among the SC/ST population and of girls is high. Poor economic status of the family, literacy among parents, high opportunity cost of these children (particularly of boys), lack of proper facilities and also inconvenient timings of the school, are some of the important reasons for non enrolment and discontinuance"²⁶

All these factors cited, however, are based on the assumption that a school is available locally in the neighbourhood. Even at places where a school is available physically, it may not have a building, adequate classrooms, there may be no teacher, the essential infrastructure and minimum teaching learning material may not be available. Do we really expect parents to send their children to these 'hovels', where no teaching learning actually takes place? The myth that the parents do not send their children to school despite availability of a school in the neighbourhood has been perpetuated far too long, probably, to justify a multitude of sins of commission and omission. The PROBE Survey (1997) has established the fact that there is no lack of demand for education. Even in educationally backward states, in response to the question: 'Is it important for a child to be educated'? The proportion of parents who answered in the affirmative was 98 per cent in respect of boys and 89 per cent in respect of girls. The problem, therefore, is not lack of demand; the priority is one of supply management i.e. a need for providing facilities for education of our children. *The motto should be to carry learning to the children*

4.4.11 Education of the Girl Child :

Education is rightly acknowledged as the most effective tool for empowerment. But there are wide gender differentials at all levels of education in Orissa. Economic factors as well as attitudes, social practices, knowledge, behaviour limits girls access to completion of and performance in equitable, quality and relevant education. Literacy rates are very low, especially for women in specific pockets and region notwithstanding the average comparable to those at the national level. According to 2001 Census, the literacy rate for females is 51 per cent as compared to 76 per cent for males. The female literacy although has jumped by 16 per cent in comparison to last census the female literacy in 16 out of

²⁶ Sailabala Debi. *Inequality of Access to Elementary Education in Orissa: An Inter and Intra spatial Analysis*

thirty districts remains below the state average. Today about 26 per cent of the school going (6-10 age group) girls are not in school.

More girls than boys drop out (69 per cent girls and 49 per cent boys), repeat grades, and do not finish the primary cycle. 36 per cent of adults are illiterate - 2/3 are females - it is time to break the cycle.

In practice, girls are not in school because of

- Time consuming chores
- Schools perceived as low priority for girls
- Cost of education.
- Too few or overcrowded Classrooms
- Discriminatory Classroom practices
- Lack of female role models
- Hidden curriculum biased teaching methodologies, textbooks and materials.
- Long distances between school and home
- A non-supportive school environment lowering girls self image, academic achievement and endangering her safety.
- Gender bias in homes, communities, school and media

The problem is accentuated due to non-availability of any primary schooling facility in about 17.6 per cent of habitations (12859 out of 73148) in the state within 1 km of walking distance. While 14 out of 30 districts of the state have 20 per cent or more of their habitations not served by any primary school, about a third of the total unserved habitations lie in 5 KBK districts of Koraput (1169 - 31 per cent), Malkangiri (580 - 33 per cent), Rayagada (1049 - 35.4 per cent), Kalahandi (798 - 23 per cent), and Gajapati (564 - 31 per cent). So it is no wonder that only 44 per cent of the children enrolled are girls and tribal girls make up only 18 per cent of the total girls enrolled.

The reasons for so many children dropping out before completing five years of primary education are somewhat interesting. The Forty-second round of National Sample Survey conducted during 1996-97 identified the reasons for non-attendance and drop out as follows :

| Sl. No. | Reasons | Non-attendance as percentage of drop outs | |
|---------|--|---|-------|
| | | Boys | Girls |
| 1 | Lack of interest | 25 | 30.9 |
| 2 | Participation in household / economic activities | 24.8 | 5.4 |
| 3 | Financial/Economic reasons | 22.4 | 15.2 |
| 4 | Domestic chores | 2.1 | 15.1 |
| 5 | Failure | 19.9 | 17.8 |
| 6 | Other reasons | 5.8 | 15.6 |

Although these data need to be validated through more extensive studies in Orissa, the pattern is quite significant to drive home the failure of the existing curriculum and the method of its transaction to hold the interest of the child. "Lack of interest" is a direct expression of "uselessness of studies and "failure" can be a result of teachers' inability to make teaching enjoyable and effective inclusive of gender insensitiveness. On these two scores, girls are more the victims (48.7 per cent) than the boys (44.9 per cent). When "other reasons" add up to these, girls overwhelmingly (64.7 per cent) outnumber the boys (50.7 per cent). These other reasons include distance of the school, location disadvantages,

sense of social insecurity. In addition, the traditional belief that "bringing up a daughter is like watering a plant in another's court yard" (Telugu proverb) or the prayer mentioned in Atharva Veda "Birth of a girl - grant it elsewhere, here grant a son". Although this applies to non-literate communities in general, happily such stigmas are not attached to the girl child in the tribal society that is largely responsible for low literacy and low enrolment of girls in primary schools in Orissa.

It is, therefore, necessary for every one interested to find a 'just world' free from atrocities of every hue, free from violence, hatred, pride and prejudices to strive hard to spread a meaningful education for all. For that education must convince the parents and children that it can raise their standard of living, bring them socio-economic prosperity, more so if the girl child is given her equal share of rights including her right to survival and education at par with the favoured male child.

A three-pronged strategy to achieve universalization of elementary education - elimination of child labour, reaching out to those unaccessed so far comprising, dropouts from primary school, working children and girls and imparting to them basic skills of reading, writing and computing with a view to enabling them to join the school stream through relevant bridge courses. Stricter penalties under the Minimum Wages Act may be enforced to punish employers who engage child labour.

Schooling must be arranged so that all children out-of-school, must attend day schools. Only in such cases where children cannot be brought into school, for any reason, special bridge courses under the Education Guarantee Scheme may be organized for them with a view to facilitating their entry into school at a lateral level. The EGS under any circumstances cannot be considered a substitute of the day school, or a default option of not providing a school.

4.4.12 Education of Tribal Children :

Education for children belonging to scheduled tribes warrants special attention; their development must be planned in the context of tribal society and culture. Attainment of goals needs to be prioritised. In a broad sense, the tribal societies are relatively isolated, encapsulated or encysted, and are less prone to change. Tribal society, in fact, is a microcosm of rural India. Most of the tribes constitute self-sufficient communities who do blissfully well without modern amenities and artefacts. They are inheritors of a rich heritage and culture for which they could survive since times immemorial without any development or intervention. By nature, they are more collectivistic and less individualistic. They believe in group displays, group exchanges, involvement with group encounters, commitment to in-group authority, in-group goals, and total group identification. They are not poor but are deprived because of restrictions imposed on their material resources. Education is essential for their development. No make-shift or low-cost arrangements will hold good for holistic development of tribals rooted in their own culture and heritage. For mainstreaming the scheduled tribes our attitude should be non-discriminatory.

In planning for educational development of the tribes, "We should judge results, not by statistics, or the amount of money spent, but the quality of human character that is evolved", Jawaharlal Nehru observed while expounding the five principles, popularly known as *tribal panch-sheel*.

Establishment of schools for all children in tribal sub-plan (TSP) areas may receive top priority. Access and equity for completing twelve years of basic education shall be the primary objective. The parents are to be motivated for education of their children only

through their value system, norms, ethics, customs, rituals, ethos and ideology. The curriculum, content, and teaching learning material may be designed keeping in view, tribal folk-lore, folk tales, myths, riddles, and proverbs. Their own concepts of 'good life' shall be given due recognition in planning for their educational development. Adoption of a uniform pattern of curriculum for all first generation tribal learners and preparation of textbooks will not meet the varying needs of specific learning groups. Learning needs of different tribal groups would, therefore, involve detailed micro planning. The textbooks and primers in particular, should be so designed as to provide the bridge from a spoken tribal language / dialect to Oriya. Preparation of primers and the pedagogy should be rooted firmly in the culture, heritage and ethos of a specific tribal group.

It is important to note that an exclusive approach for tribal education may sometimes be counter-productive. It is, therefore, suggested that integrated educational complexes with residential hostel facilities may be provided in the tribal sub-plan areas, where students from other communities may be allowed to pursue their education. This will provide opportunities for mainstreaming of tribal children and create a healthy atmosphere for competitive learning within their peer group. While all tribal children would be entitled to scholarships and hostel facilities, merit scholarships to students belonging to other communities should also be made available. A certain percentage of seats, say up to 20 per cent, subject to availability, may be made available for other children, including those from backward communities.

For increasing the core competence of the scheduled tribe students, there is the necessity for sincerity in our efforts which requires dedication and missionary zeal. Supplemental and remedial education for tribal children may be provided and special coaching given to the more promising tribal students.

The Report of the Comptroller and Auditor General for the year ended March 31, 2001 points out the following inadequacies in regard to education of scheduled tribe children and working of residential high schools :

- Review of working of residential high schools (RHS) functioning under the Scheduled Tribes and Scheduled Caste Development Department (ST & SC Department) of the State Government disclosed increase in the number of schools with sub-standard results, increase in the already high dropout rate, shortfall in inspection of schools and non-disbursement of scholarships to students. The working in residential high schools run by the ST & SC Department with a view to promoting primary and secondary education in tribal areas of the state was thus hardly achieved.
- The dropout rate of the residential high schools in the state rose from 42 per cent in 1996-97 to 48 per cent in 2000-2001.
- In 2 test-checked zones out of 4 zones in the state, the percentage of shortfall in inspection of high schools during 1996-97 to 2000-2001 ranged from 29 to 49 and 11 to 74 respectively.
- The number of test checked schools with 'Nil' result in high school certificate examination rose from 3 in 1996-97 to 18 in 1999-2000. Similarly the number of schools with below 30 per cent result rose from 12 in 1996-97 to 60 in 1999-2000.
- Idle retention of 55 carpentry teachers and 12 weaving teachers in 65 residential high schools resulted in infructuous expenditure of Rs. 1.72 crore.
- The percentage of pass at the Annual High School Certificate Examination has dwindled year by year. The percentage of pass which was 63 in 1996-97 has come down to 59.56 in 1998-99 and further reduced to 44.09 in 2000-2001.
- The percentage of schools below 30 per cent results rose from 6 per cent (12 schools) in 1996-97 to 28 per cent (60 schools) in 1999-2000. During 1996-2000,

while there was constantly 'Nil' result for 4 years in one school (Gopalpur Girls' High School in Kalahandi district), 'Nil result' prevailed from 3 years in to one year in respect of 27 high schools - 8 each in Koraput and Rayagada district, 2 each in Malkangiri and Nawarangpur districts, 4 in Kalahandi district and 1 each in Phulbani, Gajapati and Sundargarh districts

- Rs 28.05 lakh pertaining to pre-matric scholarship of 1994-95 to 2000-2001 remained un-disbursed up to May, 2001, depriving the students of the benefit. Scrutiny of records of the five offices, the report stated that funds amounting to Rs. 38.60 lakhs meant for purchase of cots, beds, textbooks and utensils for supply of the schools remained unspent with the Drawing and Disbursing Officers ranging from 1 year to 9 years.
- Special central assistance of Rs. 49.10 lakh was utilised for construction / repair of school building, staff quarters and other inadmissible works in violation of guidelines amount to mis-utilisation.²⁷

4.4.13 Language Competence :

Language is most important for communication. As Marshall Mc Luhan observed, 'medium is the message', language instruction in school must receive emphasis. The three language formula approved as part of the National Policy on Education, evidently places emphasis on language instruction and curriculum development in schools where many languages are being used as media of instruction. Education at the primary level teaches the child the skills of listening, reading, writing and communication. Students at the high school level are required to learn at least three languages - the mother tongue / Oriya as the first language, Hindi and English as second and third languages, and sometimes a Classical language - Sanskrit. While the mother tongue is acquired in the mother's lap, it is in school that the child learns the skills of reading, writing and grammar. Primary education is primarily language education. It is, therefore, essential that the child develops the ability in reading, writing and the proficiency of expressing himself / herself in his own mother tongue / Oriya by the time he passes out of primary school Class V. It is understood that at present English is introduced at Class II or Class III level in Orissa at a time when the child is not expected to reach a certain level of competence in the mother tongue. Although English is introduced at this level with the best of intentions, the children learn poor English and the poor standards of language proficiency both in mother tongue and English stand as the main barriers to universal access and achievement.

With a view to improving the quality of language instructions and promoting proficiency and ability in reading, writing and comprehension in respect of the three languages taught in the school - Oriya, Hindi and English, it is suggested that :

- The children should be taught in their own mother tongue / Oriya at the primary stage of schooling in Classes I to V, and
- They should be taught the second / third language only after acquiring a desired level of competence in their own mother tongue.
- The alphabets and spoken variety of the next languages Hindi / English may be introduced at Class V level, not earlier.
- In the upper primary sections Class VI - VIII, the students may be required to learn all three languages - Oriya, Hindi and English which no doubt will continue till they pass out the higher secondary stage.

4.5 Quality Assurance : The National Policy on Education, 1986 places overriding emphasis on the importance of giving special attention to quality aspects of primary education. Several policy guidelines have been formulated. The infrastructure, teacher's quality, teaching methodology and even the curriculum counts for the quality of education.

The quality of primary and upper primary education has deteriorated fast over the past two decades. A number of factors are responsible for such deterioration e.g. teacher absenteeism, lack of effective supervision, uninteresting and irrelevant curriculum, unfriendly school environment, lack of parental care and lack of effective community participation in the school management. It was stated repeatedly that no-detention policy has led to deterioration of standard of education. The methods of transaction of the curriculum and lack of child-friendly teaching-learning materials have contributed to the inefficiency of the system.

The curriculum is pre-eminently urban oriented. Neither the curriculum nor the textbooks appeal to the tribal and rural children. Teachers also never try to adopt child-friendly approaches. Unimaginative and unfriendly approaches in teaching also contribute significantly to deterioration of quality and standards which is one of the reasons of the heavy dropout rates in rural and tribal areas.

The absence of work culture in the school and in the teaching-learning process has resulted in education being completely divorced from work. That what is to be a good medium of instruction has been well established in the basic education system enunciated by the Zakir Hussain Committee. The introduction of a few Classes of socially useful productive work (SUPW) has really not contributed, in any measure, to promotion of work culture through education.

4.6 Recommendations : The following strategies may be adopted for implementation of the goal of universalization of elementary education, keeping in view the need to provide access to the so far un-accessed children, their enrolment and retention, achievement of minimum levels of learning and ensuring quality of education.

- A detailed *school-mapping exercise* must be taken up immediately in respect of each of the 30 districts in the state for location and establishment of schools in the school-less habitations. A micro-plan for achieving universal enrolment and universal literacy needs to be prepared in respect of each village / habitation, keeping school as unit of planning to ensure universal coverage under their respective programmes of Universal Elementary Education (UEE) and literacy campaign. What is important is that such micro-plans should be village-centric and local specific, instead of the "top-down" model being implemented at present.
- There are 6234 Gram Panchayats in the state. Keeping in view the local specificity in each area and the actual needs, *it should be our aim to establish at least 8 primary schools, 4 upper primary schools in each GP.* Each primary school must have Classes I – V, each upper primary school must have Classes I – VIII, which should be full-fledged in every respect with the required number of teachers, teaching-learning material and equipment, textbooks and workbooks for all children enrolled, and provision of drinking water and toilets, mid-day meals to children and health check up. *The state must provide funds for the purpose.*
- Additional schooling provisions based on micro-planning and school mapping, may be made either in the form of full-scale primary and upper primary schools

and alternative innovative schools keeping in view the diverse and varied nature of the target groups of difficult to-reach children. Strategies for intervention have to be different and flexible due to contextual diversities. The detailed school-mapping and micro-planning exercise in each district may be taken up immediately. The establishment of schools and their performance may be monitored at the district and state level regularly.

- Schooling must be arranged in different learning centres. In providing access of children to a learning centre, innovative learning modules of learning may be devised, as may be considered locally suitable, to enable children to learn and facilitate their entry into the school at lateral levels. Suitable bridge courses may be developed for facilitating entry in Class III, V & VII.
- Mainstreaming out-of-school children into schools should be the primary concern. Government should arrange necessary facilities so that they must attend day schools full time. Only in such cases where their attendance in schools cannot be ensured for valid reasons, suitable bridge courses may be provided for them to the specific goal of facilitating their entry into schools laterally - at Class III, V, and VII levels.
- Eight years of elementary education (Classes I to VIII) has to be achieved by 2010, inclusive of learning at school and at work through suitable bridge courses to impart education and training leading to skill development to children before they turn 14 years of age. Vocational skills may be imparted to children weaned away from child labour along with the necessary supplement of the educational complement with a view to facilitating their re-entry into the school stream at different levels.
- The centres established under the Education Guarantee Scheme (EGS) may be engaged in devising suitable bridge courses for these children for which all facilities should be provided in respect of coaching, holding regular Classes and support for devising suitable teaching learning materials by specialist organizations like TE and SCERT, SIEMI. Scheme of EGS should not be allowed to continue open-ended and should be phased out within 2007 and 2010 by which date it should be terminated. Wherever need arises suitable residential full time schools may be established to cater to the needs of these children. Only such persons may be appointed as Shiksha Sahayaks who are suitably qualified and eligible of appointment as teachers in schools. Since it is our objective to achieve universal primary education by 2007, and UFE by 2010. We would expect that qualified Shiksha Sahayaks are absorbed as regular teachers in the elementary schools latest by 2010.
- Most of the un-enrolled children in rural / urban slums and tribal areas are girls. Besides girls even if enrolled, dropout of school after they reach the age of 12. Suitable bridge courses / modules may be designed for girls out-of-school in the age-groups : 7-10 and 11-14. The bridge courses for children in the 7-10 age group could be nine months to twelve months duration and aim at facilitating their entry into Class V. The bridge courses for girls in the age group 11-14 could be of twelve months to eighteen months duration preparing them for entry into Class VII. Facilities for lateral entry of students into the school may be provided through examination / objective tests at Class III, V and VII for all working children and girls. Children from bridge courses, subject to their qualifying in the objective tests, may be admitted to the schools.
- Government may provide financial and technical support to voluntary agencies for designing and conducting bridge courses

- EGS centres in addition to organizing bridge courses for out of school children may also be used as a continuing education (CE) centre for adult learners.
- Ensuring universal and equal access to and completion of primary education by all children and eliminate the existing gap between girls and boys, as stipulated in article 28 of the Convention on the Rights of the Child; similarly, ensuring equal access to secondary education by the year 2010 and equal access to higher education, including vocational and technical education, for all girls and boys, including the disadvantaged children;
- Increasing enrolment and improving retention rates of girls be ensured by enlisting the support of the community and parents through campaigns, flexible school schedules, incentives, scholarships; required budgetary resources for the purpose be provided;
- Training programmes and materials for teachers and teacher educators, be developed, teachers awareness about their own role and responsibility be ensured, supported by effective strategies for gender-sensitive teaching;
- Provision of education and skills training to increase girls' opportunities for employment and access to decision-making processes;
- Provision of education to increase girls' knowledge and skills related to the functioning of economic, financial and political systems;
- Ensuring access to appropriate education and skills-training for girl children with disabilities for their full participation in life;
- Promote full and equal participation of girls in co-curricular activities, such as sports, drama and cultural activities;
- Motivation of the community - specially mother about the education of the girl child;
- Supplementary and remedial education for disadvantaged and under-achieving school children may be provided by the school with community help and voluntary organizations working in the field of education. Voluntary agencies may be encouraged to provide facilities for open schools and provide remedial coaching to the students.
- Government should take appropriate measures to implement the educational provisions made under the Persons with Disabilities (equal opportunities, protection of rights and full participation) Act, 1995 for children's with disabilities.
- Emphasis be attached to opening of Bal Shramik Vidyalaya or bridge schools for child labourers with the support of Ministry of Labour, National Child Labour Programme (NCLP), Government of India.
- Opening of new schools as per norms laid down may provide the desired access to the so far un-accessed children but this may not necessarily ensure children's participation. What is of compelling necessity is that schools have reasonably adequate and appropriate facilities to make them functionally effective and efficient. Building the school environment should be a priority with emphasis on :

development of physical infrastructure of the school, provision of drinking water supply, lavatories;

provision of adequate teachers, strengthening of teacher resources and inputs;

essential teaching learning material including blackboards, maps, charts, a small library, toys, games and some equipment for work experience.

preparation of academic calendar and laying down in detail the school activity pattern;

The positive support to school enrolment, especially retention has been strongly demonstrated by effective and well-managed programmes of school feeding or the mid-day meal scheme as in Tamilnadu. To ensure that the campaign for school enrolment especially in tribal and rural areas is sustained and dropouts eliminated altogether, mid-day meal programmes may be organized in every school to provide for all school children up to Class VIII. The responsibility for school feeding should not be cast on the Headmaster or the teachers of the school. School feeding programmes may be organized through the involvement of the local community and with the supervision of the Sarpanch / Ward Member of the Gram Panchayat. (since programmes like mid-day meals have a great potential of improving not only participation of children in schooling, but also their nutrition and health, and also equity, they need to be implemented with right spirit - providing cooked meal to all children, as desired by the Supreme Court recently)²⁸;

Regular health check-up in each elementary school need also be organized through the involvement of the local Primary Health Centre. Distribution of Vitamin A and iron tablets to prevent nutritional deficiency like night blindness, iron deficiency (anaemia) may be ensured in every school and steps taken to prevent iodine deficiency (*goitre*) and other micro-nutrient deficiency at regular periodic intervals; and

involvement of the local community in the functioning of the school and its management.

- Construction of school buildings in school-less habitations must be left to the initiative of the local community / school education committee, who should be encouraged to construct "first generation school buildings" : in each of these localities by using locally available building materials with fire proof roof. Funds for construction of buildings may be provided from MP's / MLA's Local Area Development (LAD) fund in case of constraint of state resources. The Gram Panchayat is best positioned logistically to oversee employment works under the Sampoorna Grameen Rozgar Yojna (SGRY), which took birth through the merger of Jawahar Gram Samridhi Yojna (JGSY) and the
- The ban on creation of new posts should not be made applicable to educational institutions.
 - Right to education is a fundamental right guaranteed under the Constitution. Education is a basic need of the people, which the government must provide.
 - The state government shall provide all the required resources and support to achieve fully the goal of universalization of elementary education by the year 2010. The successful operation of this programme will depend on the District Elementary Education Plan, and its quality, reflecting the specific needs of each district in the state. Actual requirement of funds need, therefore, be worked out urgently in finalizing the District Elementary Education Plans for all 30 districts.

²⁸ Jandhyala B.G. Tilak (2003). Education in Orissa - A Review of Progress, Problems and Perspectives for Future on School Education

Employment Assurance Scheme (EAS). The food stocks available may be utilized under the food for work programme for the specific purpose of construction of school buildings in rural areas. The responsibility for overseeing and completion of school buildings construction must be entrusted to the Gram Panchayats.

- The 'no detention' policy followed up to class VII, it was stated is not conducive to achieving the minimum levels of learning desired by students in the elementary school. Objective tests / oral tests may be devised which could be used for making a qualitative assessment of learning imparted at school and retained by the student. The conduct of unit test should be ensured.
- Scholarship examinations, commonly known as *vrutti* at the level of Class III, V and VII which are held regularly in the state have often thrown up students of merit who have pursued their education with state scholarships howsoever small the amount might be. In our considered view, the number of vrutti scholarships as well as the amount of scholarship need to be substantially enhanced to enable gifted and meritorious children from economically weaker sections to pursue their education.
- The scholarship examination being conducted at present at the end of Class III, Class V and Class VII should be held regularly with a view to identifying talented children on the basis of objective tests. Gifted and talented children are the 'wards of the state'; all children qualifying at the scholarship examinations with reasonable cut-off marks may be awarded scholarships at par with the rates of pre-matric scholarships for ST students.
- It is evident that the responsibility for UEE cannot be shouldered by any single agency entirely. The objective of facilitating lateral entry of out-of-school children into schools can only be achieved under the umbrella of Sarva Shiksha Abhiyan, and this would involve a partnership of government and non-governmental organizations, local bodies including Gram Panchayats, teachers, women's organizations parents and employers. Active participation of the parents and local community in the campaign for school enrolment is the key to success. A 'social compact' involving the government, non-governmental agencies, local bodies and Grama Panchayats, parents and teachers must be evolved to achieve the goal of universalization of elementary education by the year 2010. Keeping these objectives in view, it is necessary that the details will be mapped in each district in accordance with the guidelines provided under Sarva Shiksha Abhiyan for enrolment and retention.
- The perspective plan of the district shall include EGS and AIE and are required to indicate the total number of children receiving supplementary education and the actual number of pupils who enter the school stream at lateral levels.
- The plan shall also include the additional requirement e.g. buildings, Classrooms, teachers, books and accessories, support services, supervision and management projected in order to quantify the funds necessary for achieving the goal of UEE inclusive of learning at school and at work through alternative programmes, if all unenrolled children presently out of school are brought to school.
- Cost-effective strategies must be developed for increasing significantly the percentage of children in the age group 6 – 14 who complete successfully eight years of basic elementary education, improving their general levels of learning, and reducing gaps associated with gender, poverty, and tribal or caste

affiliation. What matters most is what the children learn, retain and apply in life. This will be key to planning and the real test of implementation.

- Right to education is a fundamental right guaranteed under the Constitution. Education is a basic need of the people which the government must provide.
- We are of the view that the practice of multi-grade teaching : one teacher teaching more than two Classes simultaneously, is unacceptable and deleterious to the quality of teaching. In the short run, it appears to be deceptively inexpensive, but in the long run the cost of not appointing a teacher would amount to playing with the future of our children, there should be a teacher for every Class.
- The ban on creation of new posts should not be made applicable to educational institutions. Admittedly, there must be a curb on all irregular appointment made. Efforts need be made, simultaneously, to identify all vacancies of teaching staff at all levels, including headmasters, and these posts should be filled up as soon as possible, for which funds must be provided by the government in order to achieve the goal of UEE by the year, 2010.
- The Government may ensure that free textbooks are available to all children up to Class VIII. These books should be made available well before the beginning of the school session. Steps need, therefore, be taken for printing of textbooks and despatching them to all districts well ahead of the commencement of new academic session. The process of printing of textbooks may be decentralised so that the textbooks could be printed at the district level to avoid delay in timely supply of books. Production of supplementary books may be encouraged.
- The annual maintenance of educational institutions along with hostels etc. by the state government shall be ensured and suitably monitored by the appropriate authority.
- Model residential schools with hostel facilities may be established in each district to impart education of quality and comparable standards. Although special grants are provided by the government for SC/ST hostels, in our view, segregation of students, on the basis of SC/ST and non SC/ST, should be altogether avoided. Hostels meant for SC/ST should also accommodate students belonging to other categories, including other backward castes (OBC). We would suggest that 20 per cent of seats in these hostels may be reserved for students belonging to non SC/ST category, and subject to availability these seats may be allotted to other students purely on the basis of means-cum-merit criteria. This is necessary to remove a feeling of isolation among SC and ST students and integrating them with the mainstream. The approach should be integrative rather than exclusive.
- **Special Facilities for SC/ST / OBC Students** : Against the overall dropout rate of 41 per cent at the primary stage noted for the year 2002-2003, the dropout rates of scheduled caste children and scheduled tribe children were 51 and 63 per cent respectively. Unless these dropout rates are reduced substantially, universalization of elementary education would continue to be a distant dream. Special care needs to be taken to impart education by providing the students with scholarships, boarding facilities, textbooks, reading and writing materials etc. The package should include :
 - Free supply of books and stationeries to SC/ST and OBC students
 - Merit scholarship to SC/ST and OBC students (Class IX – XII)
 - Vocational and technical students scholarship to SC/ST and OBC students in IIIs
 - Book banks for SC/ST and OBC students

The Task Force noted that it is proposed to establish eight Kendriya Vidyalayas in eight districts formerly known as KBK districts at a cost of 7.80 crores. This is a step in the right direction. These Kendriya Vidyalayas may provide opportunity for talented children to pursue their education with scholarships made available to the meritorious students.

- Formation of School Complexes has been recommended in the Programme of Action 1986, approved by the Parliament, so far there has been no progress in the matter. The Task Force urges that state government take effective steps in the issue to promote synergy among educational institutions in an identified cluster. Such a step would also contribute to community involvement and participation in the management of schools. This may be so developed as to promote a synergic alliance between the primary and the upper primary sections with the secondary school at the apex.
- School holidays should be adjusted to the seasonal cycle of agricultural operations. In the predominantly agrarian society of Orissa, the schools should have a direct linkage with agriculture cycle, in so far as the contents and process of education are concerned. "The timing of the school should be such that the tribal children are able to attend school without foregoing their earnings" (Sailabala Debi). School holidays should be adjusted to the seasonal cycle of agricultural operations, so that the children can participate and help their parents in the field and thereby acquire the much-needed hands on experience and work culture.

- **School holidays should be adjusted to the seasonal cycle of agricultural operations**
 - **Linking enrolment and retention in school, reducing dropouts, monitoring of gross and net enrolment ratios and evaluation of the learning outcomes with important festivals celebrated locally.**
- Mass Campaign for School Enrolment should be initiated. Mobilizing a mass campaign for school enrolment is essential for mainstreaming children into schools. The learning cycle in schools should be linked with important festivals celebrated locally e.g., the *makara sankranti*, *aksha trutiya*, *raja sankranti*, *ratha jatra*, *nua khai*, *dasahara*, *kumar purnima*, *dola jatra* and *the pousa purnima*. There are definite advantages in this in ensuring enrolment and retention, reducing dropouts, monitoring of gross enrolment and net enrolment and evaluation of learning outcomes. This would also provide an opportunity to parents of children to know what the children learn at school and whether the learning outcome meets their expectations. Traditionally, *Basant Panchami / Saraswati Puja* is observed in rural areas as the occasion for initiation of the child into the learning process. This occasion may be used to organize village *parikramas* to promote wider community awareness for a mass campaign for enrolment. The local community could participate in local area planning and assist in preparing micro-plans for each school / village education complex; this would also facilitate the active participation of the local community in the activity pattern of the school and ensure that all children out of school are enrolled, and those enrolled continue to receive basic education of quality.
- Emphasis should be attached to provide quality assurance and promoting the quality of learning at all levels, continuing upgradation of the minimum learning levels and providing education of a comparable standard and quality.
- A separate Board for elementary education be constituted. Gradation of schools, according to quality, available facilities, achievement/performance levels, and

standards may be ensured while considering upgradation of under-performing schools.

The state government should provide all the required resources and support to achieve fully the goal of universalization of elementary education by the year 2010. The successful operation of this programme will depend on the District Elementary Education Plan, and its quality, reflecting the specific needs of each district in the state. Actual requirement of funds need, therefore, be worked out urgently in finalising the District Elementary Education Plans for all 30 districts.

Since the Tenth Five Year Plan has already commenced, enrolment of children should begin right now under the Sarva Shiksha Abhiyan subject to the baseline survey to be prepared on an urgent basis.

The state government must develop its own vision of elementary education incorporating all these elements, without further delay. Care should be taken to shoulder the progressive financial burden of the centrally sponsored schemes in future.

II. Early Childhood Care and Education :

4.8 Early Childhood Care Education (ECCE) is a support to primary education. Since enrolment - starts with Class I the school-going habit can be formed by providing pre-school education before the child is enrolled in school, through play way activities. It is also a support service for the working women of the disadvantaged sections of the society. The pre-school education component in Anganwadi must be strengthened; simultaneously, the proximal relationship between the pre school segment as an adjunct to the primary school with the primary school must be promoted.

4.8.1 The National Policy on Education (NPE, 1986 with modification in 1992) and the Ramamurti Committee Report (1990) have placed great deal of emphasis on early childhood education including care "as an important input in the strategy of human resource development" as a feeder and support programme for primary education (School Readiness Programme), as a support service for working women of the disadvantaged sections.

After the Ninety-third Amendment Bill Article 45 under the Directive Principle of State Policy (DPSP) will now only cover the ECCE.

4.8.2 Provisions : The Integrated Child Development Services (ICDS) was established to ensure the delivery of comprehensive child development services to all children as part of the National Policy for Children (1974). The specific objectives of ICDS are :

- Lay the foundation for the psychological, physical, and social development of the child.
- Improve the nutritional and health status of children from birth to the age of six.
- Reduce the incidence of mortality, morbidity, malnutrition and school dropout.
- Enhance the capability of mothers to look after the needs of the child.

The programme targets the poorest children found in urban slums and rural areas, particularly children belonging to SCs and STs. The integrated package of ICDS services works through a network of Anganwadi Centres run by Anganwadi Workers and a helper usually selected from the local village. The responsibility of Anganwadi workers includes pre-school education as well.

Early Childhood Care and Education (ECCF) programmes are a component of the Integrated Child Development Services which reach out the children from vulnerable and remote areas. It covers supplementary nutrition, health check ups for both mother and child, immunization programmes and pre school education. The programme also runs crèches and day care centres for casual migrant and construction labourers.

In addition to ICDS, the other schemes for children in the pre-school group include:

- Balwadis run by voluntary agencies with assistance from Government of Orissa
- Pre primary schools / Classes run by commercial agencies,
- ECE centres run under the scheme of assistance to voluntary organizations by the Government of Orissa

4.8.3 The population of children between 0-6 years in Orissa is 5.2 million which constitutes 14.1 per cent of population (Census, 2001). Various ECD schemes under government and non government agencies are able to reach out to only 19.6 per cent of the 3-6 age group population²⁹.

The UNICEF assisted ECE programme is being implemented in the State since 1982 with the objective of motivating children in the age group of 3-6 years towards primary education with a view to achieving the aim of Universalization of Elementary Education (UEE). Motivation of pre-school children is planned through use of basic learning and play materials developed by institutions set up under the ECE programme. The ICDS projects and agencies like State Council of Child Welfare and State Social Welfare Advisory Board are administering the pre-primary stage education through Anganwadis, Balwadis and Crèche centres. During 2001-2002, about 9.81 lakh children have been enrolled under pre-school activities against 8.92 lakh children enrolled during 2000-2001 under the ICDS programme.

In all, 308 ICDS projects are being implemented in 296 blocks of the state, including 12 projects in urban areas. The target group under the programme consists of children in the age group of 0-6 years and expectant and nursing mothers in the age group of 15-45 years belonging to families below the poverty line. There has been a steady improvement in coverage under ICDS. The number of projects and Anganwadi Workers increased from 279 and 28,382 in 1997-98 to 308 and 31,855 respectively during 2001-2002. Steps are being taken to extend the scheme to the remaining 18 blocks with 2,346 Anganwadi Centres by the year 2002-2003.

The scope of pre school education in the state at present is extremely limited. Except in a few private / fee-paying schools there is no provision of pre-school education in the state. The Anganwadis run by the ICDS programme under assistance from the Women and Child Development Department need to extend their scope and outreach.

4.9 Recommendations : Recognising the holistic nature of child development and ECCE and its priority and integration with ICDS programme, the Task Force note with concern that the existing practice of admitting children at the age group of 5+ in Class I has virtually excluded any special consideration of the needs of the children in the age group 3-6 facilities for whom are awfully inadequate. While enrolment of children in primary school age group is being emphasised to achieve the goal of universalization of elementary education, there is lack of similar concern to provide for pre-school education of children in the age group 3 to 6. Besides, this virtually negates the spirit of the ninety-third Constitution amendment making education a fundamental right within the meaning of

²⁹ Dept of Women and Child Development, 1997

Article 21 A of the Constitution of India. *"We are guilty of many errors and many faults, but our greatest crime is abandoning our children, neglecting the fountain of life. Many things you and I need can wait. The child cannot. To the child we cannot say tomorrow, his name is TODAY"* (Gabriela Mistral). *We cannot perhaps express our concern for children in the pre-school age group more forcefully than in these words.* Thus the Task Force strongly recommend :

- A pre-school education component should be established as an adjunct to all existing primary schools with a view to providing good quality early childhood education to all children until 6 years of age. This should be in addition to expansion of all existing facilities for pre school education through Anganwadis under the ICDS Scheme simultaneously. This would help in developing the school going habit and provide necessary support to enhance enrolment and retention in the school.
- The total number of children in 0-6 age group is reported to be 5.2 million. Pre-school education facilities - early childhood education of the nature of play school would require to be provided for approximately 2.5 million children in the age group of 3-5, to impart the basic skills of alphabetisation and computing, and prepare them for primary school.
- Suitable training modules may be devised and need-based curriculum may be developed for pre school educators with suitable training facilities.
- Appropriate linkages shall be developed between ICDS / Pre-school Centres, Primary Schools and EGS Centres. Community and NGOs, civil societies, PR Bodies may be encouraged to open ECCE / Pre-school Centres for most under privileged groups those who are still outside the mainstream of formal education.
- Supervisory or monitoring mechanism may be created at the state level to maintain the quality of pre-school education.
- Inservice training programme may be organized for Anganwadi Workers to give them exposure for pre-school component in ICDS programme.
- A policy on pre school education be evolved immediately.

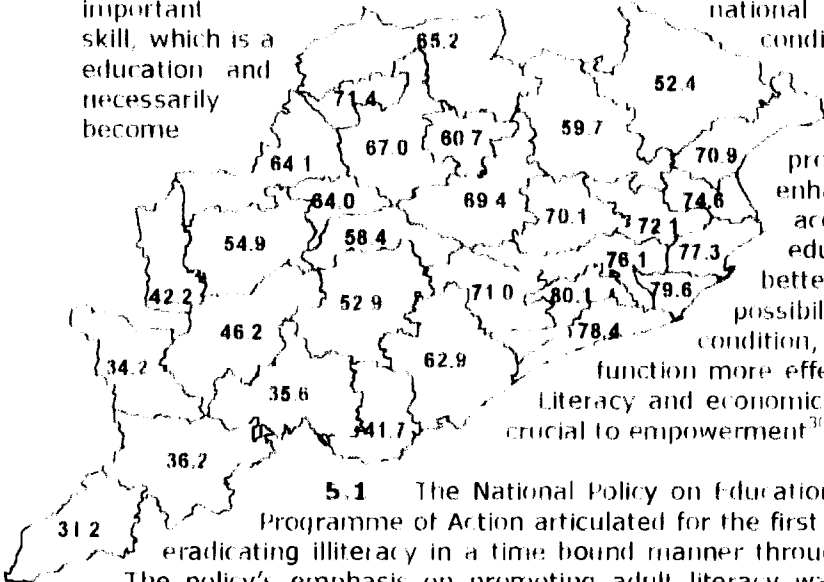
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padhna likhna seekho o mehenat karne walon .

CHAPTER V

UNIVERSAL LITERACY AND EMPOWERMENT

Masters of a democratic polity are the people. Education with the mission of empowering the people to 'take command' of their lives, therefore, is to be regarded as the most important national endeavour. Literacy is a basic skill, which is a condition precedent to all forms of education and necessarily becomes the guarantee that one will more educated. But it certainly provides the potential for such enhancement. It increases one's access and capacity to enrich one's education. It also provides access to better training opportunities, the possibility of improving one's economic condition, and enhances one's capability to function more effectively in a fast-changing world. Literacy and economic participation is often considered crucial to empowerment³⁰.



5.1 The National Policy on Education (1986), and the accompanying Programme of Action articulated for the first time the national commitment to eradicating illiteracy in a time bound manner through planned and concerted effort.

The policy's emphasis on promoting adult literacy was an integral part of its aim to provide basic education.³¹

5.2 In pursuance of the mandate of NPE (1986) the *National Literacy Mission (NLM)* was launched by Government of India in 1988 as a societal and technical mission to expedite eradication of illiteracy through a mission mode. The mission mode received particular attention with the achievement of cent per cent literacy in Ernakulam district in Kerala in 1990-91. It was proposed to replicate the Ernakulam experience all over the country through a campaign approach with direct involvement of the public, officials (the Collector being central to the programme), non-officials and leading NGOs. The NLM promoted the setting up of autonomous committees in each district (Zilla Saksharata Samities) and vested them with power to decide on the course of action with respect to literacy and continuing education.

The National Literacy Mission (NLM) adopted Total Literacy Campaign, Post Literacy Campaign and Continuing Education as key strategies to tackle the problem of illiteracy. It also envisages to expand non-formal, flexible and need-based vocational education programmes for neo-literates, youth who have completed primary education, school dropouts and adults.

The National Literacy Mission (NLM), seeks to achieve full literacy i.e. a sustainable threshold level of 75 per cent literacy by the end of the year 2005 by imparting functional literacy to the non-literates in the 15-35 age group. Given the high illiteracy rate among women, the NLM assigned priority to women as a key target group of its programme.

The National Literacy Mission (NLM) underwent a revamping of programmes in 1999. The State Literacy Missions (SLM) are strengthened to manage the programmes. With

³⁰ Empowerment suggests a sense of control over one's life in personality, cognition, and motivation. It expresses itself at the level of feelings, at the level of ideas about self-worth, at the level of being able to make a difference in the world around us

³¹ Ministry of Human Resource Development, 1992a and 1992b

assistance from NIM, the SLMA is functioning as the key agency to promote and manage adult education programme in the state.

The *Mahila Samakhya Project* was initiated in 1987-89 for education and empowerment of women in rural areas, particularly for socially and economically marginalized groups. The programme recognizes the centrality of education in empowering women to achieve equality, and endeavours to create an environment for women to learn at their own pace, set their own priorities and seek knowledge and information to make informed choices. This involves enabling women to address and deal with the problem of isolation and lack of self-confidence, oppressive social customs, struggle for survival, all of which inhibit their learning. The state government has not implemented the Mahila Samakhya Project; a new scheme *Mission Shakti* has been launched in the state.

5.3 Ongoing Programmes : The state has adopted the campaign approach to promote adult literacy since 1990-91. All 30 districts have been covered under the Total Literacy Campaign. Rourkela has been adopted as a special project.

The total literacy campaign (TLC) is now in operation in nine districts (Kendrapara, Jagatsinghpur, Jajpur, Mayurbhanj, Boudh, Gajapati, Deogarh, Nawarangpur and Rayagada);

Six districts are proposed for post-literacy programme (PIP) (Sonepur, Baragarh, Cuttack, Koraput, Khurda and Nayagarh);

Post-literacy programme is continuing in two districts (Puri and Balasore) and approval of Government of India has been received for two more districts, Kandhamal and Bhadrak;

Proposals for continuing education have been submitted to Government of India for 11 districts (Balangir, Ganjam, Kalahandi, Keonjhar, Malkangiri, Sundargarh, Angul, Dhenkanal, Jharsuguda, Nuapada and Sambalpur) and one special project (Rourkela).

Out of 11 districts and one special project (Rourkela) ready for continuing education, three districts Balangir, Kalahandi and Sundargarh and one special project Rourkela have received sanction for CE programme.

State Literacy Mission Authority (SLMA), with Directorate of Mass Education as its secretariat, is the state level nodal agency to manage, support and supervise literacy programmes with financial support from Government of India

The Zilla Sakhyarata Samity (ZSS), a registered society with District Collector as Chairman, looks after literacy programmes in all the districts and Rourkela urban area project being managed by Rourkela Sakhyarata Samiti headed by the ADM, Rourkela.

State Resource Centre for Adult Education, an autonomous body at Bhubaneswar, is the academic and training resource support agency to all ZSSs. The Bharat Gyan Vigyan Samiti (BGVS), an autonomous and independent sponsored body supported by NIM, through its state branch and district units provides mobilization and resource support at the district level

The Jan Sikshan Sansthan (JSS), autonomous and sponsored by MHRD, GOI at Angul, Bhubaneswar, Keonjhar, Rourkela, Puri and Cuttack provides academic and technical resource support to ZSS at district level.

The District Resource Units in DIETs (13) and four NGOs also extend support to Zilla Saksharata Samitis (ZSS) in academic and training components of the campaigns. Some universities have also units for AE and Extension to promote literacy and continuing education through college and university students.

The NIM has also introduced a new pedagogical approach known as the Improved Pace and Content Of Learning (IPCL) for improving the pace and quality of literacy learning. On the basis of IPCL approach, the NIM has also articulated the general framework for developing IPCL curriculum and materials. The core content of the IPCL curriculum is built around three areas, namely, functionality, awareness and national values (FANV).

The achievements and expenditure since 1990 in the literacy campaigns up to March 31, 2002 are as follows :

| Sl. No. | Activities | Amount released (Rs. in Crore) | Expenditure (Rs. in Crore) | No of persons covered (in lakh) |
|---------|-----------------------------------|--------------------------------|----------------------------|---------------------------------|
| 1 | Total Literacy Campaign (TLC) | 37.44 | 33.64 | Primer - III 29.55 |
| 2 | Post Literacy Programme (PLP) | 9.92 | 11.43 | PL - I Books 16.52 |
| 3 | Continuing Education Centre (CEC) | Not released | | |

Source : Economic Survey, Orissa (2002-2003)

The State level aggregated data suggests differential outcomes of TLCs in different contexts. Literacy campaigns appear to be less successful in tackling the problems of 'residual illiteracy' in urban areas with relatively high literacy rates and 'mass illiteracy' in rural areas of the under developed regions. The large-scale social mobilization that is generated by literacy campaigns creates a 'social sanction' for women participation in literacy campaigns.

Review of implementation of the Centrally Sponsored Schemes by the Comptroller and Auditor General of India for the year ended 31 March 2002 : (i) Total Literacy Campaign (TLC) and (ii) Post Literacy Campaign (PLC) aim at imparting functional literacy to illiterate adults in the age-group of 15 to 35 years reveal that TLC and PLC suffered from financial mis-management, irregular procurement and distribution of teaching and learning materials, poor academic achievement, inadequate training and monitoring and incorrect reporting of physical and financial achievements.

- Rs. 1.27 crore advanced to different blocks / urban local bodies (ULBs) were treated as final expenditure without supporting vouchers (Rs.1.11 crore) and without ensuring actual utilization (Rs.0.16 crore).
- Late procurement of teaching and learning materials by 2 to 26 months delayed the completion of literacy campaign by 8 to 60 months
- Despite implementation of the programme for over 9 years, literacy rate in the test-checked districts was only 44 per cent against the target of 80-85 per cent.
- ZSSs test-checked, diverted Rs.49.22 lakh for purchasing Marshall jeep, computer, audio-visual equipment and for purposes not related to the programme.

- In 6 ZSSs, implementation was adversely affected due to short release of Rs.2.23 crore by Central and State Governments
- Expenditure of Rs.11.22 lakh incurred by 5 ZSSs in concurrent evaluation at the close of literacy campaign was wasteful.
- Sub-standard teaching and learning materials worth Rs.21.62 lakh were procured by two Samities.
- Late procurement of teaching and learning materials delayed the completion of literacy campaign in 10 districts and led to avoidable expenditure of Rs.53.24 lakh.¹²

Paradoxical as it may seem, adult education programmes can have any demonstrable impact, only if these are linked to the wide spectrum of development activities. In practice however,

- There is no support to the programme at the field level from functionaries of other development agencies and departments, functional literacy has not been used as an instrument of development.
- Expectations of the target groups from programmes of functional literacy by and large have remained unfulfilled
- For want of sufficient motivation, it has not been possible to secure continuing participation of learners : average attendance at the adult education centres is generally not more than 15-20 as against the optimum number of 30 envisaged and quite a few among them dropout at different stages, before attaining a stage of non-relapsable literacy.
- Involvement of educational institutions, community and voluntary organizations at the grassroots level, is either totally lacking or marginal.
- Functional literacy programmes have not been related to the needs of learners, who constitute the productive workforce, and are not being used as a means to achieve increased productivity.
- Lack of proper motivation on the part of literacy instructors and supervisors, and existing inadequacies in their training and orientation have prevented them from conveying effectively the positive co-relationship between functional education and social, economic and political development.
- Lack of effective post-literacy follow up and opportunities for continuing education and gaps between TIC / PLC and Continuing Education are major constraints in achieving the goal of universal literacy.
- Adoption of a uniform pattern of curriculum for all learners leaves little scope to cater to the varying needs of specific learning groups.

5.4 We should be clear in our perception, and the underlying objective of programmes designed to promote universal literacy. At the same time, we should also be clear about the contents of the literacy programme we offer and, be persistent in our attitudes regarding the quality of the programmes. It is common knowledge that adult learners do not regard literacy as a value in itself, which to a great extent accounts for the lack of motivation on the part of adult learners. Literacy generally has been regarded as a master key which opens many doors. If literacy is regarded as an instrument for empowerment, it should be

¹² Report of the Comptroller and Auditor General of India for the year March 31, 2002 (Civil)

the objective to *adopt a rights based approach* - the right to learn, to know and, to do. In our efforts to take the universal literacy programme to the people: "the apathetic throng, the cowed and meek, who see the world's great anguish and its wrong and dare not speak", the objective should be to enable people and prepare them to "take command" of their lives.

The problem illiteracy is largely a problem of **illiteracy among rural women** and especially among the poorest sections of the community, predominantly the scheduled castes and scheduled tribes. Adult education programmes for women should be so designed as to enable them to address the specific problems of women, like performance of the daily domestic chores, including drawing of water, collecting fuel and firewood, and supplementing the family income. An integrated strategy for the purpose, should focus on universal literacy, not as an end in itself, but as an attribute of a learning society as an instrument of empowering the deprived. Literacy should be considered as an instrument leading to increased and greater access to, and participation in programmes which are of direct relevance to rural women in their daily life, such as, supply of safe drinking water, methods of water purification, prevention of water borne diseases for their children like dehydration, diarrhoeal diseases, worms infestation, use of low-cost alternative energy sources like bio-gas, regeneration of village forests through social forestry and farm forestry, nutrition for pregnant women and nursing mothers, immunization of children, and legal rights of women.

Programmes for additional income generation should form the principal thrust of adult education programmes. This should focus on skill development and upgradation of skill. Skill training through adult education programmes should aim at enhancing opportunities for additional income generation for women with a view to empowering them through literacy. Simultaneously avenues for income generation under different activities must be identified.

Ensuring full participation of women in adult education programmes, therefore, should receive priority. Participants must decide themselves what they propose to learn, and how they propose to learn. Learners views must be given importance in assessing the quality of learning. The emphasis on empowerment necessarily means that people do their own thing.

To realize the objective of achieving 60 per cent female literacy as targeted by NLM by the year 2005 vigorous efforts need to be made to double female literacy rates in seven districts of the state where the female literacy rate is less than 30 per cent. A multi-pronged attack on illiteracy needs to be mounted.

The major challenge to literacy programmes is the need to bridge the transition from a spoken tribal dialect to a written language - Oriya. Diverse learning modules to meet the learning needs of different tribal groups will have to be designed; area specific, community specific primers for different target groups within the same community need to be developed to cater to the wide-ranging learning needs of each of the target groups. Those who would impart training for literacy and numeracy, must be identified from within each local community and the learning modules must be rooted in the culture of each specific tribal community. This must necessarily highlight the importance of detailed micro planning.

Literacy, post-literacy and continuing education must be integrated as one package to form the main thrust of adult education programmes and extending its social outreach. The emphasis on empowerment necessarily means that people must

participate in these programmes. Continuous assessment of learning and its quality through relevant training of the trainers must receive priority. Capacity building through training of community leaders / members; special camps for **nari jagaran** of two to three days duration comprising members of the community, women activist from each GP, NGOs, lady teachers and Anganwadi workers need be organized at regular periodic intervals to assess learning needs of the community, design suitable learning modules, and evaluate learning outcomes and goals.

The entry points for literacy for women must be identified; full participation of women in the programme be ensured. 87,000 women's Self-help Groups (SHG) and 31,855 Anganwadi Centres existing in the state could well be the entry points for adult education; activities could be organized at these centres for promoting adult education for women. Food security is an important aspect of tribal life; resource management for livelihood should, therefore, receive priority. Other entry points could be health, immunization, nutrition, housing, centering around which relevant adult education modules could be developed taking into account the need of the learners. This, in effect, would imply that leadership for change must come from within the local community and the learners themselves, who should also be the determinant of the quality of the programme and the learning outcome. *A people's movement for mass education can only be launched with the active participation of the people. This would mean, the emphasis should shift from government direction and control to community ownership and management of all programmes of mass education.*

The success of the Cuban struggle against illiteracy is demonstrated by the involvement of all development agencies, which provide for adult literacy as an integral component of development programmes. In every work-site, industrial establishment, cooperative farm and mine, an adult education centre is organized by the concerned establishment as part of its activity. The Ministry of Education only provides technical support and conducts examinations. It would be pertinent to recall the following words of Jayaprakash Narayan which are relevant to the present context :

"It underlines the need for making certain hard political and academic decisions to make the system purposeful and effective".... It emphasizes the primacy of work among the people at the grass-roots level.

"It underscores the significance of a mass movement on the basis of solving the day-to-day problems in the lives of the common people and to help them come into their own. It is only such a movement that will generate the needed socio-economic forces and enable the country to provide good education to the people; and the educational effort itself will strengthen the programmes of mass mobilization for improving the quality of life in society"³³.

Beyond Literacy :

Life Long Education : Promotion of life long education is the ultimate goal of the National Policy on Education (NPE). This can only be achieved if there is a network of institutions with opportunities for life long educational training. There are 1367 colleges in the state, some of which include the +2 segment of the higher secondary schools, and which provide under graduate courses in humanities, science, and commerce at present. Most of these colleges are non-viable and do not qualify for grants-in-aid. The institutions may be

³³ Education for our People -A Policy Frame for the Development of Education (1978 87)

restructured to provide opportunities for continuing education and training. Considering the need for additional high schools in the area, two sections - Classes IX and X may be started in these +2 colleges wherever feasible. Courses in these Colleges may also be diversified to provide various short term skill oriented courses for rural youth, and provide diversified vocational courses for empowerment of women.

Social technology is the key to economic development. It covers not only the individual's skills employed in carrying out his own economic activity, but it also includes the collective influence of the working together of all the components of the economy. Literacy programmes need, therefore, be designed to impart specific skills according to learner needs, aptitudes, with facilities for continuing education and training, and upgradation of skills. The Jana Shikshan Sansthan should, also be developed to function as the District Adult and Continuing Education Resource Centre in each District and provide for mass awareness campaigns and counselling camp with the avowed objective of promoting *stree shakti*.

- Literacy programmes need to be designed as to impart specific skills according to learner needs, aptitudes, with facilities for continuing education and training, and upgradation of skills.
- 1367 colleges in the state may be restructured to provide opportunities for continuing education and training.
- The State Government in partnership with NGOs and voluntary organizations may take the lead in launching a rural library movement.
- At least two to three rural libraries in each Gram Panchayat.

People's involvement in planning and long-term development should receive priority. This alone can ensure that the universal literacy programme is a mass movement rather than a campaign initiated by government agencies. The ultimate control and direction of literacy programmes should rest with the community and Panchayat Raj bodies. The local community, it is hoped will also take the lead to organize talent search programmes for children / learners, science exhibition, sports and culture programmes at the local / village level by bringing together the talent and leadership available in elementary schools and the literacy programmes. The schools no doubt will be the focal point of such interactive participation in the total educational efforts of the community.

Rural Library Movement : The Kerala Shastra Sahitya Parishat (KSSP) used science in an activist sense and launched a people's movement using the slogan 'science for social reform'. This accounts for the phenomenal success of the literacy movement in Kerala, supported further by the Kerala Literacy Movement (KLM). The State Government in partnership with NGOs and voluntary organizations may take the lead in launching a rural library movement. Necessary legislation has already been enacted in the state which has come into force since July, 2002 to provide for rural libraries. State funded libraries should provide the much-needed impetus to the movement for universal literacy and universalization of elementary education. It should be the aim to provide for at least two to three rural libraries in each Gram Panchayat in the state with reading room facilities. The state government may consider imposing a library tax to finance a network of libraries from the village level upwards. Establishment of rural libraries, as the Kerala Library Movement (KLM) goes to show, can lead to promotion of the reading habit on a wider scale and provide the necessary fillip to the movement for mass education.

- Special efforts are required particularly in seven districts of the state where the female literacy rate is less than 30 per cent
- Programmes for additional income generation should form the principal thrust and focus on skill development and upgradation of skill, simultaneous with literacy, numeracy and health.
- Each district may have a ISS and a separate State Resource Centre for Adult Education for KBK districts.
- Suitable bridge courses / modules may be designed for all children out-of-school.

*Achievement of the objective of universal literacy, an attribute of a learning society would call for mass mobilization, and launching a peoples' movement for universal literacy with thrust on empowerment of women. Literacy should be used as a tool for empowerment. It is 'a basic skill for women to function as autonomous individuals rather than as adjuncts to family and community'¹⁴. Even if the initiative comes from the government, a mass movement for universal literacy cannot be launched effectively unless people participate fully and actively. Literacy should be used as an instrument of empowerment – genuine empowerment of the people, in particular, women who "hold half the sky". Initiatives like the **Mahila Samakhya** that focus on creating greater access to education, generate demand for education, build capacities and strengthen women's abilities to effectively participate in village level processes for educational development have to be pursued more vigorously in the state. Considering the significant differential in male-female literacy rate in Orissa, a mass movement for achieving universal literacy in the state by 2007, concurrent with the goal of universal primary education, should consider the following recommendations.*

Recommendations :

- Achievement of threshold level of at least 60 per cent literacy for women by 2005. This should mean significant stepping up of efforts particularly in seven districts of the state where the female literacy rate is less than 30 per cent.
- A perspective plan for five years need be prepared for each district, block, and village/cluster designed to provide a centre for learning for each village / habitation.
- Ensuring full participation of women in adult education programmes should receive priority. Adult education programmes for women should be designed to enable them to address to the specific problems of women. Programmes for additional income generation should form the principal thrust and focus on skill development and upgradation of skill, simultaneous with literacy and numeracy and health as well as nutrition.
- Adult education programme for women, in particular, aiming at their empowerment will have to ensure the quality of the programme by providing opportunities for wide ranging skill development and upgradation having the potential for additional income generation.
- Universal literacy programmes for women should act as an instrument providing increased, and greater access to, and participation in such programmes which are of direct relevance to rural women in their daily life, such as, supply of safe drinking water, promotion and preservation of water sources, methods of water purification, prevention of water borne diseases for their children like dehydration, diarrhoeal diseases, worms infestation, use of low-cost alternative energy sources like bio-gas, non conventional sources, regeneration of village forests through social forestry and farm forestry, nutrition for pregnant women and nursing mothers, immunization of children, schooling of children and legal rights of women.
- Each district may have a JSS and provide skill training through adult education programmes to enhance opportunities for additional income generation; avenues for income generation under different activities
- Literacy based on skills may be organized through 87,000 women's self help group (SHG) and 31,855 Anganwadi Centres in the state. Other entry points could be health, immunization, nutrition, constructing of rural housing, centering around

¹⁴ *Jaya Sharma, Illiterate Choices Official Neglect of Women's Literacy The Times of India September 16 2002*

which relevant adult education modules could be developed taking into account the need of the learners. The entry points for literacy for women must be identified.

- The learners should be encouraged to provide leadership in determining the programme, ensuring its quality, and the learning outcomes.
- A people's movement for mass education should be launched with the active participation of the people and mass media. The emphasis should shift from government direction and control to community ownership and management of all programmes of mass education.
- Bridge courses and open school facilities under adult education programmes should be promoted. Government should provide technical support as may be necessary.
- The primers, in particular, should be designed as to provide the bridge from a spoken tribal language / dialect to Oriya. Preparation of primers for girls and adult women should receive careful attention. The pedagogy should be rooted firmly in the culture and ethos of the specific tribal group. This would necessitate preparation of diverse learning modules to meet the learning needs of different tribal groups and would involve detailed micro planning. A separate State Resource Centre may be established for KBK districts and other backward districts to be located at Koraput and Bhawanipatna.
- Multiple set of books may be developed to meet the multiple needs of the learners by using local wisdom wherever possible. The textual and learning materials along with the training modules may be reviewed with a view to upgradation as may be necessary / need of the learner.
- Strengthening managerial efficiency of literacy programmes at the State Level as well as District Level should get priority. The State Literacy Mission Authority may be immediately made functional as per the guidelines of National Literacy Mission authority. Establishment of management information system (MIS) and computerized database for each district should be a priority. The role of a Zilla Sakharata Samiti (ZSS), the Gram Panchayat Sakharata Samiti (GPSS) need to be redefined so that these institutions play a key role in policy framing, need assessment, planning and implementing literacy activities.
- Total Literacy Campaign (TLC), Post-Literacy Campaign (PLC) and Continuing Education (CE) should be integrated to form a single package and single focus of delivery, keeping in view, local needs, problems, and aspirations to shape the literacy programme. There should be no gap between the conclusion of one programme and beginning of another. Learners may be encouraged to learn at their own pace and time.
- Convergence of activities at the level of Cluster Resource Centre (CRC), Block Resource Centre (BRC), and District Resource Unit (DRU). Convergence of supervisory / monitoring systems may be designed for each related area.
- Zilla Sakharata Samiti (ZSS) should be strengthened to ensure synergy of various developmental activities; there should be structured linkages with ICDS, and other development programmes.

- **Learning needs of different tribal groups may be identified by detailed micro-planning**
- **Strengthening managerial efficiency of literacy programmes at the State Level as well as District Level**
- **A perspective plan for five years need be prepared for each district, block, and village/cluster designed to provide a centre for learning for each village / habitation.**
- **State Resource Centre may be established for KBK districts**
- **The role of a Zilla Sakharata Samiti (ZSS), the Gram Panchayat Sakharata Samiti (GPSS) need to be redefined.**

specially health, nutrition and DPEP at the district level. Similar coordination based on convergence of relevant development programmes and literacy by the State Literacy Mission Authority (SLMA) at the state level.

- Generation of demand for universal literacy need be regarded as an end and value in itself; all resources available must be mobilized to achieve this end.
- The rural library movement may be strengthened and expanded. At least two to three libraries may be established in a GP / ward, to develop the habit of self study of learners.
- There are nearly 87,000 Women Self Help Groups (SHG) in Orissa which could be utilized for imparting literacy and designed to function as hubs of learning activity in each location / area.
- A synergic alliance should be promoted between the community, organizers of literacy programmes, teachers of elementary schools and different NGOs for promotion of universal literacy and universal elementary education, aimed at programmes of school improvement, enrolment and utilization of special talents for curriculum enrichment and building the support system.
- Financial support and technical assistance be provided by the government for the organisation of universal literacy programmes by the non government organizations (NGOs) and community based organizations working in the field. A state level body may be identified, ideally SLMA, to monitor the implementation of the programme and suggest remedial measures.
- Life long education will be one of the keys to meeting the challenges of the twenty first century. Universal literacy programmes, therefore, should be designed 'to cover all advances in skills acquired by the people - skills not limited only to the process of physical production but covering a spectrum of individual and social skills for organizing and managing the efficient working of the economic system, the distribution and marketing of goods and services. Simon Kuznets identified 'social technology' as the key sector in economic development. Social technology covers not only the individual's skills employed in carrying out his own economic activity, but it also includes the collective influence of the working together of all the components of the economy. Universal literacy programmes in this context should be so designed as to empower the learners through provision for learning in skill development and upgradation in skills.



The schools of a country are its future in miniature.

(CHINESE PROVERB)

CHAPTER VI

SECONDARY AND VOCATIONAL EDUCATION

I. Secondary Education :

Education for changing societies, today and tomorrow, has two basic dimensions – to prepare the students for change and to provide the remedy to the many distortions between the pupil and the social environment he lives in. Secondary education has a pivotal role to play in the individual learning paths of young people and in the development of societies. Learning at school should strive continuously to upgrade the level of the student's knowledge and skills. Secondary education of twelve years according to the common school structure of 8+2+2 (inclusive of the higher secondary stage) is the *sine qua non* of the knowledge society of the twenty first century. It is in these Classrooms that the future of our children is being shaped. It is in the school that the foundations of the future citizen has to be laid – preparing him for the world of work, and what is more important, preparing him for life.

6.1.1 Structure and Spread of Secondary Schools : Universal access to secondary education is an obligation of the state as per National Policy on Education (1986 and modified in 1992). Access to secondary education will be expanded with emphasis on universalization of elementary education and to be achieved by 2020, if not earlier.

The uniform school pattern adopted in the National Policy Resolution (1968) and the NPE 1986 and 1992 envisages a common educational structure of 8+2+2 which has been accepted by all the states of India.

As per present norms of the Government of Orissa, all Gram Panchayat should have high schools. If the G.P has more than 6000 population, or situated in socially and economically backward areas such as tribal pockets the government may consider a second high school. The high schools are of two patterns in the state of Orissa at present. The high schools have three Classes (VIII, IX, X standard), and some high schools have VI to X standards. According to norms prescribed by the government for sanction of grant-in-aid and recognition, the schools must have minimum number of students. For high schools, those have three Classes need to have minimum 120 students and high schools those have five Classes should have minimum 200 students.

In Orissa the present elementary school structure comprises Classes I to VII; Classes VIII, IX and X form part of the high school, and Class XI and XII forming part of the higher secondary stage is placed at the college level.

Reportedly, there are at present 6,648 high schools in the state. They are under the academic control of the Board of Secondary Education in the state. Apart from high schools, there are 140 *madrassas* and 249 Sanskrit *to/s* which also provide secondary education. The coastal districts have a major share of these schools; tribal and hilly districts are not so privileged. Many of the schools are non-viable in terms of infrastructure support system, academic programmes and enrolment of students.

In 650 Gram Panchayats in the state, there is not a single high school. The percentage of un-served habitations in the districts of Puri, Jagatsinghpur, Khurda, Kendrapara and Bhadrak is less than 4 per cent, whereas, in Rayagada, Malkangiri, Koraput, Gajapati and Nawarangpur this percentage is more than 50. In the undivided Koraput district alone, 350 Gram Panchayats do not have any high school.

6.1.2 Enrolment and Dropout : The enrolment at Class VIII is 28.15 per cent, in terms of the base level of enrolment in Class I. The dropout at the end of Class X is more than 78 per cent. This figure comes to 50 per cent in urban areas and 81.42 per cent in rural area.

Enrolment figures in all the groups (SC, ST, Girls) show wide variations. The average enrolment per high school is less than 200, the range being 100-725. There are variations also in quality indicators.³⁵

- Twenty-eight per cent of students are enrolled in Government schools whereas 51 per cent are in private aided schools. The remaining are in local body managed schools (3.5 per cent) and private unaided schools (17.47 per cent).
- Girls enrolment (by management of schools) is :

| | |
|------------------|-----------------------|
| Government | 10.85 |
| Local Bodies | 01.34 |
| Private Aided | 19.26 |
| Private un-aided | <u>06.93</u> |
| Total | 38.46 per cent |

- For every 100 students, girls are 30 in high schools; in urban area it is 43.86 per cent
- The over all drop out rate of girls is more than 82 per cent. In rural area, it is 85 per cent and 52 per cent in urban area.
- 13.29 per cent SC enroll in high school out of total enrolment. Girls constitute 32.80 per cent of enrolment of SC. This is in Government schools. In PA schools the figures are higher.
- 29.84 per cent ST girls are enrolled in rural high school

| | | |
|-----------------|---|----------------|
| Government | : | 11.03 per cent |
| Local Bodies | : | 7.53 |
| Private Aided | : | 8.5 |
| Private unaided | : | 11.09 |

The ST girls in relation to all girls are 7.3 per cent.

6.1.3 Infrastructure : 60 per cent of schools under different management's have pucca building. In rural areas 89.93 per cent of schools are have pucca and partly pucca buildings. This percentage comes to 79.20 if the total number of schools in the State in rural and urban area are taken together.

| | |
|------------|--|
| Government | 28 per cent pucca |
| PA | 48 per cent pucca |
| Rural | 54 per cent girls High schools are pucca |
| Urban | 89 per cent Girls High schools are pucca |

Government Schools have, on average, 3.56 to 6.37 rooms for instructional purposes. The private aided managed schools are a little better in infrastructure.

- It is noticed that 1239 Government Secondary schools use only 6.37 rooms of different size on an average for instructional purpose. The highest number of Government schools (377) have 4-6 rooms out of which 3.56 rooms are used for instruction on an average. There are 1223 private aided schools which have 4-6 rooms and in an average 3.44 rooms are used for instructional purpose. There also 162 schools from different managements which have more than 22 rooms each and out of those rooms 16.57 rooms are used for instructional purpose.

³⁵ Sixth Educational Survey, 1996

- Library facilities in school are not adequate both in terms of trained librarian and books.
- In Orissa, laboratory facilities for science practicals / demonstrations are very poor.

6.1.4 Attainment : The performance of students in the HSC examination is not satisfactory as would be evident from the analysis of HSC results for the years 2000, 2001, 2002 and 2003. Of no less importance is the attrition rate at the Class X examinations. The number of candidates who come out successful has never exceeded 40 per cent during the last three years. Nearly 60 per cent of candidates failing at the examinations indicate a very high rate of wastage and attrition, which is a sad commentary on the internal efficiency of the schools. The low level of achievement of the successful candidates (*nearly 70 per cent of those who pass out secure marks less than 35 per cent*), compound further the efficiency of the under-achieving schools.

**Result of Annual High School Certificate Examination,
2000, 2001, 2002 and 2003**

| Year | Regular / CC | No of candidates appeared | No. published | No. of candidates passed | Percentage of pass |
|------|---------------------------------|---------------------------|---------------|--------------------------|--------------------|
| 2000 | Regular | 273745 | 271577 | 108749 | 40.04 |
| | Correspondence Course (Regular) | 21589 | 21343 | 5330 | 24.97 |
| | Total | 295334 | 292920 | 114079 | 38.95 |
| 2001 | Regular | 263617 | 260942 | 100157 | 38.38 |
| | Correspondence Course (Regular) | 20252 | 19990 | 5151 | 25.77 |
| | Total | 283869 | 280932 | 105308 | 37.49 |
| 2002 | Regular | 246803 | 245143 | 100528 | 41.01 |
| | Correspondence Course (Regular) | 19831 | 19682 | 5031 | 25.56 |
| | Total | 266634 | 264824 | 105559 | 39.86 |
| 2003 | Regular | 241395 | 239560 | 119783 | 50.00 |
| | Correspondence Course (Regular) | 15924 | 15585 | 5477 | 35.14 |
| | Total | 257319 | 255145 | 125260 | 49.09 |

The decline in the number of candidates appearing at the examination in the year, 2003, which is nearly 38,000 less candidates is a matter of serious concern. Besides, there are a number of schools, from which not a single student has come out successful at the HSC examination. It is reported that 28 schools posted 'Nil' results continuously during the year 1999, 2000 and 2001. 273 schools posted 'Nil' results in the Annual HSC examination, 2001. The percentage of pass of tribal children at the Annual High School Certificate Examination has dwindled year by year.

The percentage of schools below 30 per cent results rose from 6 per cent (12 schools) in 1996-97 to 28 per cent (60 schools) in 1999-2000. During 1996-2000, while there was constantly 'Nil' result for 4 years in one school (Gopalpur Girls' High School in Kalahandi district), 'Nil result' prevailed from 3 years in to one year in respect of 27 high schools - 8 each in Koraput and Rayagada district, 2 each in Malkangiri and Nawarangpur districts, 4 in Kalahandi district and 1 each in Phulbani, Gajapati and Sundargarh districts.

An analysis of the performance of students appearing at higher secondary examination in Science, Arts and Commerce as furnished by the Council of Higher Secondary Education (CHSE) is given below :

Results of the Higher Secondary Examination, 2000 to 2003

| Year | Arts | | | Science | | | Commerce | | |
|------|----------|-----------|------------------|----------|-----------|-----------------|----------|-----------|------------------|
| | Appeared | Published | Passed | Appeared | Published | Passed | Appeared | Published | Passed |
| 2000 | 170344 | 149550 | 66041 (44.15) | 15720 | 14771 | 7172 (48.55) | 50434 | 46194 | 24632 (52.75) |
| 2001 | 147968 | 132222 | 44053 (33.31) | 14412 | 13460 | 6469 (48.06) | 52136 | 45008 | 20013 (49.46) |
| 2002 | 124205 | 114431 | 66043 (57.71) | 13464 | 12557 | 7771 (61.89) | 54024 | 49883 | 27106 (54.33) |
| 2003 | 96683 | 92621 | 55577 (60.00) | 11655 | 11257 | 7128 (63.32) | 45389 | 44070 | 27036 (63.34) |

Source : Council of Higher Secondary Education : Provisional Result

The number of students appearing at the higher secondary examination in Arts, Commerce and Science has decreased in the year 2003, compared to the number of students appeared in the year 2000.

Decrease in the number of candidates appearing at Class X and Class XII level calls for critical examination. This no doubt, will be a principal constraint in achieving universalization of higher secondary education by 2020, if not earlier.

A study conducted by the Regional Institute of Education, Bhubaneswar on behalf of Government of Orissa, Department of School and Mass Education on zero-pass secondary schools during the year 2003 revealed that the major causes of students failure were : lack of basic resources (physical and human), academic atmosphere, proper teaching learning and evaluation process, professional commitment of teachers, academic guidance, monitoring and supervision system

The school is the basic foundation of the education system, every effort must, therefore, be made to strengthen the school. A school may be established where required and where not existing. Immediate steps may be taken to establish primary schools providing Classes I - V, elementary schools providing Classes I - VIII; high schools providing Classes I - X; and higher secondary schools providing Classes I - XII at any single location. Actual location of the school may take into account the 'deprivation index' and the actual needs of the locality. Adding new Classes / sections to existing schools, where required and upgradation of existing schools shall be part of the school-mapping exercise. The Gram Panchayat may be adopted as the unit of area planning

We would suggest that the school mapping exercise, must provide for establishment of eight primary schools, four upper primary schools and two high schools in each Panchayat subject to actual needs. Qualified and trained teachers must be appointed in all schools established; vacancies in the post of teacher filled up. Basic infrastructure for schools and essential support services must be provided. Facilities for drinking water and toilets in each school must be provided. Free supply of textbooks to all children studying in Classes I - VIII may be ensured well ahead of the beginning of the school session. Midday meals must be provided to all children studying in Classes I - VIII in all schools. Laboratory and library facilities must be provided in all high schools (Classes I - X) and higher secondary schools (Classes I - XII)

The school should be the basic unit of academic planning and development; it should receive the necessary academic, technical and resource support from state level organizations, like Directorate of Teacher Education and SCERT and Board of Secondary Education.

Grants in aid to high schools and higher secondary schools may be provided, and scale regulated as per standards and norms to be prescribed by government which may be linked to efficiency in performance and quality of results. At least two computers (PC) may be provided to each high school (Classes I - X) and adequate number of computers as may be required may be provided to each higher secondary school (Classes I - XII) for computer education in schools.

Twelve years of basic education must be provided to all children in order to achieve universalization of higher secondary education by the year 2020 if not earlier. Education at the higher secondary level must place emphasis on education and training. Training in skill development in selected areas including IT and computer education, agriculture, nursing and pharmacy may be provided as part of the vocational stream. Training should be a career option; skill development a key component of a child's professional development. Raising productivity through skill development and upgradation, and inculcation of work ethic should be considered as a priority for all children completing successfully twelve years of basic education.

Academic courses at the secondary level today most often serve principally to prepare young people for higher education, leaving behind under achievers and those who dropout or do not get a seat in college, by the way side. Vocational education courses at the +2 stage, structured as they are at present, fail to attract students in sufficient numbers. In absence of adequate job opportunities for eighteen year old secondary school leavers, almost all those who pass out join higher education stream; a small portion opt for technical education courses like medical, engineering or pursue professional courses according to their endowment.

As a small proportion of relevant age-group (around 6 per cent) is enrolled in higher education in India, compared to developed countries (about 40 per cent), efforts will need to be directed towards raising capacity in the higher education sector and meeting the increasing costs of such enrolment³⁶. Providing access to higher education to 40 per cent of those who pass out Class XII would require substantial expansion of capacity. It has to be noted that the base at present in the state is narrow. Nearly 200,000 students at present appear at the Class XII examination in the state out of whom a little more than 100,000 pass-out. On the assumption that the goal of UEE is realised fully by 2010, it is anticipated that the number of students passing out Class XII examination would increase to 250,000 by 2015 and 500,000 by 2020. If 40 per cent of those who come out successful at the higher secondary examination enter higher education courses, the existing capacity in under graduate courses, medical and engineering and agriculture, and other professional courses will have to expand substantially to meet the increasing demand.

Under graduate courses in humanities and science being provided at present do not attract students in sufficient numbers. At the same time, those who pass out B.A., B.Sc., B.Com from these colleges do not find suitable openings for employment. It is in this context that we recommend restructuring of courses for under-graduate education to make the course options available more diversified and application-oriented, keeping in view,

³⁶ *Higher Education in India : Vision and Action, Country Paper, Indian National Commission for Cooperation with UNESCO, p. 45-46 (Paris, 5-9 October, 1998)*

specific skills in demand in the employment market. Opportunities for training and skill development need therefore, be provided to convert the existing under graduate college into community colleges / rural polytechnics. These institutions may also function as adult and continuing education centres and provide diversified vocational courses for women, including family counselling, help line services, legal awareness, child care and nutrition, and upgradation of skills and training of ICDS Anganwadi Workers.

Higher education is not included in the terms of reference of the Task Force. Noting this, Members of the Task Force recommend that in the event of achievement of the goal of universalization of elementary education by 2010, efforts will need to be directed towards providing greater access to higher education and expansion of existing facilities. An impact study necessitating expansion of facilities for higher education and technical education in the state, the resultant increasing costs of enrolment, may be taken up urgently by government. Restructuring of under-graduate courses in the state would also call for priority attention keeping in view the specific skills in demand in the employment market.

6.2 Strengthening Teaching of Mathematics and Science in Schools : In an age driven by scientific advance and innovations in technology, the importance of strengthening science and mathematics education in schools hardly needs emphasis. While India lays its claim to having the third largest manpower in science and technology, the number of scientists per thousand of population is only 4.5 for India which is way behind the figures for Japan (110) and Sweden (262).³⁷

"Of the many forces that will shape human history in the new millennium", said Prime Minister Vajpayee, "science and technology will perhaps be the most potent". The importance of 'science in our lives' must be understood. Technology has revolutionised our lives. The role of science and technology in shaping the lives of our people must be emphasized. There is a natural science component for every social issue, and a social science component for every issue on 'science and technology'. The Kerala Shastra Sahitya Parishat (KSSP) used science in an activist sense and launched a people's movement using the slogan 'science for social revolution'.

- **The school should be equipped to provide the essential learning environment relevant to the learning needs of the child, and enable each child to develop at its very best to reach its full potential.**
- **An important objective of the learning process in schools should be to inculcate the essential work ethic.**
- **The importance of science in shaping the lives of people need to be emphasised.**

Education is the only means leading to development of scientific temper and attitude of mind. The poor quality of education that prevails in our schools, however, cannot help in inculcating scientific temper in the minds of the pupils. Scientific temper comes from a recognition of and internalization of values which science stands for. The scientific temper is the ability to cast an unprejudiced eye on facts in order to reach a rational conclusion. Science and technology pave the road to modernism. A student's grasp of science as a process of discovery, and of mathematics as the language of scientific reasoning is virtually absent in the way these subjects are taught in our schools. Our teachers of science are virtually imprisoned within the narrow concepts of hypotheses constituting their area of specialization, and are unable to see the symbiotic relationship between science and society. Our schools remain insulated from the technological changes. In the classroom scientific knowledge is translated in a linear and didactic manner. Learning for the future should

³⁷ Prof.P.N. Srivastava Science in India- Excellence & Accountability Presidential Address 81st session Indian science Congress Jaipur, 1994

expose the learners to a learning situation inclusive of the latest advances in science and technology. This requires :

- Appropriate infrastructure in schools, particularly laboratories in high schools
- Training and retraining of teachers and refresher courses
- Establishment of science centres where students and their teachers can do experiments
- Redesigning of curriculum keeping in view the social needs and the environment.

Science teaching should help the learners to observe, and do things with their own hands and prepare them for the world of work rather than making them seek white-collar jobs

Simon Kuznets identified "social technology" as the key sector in economic development. "Social technology covers all advances in skills acquired by the people. The skills are not limited only to the process of physical production. They cover a spectrum of individual and social skills; for instance, for organizing and managing the efficient working of the economic system; the distribution and marketing of goods and services; the provision at present and over time - of the needed infrastructure; the innovation and introduction of new products and processes; research and development and design engineering. Social technology covers not only the individual's skills employed in carrying out his own economic activity, but it also includes the collective influence of the working together of all the components of the economy. No indicator reflects the development of social technology more clearly than education (*primary, secondary and university*). Enrolment in education, with all its limitations may, therefore, be treated as a proxy indicator of social technology"³⁸.

6.3 Recommendations : Diversifying the course structure and paying closer attention to preparation for working life as well as content should be objective of any reform.

- The state has accepted the national pattern of 8+2+2 years of school education; Class VIII which is located at present in high school should therefore form part of the elementary school structure, and Class XI and XII (+2) segment, should form part of the secondary school instead of being located in the college at present.
- At least two high schools should be established in each school-less GP, out of which one should provide Classes XI and XII for universalization of secondary education. The Task Force recommend that 8 primary schools (Class I - V), 4 upper primary school (Class VI - VIII) and 2 secondary schools (IX - X) should be established in each GP out of which one will be a higher secondary school.
- The +2 segment shall form part of the secondary school, restructuring secondary education, inclusive of two years of higher secondary education must take into account :
 - i) the emerging needs of rapid economic growth of the state, especially in the next two decades, and
 - ii) the changing aspirations of the learners themselves, who may be offered relevant education and training programmes of their choice as part of the learning process.
 - iii) skill development should be the key component of child's professional development.

³⁸ Surendra J. Patel, *Third World Covers Education Distance 1950-81, Mainstream, March 29, 1986*

This would require constant market research on what skills are in demand and counselling students to that effect. The quantitative expansion of secondary education including the higher secondary stage, and its qualitative improvement must provide emphasis on education and training in skills necessary for a growth-oriented, knowledge-based economy, which aspires to put itself on the fast track of development.

- Secondary schools should no longer continue to remain 'single-track' institutions, but should offer diversified courses of vocational education and training at the higher secondary level, in particular, designed to meet varying needs of the learners, aptitudes, talents, and the requirement of the market. It is understood that recently the state government have taken certain steps to revamp the secondary school curriculum with provision for diversified curriculum with options available to students to choose either higher scholastic subjects like higher mathematics, science, history, geography, literature or a vocational subject including computer education. The Task Force have had no opportunity to examine details of the proposed changes. This needs to be examined in greater depth.
- Programmes for remedial education for children who are weak specially those belonging to SC and ST, and OBCs may be provided to supplement the teaching efforts in school and to bring up the deficient students to the mean performance levels. This is the only way available to enhance the average performance levels of students in high schools.
- Opportunities must be provided to those who leave school, either after successfully completing Class X, or before, to continue their education and complete at least twelve years of education leading to Class XII level. This requires provision of facilities for continuing education and training through open-learning systems / open schools, and opportunities for skill training and continuous upgradation of skills of the workforce in the productive age group of 18-35.
- Merit scholarships to SC, ST and those belonging to the OBCs at the level of Class XI - XII may be provided. Scholarships to SC, ST students may also be provided for vocational courses and technical training in ITIs.
- Pace-setting secondary schools with the promise of sufficient demonstration effect may be established, to start with at the district headquarters to nurture excellence. Boarding facilities need be provided at these schools to attract meritorious students from schools in the interior and far-flung areas of the district.
- Examinations should be used as the real test of merit and as a hallmark of excellence in performance, improving standards, and enabling students to reach higher levels of achievement. Scholastic aptitude test (SAT), be revised; this should form the basis of admission to the University and professional courses.
- Students at the school level are required to learn at least three languages – the mother tongue /Oriya as the first language, Hindi and English as second and third languages, and sometimes a Classical language – Sanskrit. The optimum standards of language learning and competence may be suitably devised for all students at Class V (in mother tongue / Oriya) Class VIII level for Oriya, Hindi and English, Class X level (Oriya, Hindi and English) and Class XII level (Oriya, and English) corresponding to the test of English as a foreign language.
- Developing learners capabilities and competence in the study of languages Oriya, Hindi and English, Mathematics and Science with emphasis on strengthening teaching in these areas.
- The school must bring information technology (IT) into classrooms, use of audio-video instructional aids in teaching learning programmes in the school would provide an interactive platform for technology enabled learning. Introduction of computers

and multimedia in the Classrooms will not only improve the quality of learning in the school but also simultaneously influence the learning outcome of the students

- The specific areas for restructuring of education till completion of higher secondary stage (Class XII), and providing quality assurance in schools would call for immediate attention to the following :

provisioning of basic resources (physical and human) for each institutions;
strengthening the teaching of science and mathematics in schools;
ensuring the optimum learning outcomes leading to higher achievement levels of students at Class X and Class XII examinations; and
improving language skills and competence.
strengthening library and laboratory facilities

- The scope for values, general knowledge, art and aesthetic education, physical education and yoga in schools may be widened
- Introduction of computer education in all the institutions with trained personnel.
- The quality of academic supervision and appraisal be improved. The state may consider establishment of State Level Assessment Accreditation Council (SAAC) for the secondary schools, like that of NAAC for the colleges, established by UGC.
- The model of Shramik Vidyapeeth may be suitably adopted / adapted for provision of training and skill development, and continuous upgradation of skills. Suitable incentives may be provided to those who successfully complete the higher secondary level of Class XII, and for acquiring new skills or upgradation of existing skills. Besides upgrading the quality of human resources available in the state, this would provide the opportunity to the state government to re-deploy its staff suitably in jobs requiring skills and gradually phasing out the unproductive workforce.
- Restructuring of under-graduate courses would deserve priority attention. Since this does not come specifically within the ambit and terms of reference of this Task Force, government may consider examining this issue in greater depth as this would involve re-designing of higher education courses.
- Filling up the vacant posts of teachers and improvement of the quality of instructional materials shall be ensured.
- Continuous renewal and enrichment of curriculum, courses and studies and textbooks shall be ensured for updating
- Continuous updating of knowledge (content pedagogy enrichment) of the teachers through inservice training programme.
- Open school and facilities for open learning systems at the secondary stage may be encouraged.
- Each institution be graded with reference to certain quality and efficiency parameters, keeping in view their achievement and available facilities, steps may be taken to upgrade the standards.
- Grant-in-aid and financial assistance to schools should be linked to the performance of the institution. Government should formulate a new grant-in-aids policy linked to certain basic efficiency parameters. A suitable formula may be devised to curtail grants-in-aid / allotment to under achieving schools until they improve performance, while at the same time grants-in-aid / allotment should provide incentives to better performing schools by providing assistance, such as for upgradation of the library and play-fields etc. It may be ensured that schools which qualify for grant-in-aid be granted financial assistance without further delay.
- Emphasis be attached to enrichment programmes, language intervention and capacity building of the tribal and backward students; this will call for a shift of emphasis from welfare provisioning to total quality development.

- Voluntary philanthropic organizations should be encouraged for opening up self-financing secondary schools where no such facilities are available to ensure universalization of secondary education.
- Existing courses being provided at different educational institutions like Sanskrit schools and Madrassa must conform to the norms and standard laid down under the approved core curriculum pattern. These may be reviewed and upgraded for quality improvement.
- Board of Secondary Education should be reorganised and vested with autonomy so that their ability to improve the quality of secondary education is enhanced
- Guidance and counselling programme may be provided to the students, keeping in view, the requirements of the employment market, inclusive of job and self-employment.

II. Vocational Education : The skilled labour force in India is 6 to 8 per cent, as compared to 60 per cent in the developed world. India is also lowest in terms of labour productivity per person employed per hour and overall productivity according to a recent study conducted by the ASSOCHAM. India is at the lowest, 49th position, in the world labour productivity per person employed per hour valued at \$2.42 and overall productivity at \$5,452. The top five nations in the survey are Luxembourg at \$41.90 overall productivity \$73,999, Belgium \$39.95 (\$68,402), France \$37.72 (\$59,856), Italy \$36.64 (\$63,460) and the US \$36.08 (\$69,193).³⁹ While no data is available separately for Orissa compared to other states in India, it will not be incorrect to say that the labour productivity of a carpenter in Orissa, for instance, is much lower compared to a Punjabi carpenter, the productivity of a farm labour in Orissa is much lower than that of his counterpart in Haryana and Andhra Pradesh. In short, there are not enough people with appropriate skills that can easily become economically productive in order to spearhead the rapid growth of a developing economy. Considered in this context, the main thrust specially at the higher secondary stage, should be to provide education and training for increasing productivity, training in skills in demand in the employment market, and continuous upgradation of skills, so that school leavers entering the world of work are readily acceptable to the employers. Training should be a career option, skill development a part of the educational process, and a key component of a young person's professional development

6.4.1 Schools do not have any provision for imparting vocational skills and training to children. School leavers at present have a choice between dropping out of school before completing 12 years of schooling, or even before, and going on to the university as they turn 18 years of age. Employers have a choice between semi-literate and unskilled adolescents who have nothing more to offer than some information learnt in school, irrelevant to the world of work. The state is letting too much of its human capital go to waste. The learning process in schools, therefore, must provide for skill training and upgradation of skills, leading to increasing productivity.

The basic objective should be to prepare young adolescents of 18 years age completing education at the higher secondary for the world of work through relevant programmes of education and training and also prepare them for higher and technical education. An important objective of the learning process in schools should be to inculcate the essential work ethic which is singularly lacking in our education system; the popular perception of education appears to be that once you are educated, you are no longer required to do anything with your hands, which are considered menial in nature, not fit to be performed by an educated person. The reluctance on the part of the poorest households to send their children to school, is their fear, that once the child goes to school, he or she

³⁹ Study conducted by ASSOCHAM, 2001 Times News Network

will no longer be available to work on land, the trade or occupation of the family, or in the household. One of the fundamental elements of the spirit of modern capitalism that Max Weber discovered is **wirtschafts ethik**, work ethic which is rational conduct on the basis of the idea of calling. The concept of the 'philosophy of dirty hands' has not yet permeated the learning process.

Gandhiji's concept of 'basic education' which was given shape by Dr. Zakir Hussain as 'nayi talim' to teach children through crafts in an ambience of work-oriented learning was implemented on a selective basis. The concept of socially useful productive work (SUPW) introduced in schools, was also not given a reasonable chance, earning for itself the epithet, 'some useful periods wasted'. In fact, the desultory application of these concepts of education related to work experience and their haphazard implementation gave it a bad name. Two technical schools in the state established in the '60s, with assistance from West Germany, though excellent in concept, also did not succeed. All this contributed to a situation, where eighteen year olds completing twelve years of school education have no chance of acquiring technology-oriented skill-based training geared to meet the requirements of the employment market.

The Indian Education Commission (1964-1966) headed by Prof. D.S. Kothari recommended among other things, a "fruitful mingling of general and vocational education - general education containing some elements of pre-vocational and technical education, and vocational education having an element of general education". The Commission also recommended enrolment of 20 per cent of children in the vocational stream at secondary level which should be increased to 50 per cent at the higher secondary stage. The National Policy on Education, 1986 as revised in 1992 wanted "rigorous implementation" of vocationalization of secondary education as well as vocational education. In the words of NPE 1986 and modified in 1992 "The introduction of systematic well planned and rigorously implemented programme of vocational education is crucial in the proposed educational reorganisation".

6.4.2 Vocationalization of higher secondary education in Orissa was introduced in the year 1988-89 as a centrally sponsored scheme and was funded by the Government of India from 1988-89 to 1994-95. From 1995-96 the scheme is being borne under the State Plan, with central assistance for specific proposals.

The objectives of the scheme of Vocationalization of higher secondary education are :

- Development of healthy attitude among students towards work and life.
- Providing diversification of educational opportunities to enhance individual employability.
- Reduce mismatch between demand and supply of skilled manpower.
- Provide alternatives for those who decide not to pursue higher education.

6.4.3 Despite the priority accorded in the National Policy on Education (NPE), implementation of the programme has been weak, because of certain inherent inadequacies. A separate Directorate for Vocational Education with three regional offices was established only in August 2000. There are at present 72 functional higher secondary schools out of 231 Government higher secondary vocational schools. The trades that are being offered now cover four major vocational areas - agriculture, business and commerce, engineering, and health and para-medical work. Computer application was introduced in 2001-2002 in few institutions. Each school offers maximum of two courses. The enrolment in higher vocational stream remains at 1 to 2 per cent of the total enrolment in higher secondary stream against the national target of 25 per cent. Lack of infrastructure full-time

and part time resource persons and staffs, equipment and social attitude towards the stream and weak monitoring of the programmes are major factors of setback.

There is very little evidence to show that anything tangible has been achieved with respect to vocational education at +2 level. The focus at the higher secondary level should be to prepare students for the world of work and selective entry, based on merit, into the higher education stream. Higher secondary education of good quality will ensure that lesser number of students would enter institutions of higher education. It would be desirable that approximately 10 per cent of those who pass out at Class XII level would enter colleges.

6.4.4 Information Technology (IT) is a sector having great potential for employment generation - both direct and indirect, with the rapidly developing Information Technology Enabled Services (ITES). Information Technology Enabled Services (ITES) is the engine powering the growth of Indian IT Industry. A Nasscom - Mc. Kinsey study on the Indian IT and IT enabled services (ITES), has estimated the revenue forecast between \$2 billion and \$24 billion by 2008. According to the study the industry would employ 4 million people, including 2 million in support services. IT and IT services would each employ one million people⁴⁰. Education and training programmes in Orissa however, have unfortunately, tapped very little of the potential in the IT sector. Information Technology (IT) and Information Technology Enabled Services (ITES) drive the world's knowledge economy. In Orissa, however, not more than five per cent of the population in the employable age-group are graduates with any degree of professional competence.

Orissa was the first state to announce an IT policy as early as in 1998. But, at present, Orissa's position in the hierarchy of IT destinations in the country has been on a decline. The IT Secretary S. Srinivasan admitted recently : "When we started a few years ago, we started with a bang. But down the years things have slowed down." According to figures released by NASSCOM, despite the global economic slowdown, India's Software and service exports grew by 29 per cent during 2001-2002 to Rs. 36,500 crore. Significantly, while Karnataka has detailed a turnover of Rs. 10,742 crore from the IT sector, including Rs. 9903 crore from software exports during 2001-2002, Tamil Nadu occupied the second position with a turnover of Rs. 2,885 crore, Orissa's exports barely amounted to a paltry Rs 230 crore during the year, as against Rs. 180 crore in the previous year. The state IT plan targets an export turnover of Rs. 2,000 crore and creation of 15,000 jobs for IT professionals and IT enabled services industry by 2005⁴¹.

It is, therefore, urgent that the IT policy for Orissa including ITES is formulated on a realistic basis without any further delay, if it is our objective to bring Orissa among the top five states of India by 2010. Spread of computer education among young people in schools should form the principal focus, the ultimate aim being development of a corps of computer professionals, equipped with hi-tech skills in the next five years. The programme for disseminating computer education among young people in schools, not merely computer literacy, may be tied up with NIIT, APTech, SATYAM, WIPRO, and INFOSYS, who may be given the franchise for conducting professional

- **Spread of computer education among young people in schools should form the principal focus.**
- **The programme for disseminating computer education among young people in schools may be tied up with NIIT, Satyam, WIPRO, INFOSYS, and Microsoft who may be given the franchise for conducting professionalised computer education courses in schools.**
- **Two year agriculture courses forming part of the vocationalization programme at +2 stage could also be designed.**

⁴⁰ Times News Network. The Times of India. 11 June, 2002

⁴¹ Orissa losing its bytes to other States by Subrat Mahapatra Bhubaneswar. May 17, The Times of India

computer education courses in schools. These courses must conform to the required level of technical skill and proficiency in demand in the market. To start with, two year specific purpose – built programmes of computer education need to be provided as part of vocationalization of education at the +2 stage to cover all higher secondary schools by the year 2010. English is the international language of the computer. To help our children to acquire simultaneously, the optimum levels of competence and skill in IT and computer education, and in English, students must be given a thorough grounding in written and spoken English equivalent to the international standard test of English as a foreign language (TOEFL). This should provide a competitive edge to all those students pursuing courses in software education and training after finishing school. Detailed planning and clear goals are essential, if Orissa is to be counted among the five major States in IT by 2010. As Jack Welch (CEO of General Electric), would put it – “One can talk about computers and IT but unless you have the power to do it, you will miss the next revolution”. There is little time at our disposal. If we do not act right now, we might miss the opportunity. Speed is indispensable.

6.5 Recommendations : To do away with the major deficiencies and to make the existing vocational institutions more viable and need-based :

- Relevant vocational education programmes be introduced at the higher secondary stage to cover 50 per cent of school children by 2010.
- Two year specific purpose – built programmes of computer education need to be introduced as part of vocationalization of education at the +2 stage to cover all higher secondary schools by the year 2010. Students along with proficiency in computer skills must also attain the desired proficiency in written and spoken English, equivalent to international standards of Test of English as a foreign language (TOEFL)
- Two year agriculture courses forming part of the vocationalization programme at +2 stage may be designed in such of the schools in the neighbourhood where backup support could be provided by the Orissa University of Agriculture and Technology (OUAT) (*as for instance Semiliguda in Koraput, Dhenkanal and Chiplima which have the support of state agricultural farms owned by Government*). This will enable meritorious students with the required aptitude and endowment to pursue their studies in the area of agriculture and allied subjects like forestry and fishery and facilitate their entry into the course of B.Sc. (*Agriculture*)
- Two years courses in pharmacy and nursing, may be provided under vocational stream, in consultation with Pharmacy and Nursing Councils of India, with one year's work experience to be provided on the job on probation.
- Existing schools should be strengthened through provision of required infrastructure, equipments, well trained and qualified staff members, resource persons, and timely funding for imparting vocational training..
- Allotment of trades should be need-based. Taking into account vocational survey findings and manpower needs with greater emphasis on opportunities for self-employment.
- Emphasis be attached to practical skills, and upgradation of skills and on-the job apprenticeship training
- Linkage between education and employment sectors, technical institutes, and industrial and business establishments be strengthened.

- Social acceptability of the programme is essential. Efforts should be made to popularise the programme among the parents and students / school leavers through mass media, seminars, workshops and group discussions.
- Appropriate modifications of the job employment and self employment policies suiting to vocational pass outs may be ensured and weightage in the field of financial and other assistance may be given to vocational pass outs
- Effective monitoring and supervision system shall be ensured for performance appraisal and to provide suitable and timely remedial measures⁴².
- The institutions may be given autonomy to get franchise and to run new emerging vocational courses which are in demand. This may be self-financing in nature
- Vocational guidance and career counselling may be given due emphasis at the secondary and higher secondary institutions. Following constant market research on skills in demand and essential counselling of students to that end, selective courses of vocational education on a few subjects could be provided at +2 level taking into account the dearth of trained personnel in these areas. In case of both existing and emerging occupations agriculture sector accounts for the highest share of employment potential (47.87 and 53.73 per cent respectively) as compared to that in other sectors.
- In the present context of emerging trends in job employment and self employment avenues priority may be attached to introduction of new trends like Seed production technology, Water shed management, Waste management, Medicinal and Aromatic plant industry, Plastic technology, Video documentation and multimedia technology, Plantation of crops and management, Catering and Restaurant Management, marketing, other emerging health related vocational courses and Health Service Technicians.



⁴² *Vocational Education in Orissa State Report - Naba Krishna Choudhury Centre for Development Studies Bhubaneswar 2002*

Renewal of education must start with the empowerment of Panchayats, bringing the ownership of schools to the local community

CHAPTER VII

PROMOTING CORE COMPETENCE OF THE TEACHER AND CAPACITY BUILDING, STAFF DEVELOPMENT AND GOOD GOVERNANCE

Teachers are one of the principal pillars on which the edifice of the nation's educational system rests. The role teachers play in shaping educational systems cannot be over-emphasised. The quality of a teacher in an educational system is more important than the quality of all other factors put together – syllabus, equipment, and textbooks. If our system lacks good teachers, teachers who are keen and intelligent and have a sense of duty and integrity, our education system will fail. It is they who can make a difference.

Teachers, next only to students, constitute the single largest input of the education system. Increasing the motivation of teachers and promoting their 'core competence' should require emphasis. Teachers are central to any education system and their importance must be acknowledged. Any reforms in education must, therefore, be addressed to improving the internal efficiency of the system. Teachers have almost exclusive control over a whole host of 'malleable variables' that affect students' learning, and school's internal efficiency. Government of India and state governments have initiated wide-ranging reforms in teacher education for improving teachers' performance in recognition of the pre-eminence of the teacher in the educational endeavour. The POA (1992) appropriately observed: "Teacher performance is the most crucial input in the field of education. Whatever policies may be laid down, in the ultimate analysis, these have to be interpreted and implemented by teachers, as much through their personal example as through teaching learning processes. Teacher selection and training, competence, motivation and conditions of work impinge directly on teachers' performance".

7.1.1 National Policy on Education (1986) and POA (1992) emphasise highly on teacher training and competence building as a basic requisite for achieving UFE. The National Policy on Education recommended decentralising the technical and academic support mechanism by establishing a District Institute of Education and Training (DIET) in each district, exclusively to cater to the development needs of elementary education of the particular district. It has also recommended to upgrade some selected Secondary Teachers Training Colleges to complement the work of SCERT. State policies and programmes for Teacher Education are informed by the premise that teacher competence, commitment and performance depend, almost entirely, on: *first*, the quality of candidates who seek admission in Teacher Education institutions, *second*, the quality, relevance and rigour of the pre-service preparation / training, *third*, the breadth and depth of inservice training programmes for practising teachers; and *fourth*, the self-propelled motivation of teachers, both prospective and practising for professional development.

7.1.2 Provisions :

- Government of Orissa have created a separate Directorate called Directorate of Teacher Education and SCERT since 1990 to create 'enabling' conditions to initiate reform and renewal movements in building the competence and commitment of teachers. In all 49 Government Secondary Training Schools, 13 DIETs, four training colleges, six CTEs and three IASEs function as field level institution. The major activities of Directorate of TE and SCERT can be broadly categorised as follows. They are : management of all teacher education institutions both elementary and secondary, development and renewal of curriculum and textbooks, teachers handbooks, workbooks, training manual, etc. for Class I to VII, planning and organisation of pre-service course such as C.T., B.Ed., M.Ed. and M.Phil (Education) in Teacher Education Institutions, capacity building programmes for inservice elementary and secondary school teachers in content upgradation / enrichment, new pedagogy and specific areas, capacity building of the faculty members as well as educational supervisors, and improving quality of science and mathematics education and organisation of science exhibitions and seminars etc.]

- A network of a new generation institutions, comprising 13 DIETs, six CTEs and three IASEs has been established in accordance with the recommendations of NPE, 1986 mainly for promoting better performance of teachers. In the mean time, the Government of India have sanctioned another four DIETs which will be made operational very soon. The major activities of the DIETs are as follows : conduct of pre service teacher education, inservice training of the primary school teachers, curriculum material development and evaluation, planning and management, working as District Resource Unit (DRU), and ensuring capacity building of the teachers and other activities.
- In the Tenth Five-Year Plan the commitment of the state government include providing training to all untrained in service teachers, providing DIET in each district, revamping, strengthening and restructuring existing TE institutions.
- This process of decentralization of teacher's training is further extended under the externally aided projects through the establishment of Block Resource Centres (BRC) and Cluster Resource Centres (CRC).
- Innovations and experiments in improved Classroom processes, evaluating learner performance and positive practices in primary schools are being tried out and put in place.
- Massive capacity building programme for teachers is taken up by DIETs, CTEs and IASEs on a regular basis in four major areas : (i) content upgradation and enrichment, (ii) emerging pedagogy, (iii) contemporary concerns and themes, and (iv) school-based management
- Pre-service Certified Teacher (CT) and B.Ed. training is offered in Teacher Education Institutions of the state
- A Distance Education Course has been launched to train around 12,000 untrained elementary school teachers of the state.
- An elementary cadre for teachers has been created providing scope for vertical mobility of teachers solely on seniority basis.
- As per recent policy each of the 30 districts shall have a DIET or a District Resource Centre (DRC), a scale-down structure of DIET for smaller districts, during the Tenth Plan (2002-2007). This will substantially improve the quality of elementary education in the districts.

7.1.3 The total intake capacity for B.Ed., M.Ed. and M.Phil courses in the teacher education institutions was 1152 with 36 seats for M.Phil, 96 seats for M.Ed. and 1020 seats for B.Ed. Courses. During 2001-2002, 1113 students were enrolled and 141 teachers were imparted training in these institutions. Besides, there were thirteen District Institutes of Education and Training (DIETs) with intake capacity of 650 trainees to provide pre-service Certificate Teacher (CT) and also training to mass education instructors and supervisors. The proposal to establish new DIETs in the districts of Malkangiri, Nawarangpur, Nuapada and Sonepur has also been sent to Government of India for sanction. In addition there are 47 Government Secondary Training Schools with intake capacity of 2350 trainees. The Directorate of Teacher Education and State Council of Educational Research and Training (TE and SCERT) oversees activities of teacher education (pre service and inservice) in the state and also oversees the qualitative improvement in school education through projects and studies that receive assistance from UNICEF, NCERT and Government of India. Besides, there are two secondary training schools run by SC & ST Development Department.

7.1.4 Basic Concerns :

- The NPE (1986 and modified in 1992) and POA (1992) envisaged radical restructuring and re organisation of Teacher Education. The new generation Teacher Education Institutions such as DIETs, CTEs and IASEs that came into existence in the wake of NPE have, by and large, remained in their old role mould. Barring a few areas, they have confined themselves to their conventional roles. They have to move radically away from their earlier moth eaten roles.
- Creation of a separate Directorate for Teacher Education in 1990 has, of course, created an enabling condition to meet the mandates of restructuring and re-organisation of the Centrally Sponsored Scheme of Teacher Education Programme. Notwithstanding this, the absence of a cadre of Teacher Educators, both for Elementary and Secondary level, stifles motivation of Teacher Educators for improved performance; formation of a cadre of teacher educator, it is expected, will boost their morale and professional commitment.
- Non creation of required number of posts, teaching and supporting, and non-filling of posts created in DIETs, CTEs and IASEs have remained persistently unresolved issues since 1988-89. This has inevitably led to two major problems : (i) non-utilisation of substantially large Government of India funds provided for salaries and programmes; (ii) difficulties to take on innovative and non-traditional programmes due to shortage of academic staff; and (iii) inability to reach out to more and more schools and teachers for building their capacity and competence which adversely affects their performance.
- The Directorate of TE and SCERT and its network of DIETs are severely constrained in coping with the magnitude of work in respect of its own capacity building programmes of DPEP, SSA and Janshala Project due primarily to a large number of vacant posts in DIETs and placement of inappropriate officers in SCERT. The SCERT, therefore, needs placement of competent, committed and qualified officers suitable for its diversified programmes and activities. What is required is selection and placement of appropriate officers with commitment and training.
- Elementary Teacher Education Institutions in the state comprises of 13 DIETs and 49 Government Secondary Training Schools. While the former are under the Centrally Sponsored Scheme of restructuring and reorganisation of Teacher Education Programme with Teacher Educators with higher qualifications and grades, the latter have teaching staff of lower cadre. Similarly, while the former are affluent institutions in terms of infrastructure and other support systems, the latter are deprived of such facilities. Thus, these two sets of institutions offering same pre-service course (CT) are not comparable. This reflects the absence of equity between these two distinct groups of elementary teacher education institutions. This disparity needs to be removed.
- Teacher education being a professional course must be linked with manpower requirements of the state. The mismatch between demand and supply of teachers creates problems. In order to ensure balance between demand and supply, short term and long term manpower requirements need to be worked out.
- The National Council for Teacher Education, a statutory body created by an Act of Parliament, has hitherto confined itself to ensuring norms and standards with regard to infrastructure, staff, and other support systems. Hardly has it gone beyond the physical inputs of the system. It is high time that the NCTE should seriously look into the quality dimensions of Teacher Education programmes. This

will certainly add to the credibility of NCTE for co-ordinated development of Teacher Education Programmes in the country.

- Selection of candidates to the pre-service teacher education courses (CT and B.Ed) is done exclusively on the basis of career assessment. This has inevitably led to selection of candidates who do not have the right kind of attitude, aptitude and interest that are required for an effective teacher. Selection of candidates solely on career assessment has become obsolete. What is, therefore, required is a selection based on performance in an entrance examination of tough order and followed by a rigorous mechanism for personality appraisal.
- The Teacher Educators have an extended role i.e. teaching, research, and extension. Besides this, capacity building of practising teachers is their mandatory responsibility. This necessitates possession of mastery in the subjects being taught in elementary and secondary schools and essential pedagogical skills for effective curriculum transaction. This necessitates that Teacher Educators must continuously upgrade and update their own knowledge and competence.
- To this end, the SCERT should prepare a systematic plan for staff development within the shortest possible timeframe.

7.1.5 Despite all these measures there has been no noticeable improvement in the situation. Paradoxically, while there has been significant improvement in the quality of teacher training, of late, and increasing awareness about the need for improvements in teaching methods, there is no corresponding improvement in the quality of teaching. Virtually there is no quality teaching available in most of the state run schools especially in far-flung rural areas. The problem has been compounded further by the twin evils of teacher absenteeism and the practice of private tuition prevalent on a large-scale which bedevil the teaching-learning environment in our schools

What can be done with respect to teachers who do not teach? Strict vigilance and better supervision, no doubt, can improve the situation to some extent. No radical improvement can, however, be achieved by better supervision alone. The teaching community, as a whole, should take up the challenge; the problem may be posed to them. There are indeed many teachers who act with remarkable commitment and their dedication can be enhanced further through increased consultation, provision of better facilities, regular inspections, and the operation of a good incentive system. Thousands of teachers function under extremely difficult circumstances. Despite the adverse conditions in which they work, there are indeed, many teachers who are deeply committed to their work. The large majority of teaching community would not allow a few black sheep among them to tarnish the traditional image of dedication, the teacher still enjoys in the society. We ought to tap their potential far more positively, creatively and effectively for improving the performance of teachers in our schools. A system of incentives to reward efficiency and enhance the morale of efficient teachers must be devised. This can only be achieved by exercise of collective will of government, the community through their representative bodies for effective improvement in teacher efficiency, elimination of the problem of teacher absenteeism and the practice of private tuition, at considerable expense to the teaching - learning endeavour in our schools.

The essence of the programme of teacher education is quality; in its absence teacher education becomes a wasteful expenditure of resources which impinges on educational standards

7.1.6 Recommendations : The following aspects need to be considered for core competence and capacity building of teachers :

- Teacher recruitment may be made more stringent based on a set of criteria such as career, aptitude, attitude and competence.
- Considering the objective of UEE to be achieved by 2010 and providing one teacher in each Class at primary level, the projections on qualified teachers comes to more than 2 lakhs, state government has to take necessary steps for manpower planning in teacher education to ensure availability of qualified teachers
- A cadre for Teacher Educators separately for Elementary and Secondary teacher education may be formed so as to create motivation in them through provision of upward mobility in the professional ladder
- In order to develop professionalism among prospective teachers, the quality of the pre-service training programmes may be substantially improved.
- Special attention should be paid to improving recruitment, condition of work of the teachers as well as teacher educators and enhancing their social status to enable them to play their roles effectively in the ultimate renewal of educational practice. To ensure that good teachers are attracted to the profession, salary and condition of service of teachers are to be made sufficiently attractive compared to similar types of employment requiring comparable levels of training. The process of selection of teacher educators and pupil teacher at the entry point should be based on well identified qualitative norms and rigorously implemented. The qualification for pre-service teacher education may be enhanced and enforced rigorously. The goal should be two-year B Ed. Course and the one year programme should be considered transitional!
- Teacher competence and motivation is a function of teacher status, working conditions, promotional prospects, etc. There is a need to link promotion to performance.
- It is necessary to provide contextualized teacher training at the district level through the District Institute of Education and Training (DIET) for elementary school teachers. The Teachers Training Colleges, Colleges of Teacher Education (CTEs), Institutes of Advance Study in Education (IASEs), and Board of Secondary Education (BSE) should take the responsibility for organisation of training programmes of secondary school teachers. Teacher trainees should keep the trainers informed about the reality of the schools. Experience of the teachers in the field need to be utilised for retraining of the teachers, preparation of training modules and their orientation.
- Due Emphasis should be given to inservice training specially in science, mathematics and computer education. It should also include development of special linguistic competence to teach in tribal area and disadvantage group.
- It is necessary to provide suitable orientation and training of functionaries who discharge responsibilities as Sub-Inspector of Schools (SI), District Inspector of Schools (DI) and Circle Inspector of School (CI). The training modules for these functionaries must provide for training to build managerial capabilities, educational administration and management of finance. Training in computers must constitute a vital element in the training of all educational administrators. Summer institute should be organized for the inservice training of teacher educators to upgrade their knowledge base.

- Evaluation of teacher training programmes needs to be taken up. Standardised formats for school inspection may be developed for the guidance of those in charge of supervision and management. Teachers should be divested of non-teaching work like preparation of pay bills entrusted to Sub Inspectors of Schools at the block level which take a lot of their time at present.
- Research in innovative practices and experiments for school education and teachers should be encouraged.
- Re-organisation / re-vitalisation / reform in teacher education may be considered keeping in view of the present day need
- Networking arrangement may be created between institution of teacher education and educational institutions for a comprehensive programme of internship for improving practice teaching.
- Strengthening of Directorate of TE and SCERT, keeping in view, the future load
- Suitable linkages may be established between IASEs, CTEs and Training Colleges with UGC and Institutes of other Advanced Studies and Research Units.

II. Good Governance : Good governance is essential for implementing the agenda for education and achieving the objectives and specific goals. This involves determining methods of implementation and choosing from among technically feasible alternatives. Good governance for human development implies recognition of the multiple linkages between the three principal elements - health, nutrition and education, and the management of all such processes that permit individuals access to these basic amenities with a view to being able to enjoy a decent standard of living and have a socially meaningful life. Good governance dedicated to securing human development must enable individuals to raise the levels of their capability and endowments, to help build their capacities, and provide opportunities to individuals to participate in the process of implementation in the management of community's resources through cooperative action. Reforming the school should be top of the agenda. Good governance is the key to initiating reforms and restructuring the education system. Pragmatic implementation of all reform measures should be the key to promoting efficiency in the school.

7.2.1 The present command structure relating to provision of administrative support for school education programmes comprise of the following Directorates which function under the control and jurisdiction of Secretary, School and Mass Education.

Director, Elementary Education
 Director, Secondary Education
 Director, Mass Education
 Director, Teacher Education and State Council of Educational Research and Training (TE and SCERT)
 Director, Text Book production and Marketing
 Superintendent Sanskrit Studies

The following autonomous agencies are constituted to provide technical and resource support.

Orissa Primary Education Project Authority (OPEPA) under the District Primary education Programme (DPEP)
 Board of Secondary Education, Cuttack
 Education for All (EFA)
 State Resource Centre for Adult Education (SRC)

English Language Teaching Institute (ELTI)
State Institute of Educational Technology (SIET)

At present the following functionaries are responsible for universalization of elementary education in the state who report to the Secretary, School and Mass Education.

Director, Elementary Education
State Project Director, DPEP (exclusively for District Primary Education Programme)
Director, TE and SCERT
Director, Education for All (EFA) Cell
Director, State Institute of Educational Management and Training (SIEMT) (created as per the guidelines under DPFP)
Director, Textbook Publication and Marketing

Besides the above functionaries, the following autonomous bodies and agencies registered as societies under the Societies Registration Act, 1861 are also part of the management structure for achieving the objective of universalization of elementary education

Project Director, Orissa Primary Education Programme Authority (OPEPA) under DPEP and Education for All (EFA)

The English Language Teaching Institute (ELTI) and the State Institute of Educational Technology (SIET) are autonomous agencies, which provide resource and academic support to schools.

The Superintendent Sanskrit Studies functions under the School and Mass Education Department. What is surprising is that while Sanskrit, Hindi, Urdu and English have separate bodies to train teachers and conduct research, there is no organisation for Oriya. It is essential that an autonomous organisation for Oriya be set up urgently.

The existing set-up for coordination of education programmes at the regional and district levels comprise 3 Regional Joint Directors appointed by the Department of School and Mass Education; 19 Circle Inspectors under the Department of School and Mass Education, and 4 Circle Inspectors under the Department of SC / ST Welfare. Further, there are 75 District Inspectors of Schools appointed by the Department of School and Mass Education and 8 District Inspectors of Schools appointed by the Department of SC / ST Welfare (for the education of SC and ST) who supervise implementation of elementary education programmes. At the block level Sub Inspector of Schools are posted to look after the primary schools

Accordingly, the responsibility and jurisdiction of Director, Elementary Education, Director, District Primary Education Project and OPEPA is limited to Classes I - VII only; all the support institutions like the Directorate of TE and SCERT, EFA Cell, SIEMT, Textbook production and Marketing (TBPM) confine their activities to Classes I to VII only. ELTI also extend support for Class I-VII along with secondary schools.

In the secondary education sector, the Director, Secondary Education supervises implementation of school education programmes up to Class X. A separate Directorate of Vocational Education was created in August, 2000 for implementation of Vocational education at the higher secondary stage. The higher secondary segment of Class XI and XII comes under the supervisory jurisdiction of the Director, Higher Education

The Board of Secondary Education, Orissa, is responsible for developing courses of studies, production and marketing of secondary books and conduct of examination of secondary level.

The Council of Higher Secondary Education conducts examination of Class XII (+2) and comes under the administrative jurisdiction of Secretary, Higher Education.

7.2.2 Recommendations : It was observed that at present elementary schools (Classes I to VII) are run by a number of departments : Department of School and Mass Education, SC/ST Welfare Department, Urban Development Department and Labour Department. During consultations with field level functionaries, a consensus of opinion emerged that there should be a single authority for implementation of all elementary education programmes and universal literacy at the field level and there should be a single focus under one umbrella for implementation of all programmes leading to the overall objective of achieving universalization of elementary education and universal literacy. Since universalization of elementary education and universal literacy are linked to each other, it is our considered view that there should be single authority for achievement of these twin objectives and implementation of these programmes within the identified time-frame i.e., by the year 2007. The multiplicity of authority existing at present should be done away with.

- The posts of Secretary, Education should be in the rank of Principal Secretary to Government who should oversee both the Department of School and Mass Education and Department of Higher Education. He would bring under one authority all education programmes run by different agencies including government departments and educational activities in the non government sector. In lieu of the existing post of Secretary, Higher Education Government, a special secretary may exclusively look after higher education.
- On the pattern of the National Literacy Mission established at the central level, there should be a single authority for School and Mass Education. The multiplicity of authorities existing at present in regard to elementary education should be done away with. The Director General for School and Mass Education (in the super-time scale of IAS) should be made responsible for universalization of elementary education and universal literacy. The post may be filled up by selecting a suitable officer with the necessary experience in education and commitment to the goal. He should be allowed a fixed tenure of five years on the post.
- Keeping in view, the functional responsibilities, staff reorganisation is suggested as below :

Director, Elementary Education cum-Project Director, DPEP which involves abolition of one of the two separate posts existing at present. EFA Cell may be merged with Directorate of Elementary Education. He should be made responsible for achieving the goal of universalization of elementary education.

Director, TE and SCERT to whom should also be assigned the functions of Director, SIFMT created specifically under the DPEP Project guidelines.

The **Directorate of Mass Education** and the **State Resource Centre** should function as a composite Directorate. The SRC at present is an autonomous agency. In the interest of a unified command, the Director, Mass Education should be designated as Director, *ex-officio*, State Resource Centre.

Director, Secondary and Vocational Education should constitute a single authority; he may remain in charge of both the Directorates with whom the authority for supervision of +2 institutions should be vested.

(This would not involve creation of any new posts. In fact, it would result in abolition of one post of Secretary in the cadre of Indian Administrative Service, and re-designation of the present posts of Director, DPEP, Director, Elementary Education, and Director, Mass Education as a single authority). This would, in fact, result in abolishing of existing post of Director, Elementary Education, Director, Mass Education and Director, Vocational Education two of which are manned by IAS at present).

- The governance structure for education must place emphasis necessarily, on decentralized management systems leading to convergence of micro-planning at local levels with macro-planning at the state level. Simultaneously, there is need for uniformity in the nature and type of data, and infrastructure support available for all schools, as well as the organisational set up for school management. A programme of action (POA) for implementation of recommendations of the Task Force need be prepared immediately to be completed within a period of three months. The state level programme must include the detailed district level POA for each district which would contain the physical targets and milestones in respect of schemes under implementation e.g. ECCE, UEE, Universal Literacy, Secondary and Higher Secondary and Vocational Education. Funds relating to each programme may be disaggregated in respect of each district in the district budget duly approved by the Zilla Parishad, which may form a part of the state budget for approval of the legislature.
- At present, all funds for implementation of the programme relating to universalization of primary education is credited into the Orissa Primary Education Programme Authority (OPEPA) registered under the Society Registration Act, with Chief Minister as President of the Governing Body. It is suggested that a State Board of Elementary Education may be established, fully autonomous in character, which should function as an umbrella authority in respect of implementation of all programmes relating to universalization of elementary education.
- The constitution of a single authority for conduct of secondary and higher secondary examinations (Class X and Class XII) may be considered. The two examination boards may perhaps be merged.
- The common school structure of 8+2+2 approved at the national level and accepted by all the states must be implemented. Class VIII should form part of the control and supervisory jurisdiction of Director, Elementary Education and DPEP. Similarly, +2 segment at present comprising part of the Higher Education stream must revert to the Director, Secondary Education Vocational Education which comes under the administrative jurisdiction of Secretary, Higher Education must also form part of the Directorate of Secondary Education.
- There should be a strong mechanism of coordination between the Education Department and other Departments like, Women and Child Development, SC & ST Development, Health, Labour and Employment, Urban Development and Rural Development and Panchayati Raj Department, so that integrated planning and management strategies could be worked out and implemented. A similar coordination mechanism will be instituted at the district level under the umbrella of Zilla Parishad for better coordination. The three tiers Panchayati Raj Institutions (PRIs) may be involved fully in coordinating all activities relating to education at the district, block and gram panchayat level. Evaluation of educational programmes is

also an area where much work desires to be done. This should be taken up regularly and on periodical basis⁴³.

- District Board of Education proposed to be set up in accordance with the recommendation of the NPE, 1986 may be established soon in each revenue district and should function under the Zilla Parishad. District level planners and village education committee members and school headmasters need to be trained; their participation at the district, block and village level planning exercises for school improvement is essential for improving the quality of education.
- A local education authority (LEA) coinciding with the territorial jurisdiction of the District Inspector of Schools need to be established to provide management support, monitoring and supervision of programmes relating to universalization of elementary education (UEE) and universal literacy. This requires convergence of all programmes relating to School and Mass Education at present being implemented by diverse functionaries. Convergence essentially means a unified structure, unity in command and single hierarchy. The Sub-Inspector of Schools at present is used as a Block Level Extension Officer and used for multifarious activities including preparation of pay bills of teachers; he should be divested of all such duties which do not strictly come under education. They should be kept under the direct control of the District Inspector of Schools.
- Rationalization of educational administration at the district, block and village levels may therefore, be taken up urgently to ensure a single line authority for management and supervision of educational programmes.
- Formats for inspection of schools may be devised keeping in view, certain objective criteria to elicit relevant information on the functioning of the schools, the deficiencies and scope for improvement. The Headmaster of each elementary school may be required to furnish information in these formats. A Board of visitors for inspection of elementary schools be constituted which will include educationists from the local area, retired teachers, members of DIETs, Secondary Training Schools (STSS), and representatives of the Panchayati Raj bodies. Membership and Inspection norms may be decided by government
- Board of visitors for secondary schools on similar lines may be constituted
- A new management information system needs to be established to provide accurate and timely data on education at all these levels.
- Building managerial and institutional capacity is an urgent necessity. Education management at all levels need be strengthened with in-built mechanisms for monitoring the process of implementation and improving its quality of programmes.
- As responsibility for education becomes decentralized, district level personnel, school headmasters and village education committee members will acquire many new responsibilities and face new challenges. This will necessitate careful planning at the district, block and village levels involving all those who are required to participate in the implementation of educational programmes.
- The existing data-base on elementary education and teacher education in the Directorate of TE and SCERT may be enlarged to include relevant information on secondary education and be located in the SCERT. The SCERT which provides resource support should disseminate the relevant data to concerned organisations

⁴³ R.S. Tyagi and P.C. Mohapatra - *Educational Administration in Orissa - Structures, Processes and Future Prospects* NIEPA p. 182

and also serve as a link with the NCERT and the State Government. The data- base unit in the Directorate of Elementary education should be strengthened.

Good Governance implies acceptance of reforms in the education sector as an essential pre-requisite for educational reconstruction. Determined political will is necessary for implementing reforms for educational reconstruction in the state. The **Vision 2020** can only be actualized and its goals delivered by a firm commitment of all those who are involved – students, teachers, local community, Panchayat Raj institutions, and government. This should call for participatory management structures from the grassroots level upwards. Expeditious and informed decision-making, planning and execution of the reform initiatives in the school are essential to engender a culture for facilitating the development of the school education system in the state.

A Task Force under the Chairmanship of Secretary, School and Mass Education be set up immediately for implementation of Vision 2020. Its immediate task would be preparation of **programme of action** for each district, and to be consolidated at the state level, laying down targets and milestones in respect of the various groups : children in the pre-school group (3-5 years), universalization of elementary education (6-14 years), universal literacy (15-35 years) and enrolment in secondary schools (14-18 years). The school mapping exercise for each districts will involve preparation of micro-plan for villages, Panchayat Samities and urban areas. The district plan will contain details relating to the number of institutions to be established, appointment of additional teachers and filling up of vacant posts, additional requirement of infrastructure and construction of school buildings. Funds in respect of 15 items transferred to administrative control of Zilla Parishads must be quantified and dis-aggregated. The budget for each district which will be formulated and approved by Zilla Parishads will be included in the state budget for approval of the legislature.

Decentralised management structures and devolution of authority and funds to the Zilla Parishads must be ensured. With a view to ensuring community participation in management, orientation and training programmes for functionaries of Panchayati Raj institutions (PRIs) / urban local bodies need to be conducted within three months. Training and orientation programmes at the district, block and Gram Panchayat level will be organised following a state level training and orientation workshop for Chairperson, Zilla Parishad.

The Sarva Shiksha Abhiyan *inter alia* aims at community ownership of school-based intervention through effective decentralisation with emphasis on quality. This can be translated into action if people are empowered and the management of school education up to and including the higher secondary stage is transferred to the local community under the broad umbrella of Panchayati Raj Institutions. The essence of good governance lies in bringing ownership of the schools to the community for their effective functioning.

Although the State Government have all the powers relating to transfer, posting, and disciplinary control of teachers, in fact, government exercise, very little control over education. The answer may lie in constitution of School Boards and strengthening the District Boards of Education which should be autonomous. The District Board of Education, an autonomous body will function under the umbrella of the Zilla Parishad. Authority and responsibility for school education as well as financial control should devolve on Zilla Parishads in rural areas and Municipalities in urban areas and NACs.

Much of the time of supervisory staff, at present, is consumed by attending to litigation relating to teachers pending in the courts. The only way out of the impasse is decentralisation in administration and management of schools. Vesting powers with the School Board at the district level with wider participation of the local community should be a step in the right direction.

Each of the existing 'education districts' under the jurisdiction of the District Inspector of Schools should be constituted into the local education authority (LEA) with statutory powers with respect to supervision over elementary schools teachers, subject to the overall control of the District Board of Education (DBE). The Circle Inspector of Schools, on similar lines, may be vested with all necessary powers under the CCA Rules to exercise disciplinary control over teachers in secondary and higher secondary schools subject to the overall jurisdiction of the Zilla Parishad in each district.

A strong and inter-dependent partnership between the government, who must provide for the basic services; the local community who must take responsibility for managing the system and the teachers who are central to increasing the internal efficiency of the system would provide the ideal infrastructure for educational development at the district level. A responsive government, accountable to the people, and known for its transparency will make all the difference. **Government provisioning and community management, in fact, should be the essence of the reform initiatives in schools, ensuring the spread of education and improvement in its quality, in the coming years. We have to actualize our resolve in taking this vision forward.**

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Participation by all members of the community in providing basic education is considered to be the main plank on which the whole effort towards universalisation of 12 years of education is to be based. There is evidence to show that, in Orissa in the 1960s, there was active community participation in education. The local community actively participated in location of the schools in their neighbourhood and provided support for construction of school building. But after government took over aided upper primary schools and declared primary school teachers as government servants, involvement of the local community in the management of schools is virtually non-existent. Community involvement and participation in the management of education is absolutely essential and is a key determinant of the quality of implementation of education programmes.

The understanding of community may vary from context to context. In our context, the community is primarily conceived of the local Ward/ Village community institutionalized through the Seventy-third and Seventy-fourth Constitutional Amendment Act. Family, School, Community based organisation like women self help groups, youth clubs, religious institution in the village and primary service providers complement this conception of community in an interactive way.

8.1.1 The seventy third Constitutional amendment authorized state governments to establish a three-tiered governance structure of Panchayati Raj institutions - and to transfer to these bodies from state government agencies the authority to develop and implement policies promoting economic development and social welfare. Elementary education is one of the most important areas to come under Panchayati Raj Institutions. The seventy-fourth amendment asked the state government to devolve responsibility in respect of education in favour of urban local bodies i.e. municipalities and notified area councils.

The Seventy-third and Seventy-fourth amendments to the Constitution of India adopted in the year 1992 were designed to establish Panchayati Raj institutions in all states with ultimate devolution of authority and responsibility to Zilla Parishads which have introduced a sea change in the management of education.

8.1.2 The Seventy-third & Seventy-fourth Constitutional Amendment Act provides the necessary institutional space for community to manage the elementary education. Necessary steps were taken by the Dept of School & Mass education to form Education Committees at village level. But in PR system the Panchayats do not have any committee on education. Nor their representation in the village education committee is there by design.

The National Policy on Education (NPE) 1986 and its amendment in 1992, along with the Programme of Action (POA) has contained several formal and legal provisions to ensure community participation in the education at the elementary level on mandatory basis. Village Education Committee (VEC) were established and accorded the status of local level democratic and legal institution representing villagers to take all decisions pertaining to elementary education. In compliance to NPE (1986) and POA (1992) the Government of Orissa has framed its State Rules in 1989, under which VECs were given certain legal roles and responsibilities which have been amended subsequently. Constitution of VEC or similar structures for participation of community with proper empowerment is the legal obligation of the Government of Orissa, as per the state rules.

8.1.3 As per the norms and guidelines set forth in the NPE, 1986, the Government of Orissa has so far, framed State Rules for community participation. The Orissa School Education (Community Participation) Rules in 2000 is the latest. Now VEC is replaced by School Education committee (SEC) and two other formal structures added to the 1991

notification. They are Parents Teachers Association (PIA) and Mothers Teachers Association (MTA), and introduction of School Education Fund.

It has been emphasised that the SEC is not only to ensure community participation and involvement in school matters, at the same time, it has to function as an educational management structure at the community level. The sector study pointed out that in government sector, most village education committees have been formally constituted mostly through the process of nomination and selection by a combination of school teachers and influential leaders in the community. Open, substantive and extended consultations with the village Community at large before the formation of the committee was mostly an exception.

It is disheartening to note that most of the Village Education Committees (VEC) are of recent origin and are still not active. Meetings are not regular, participation is not encouraging, and there is no collective identity of the VEC among the members and the villagers. The VEC has not been truly representative of the village community, nor does it successfully provide an interface between the community and the school.

Most of the communities have demonstrated reduction of their functioning in different roles over a period of time and the committee has played little role in reviving the community participation in the school matters.

No committee is involved in educational planning, monitoring or facilitation work in the sample study villages.

Availability of resources at the disposal of the committee contributes to the effective functioning of the VEC. However, the committees receive a paltry sum. Wherever the community has been able to mobilise resources, political sensitivities have been strong enough to derail the plan. Thus indicating the lack of capacity to generate consensus and clarity on functions and role of the committee with respect to the need of the school age children.

In course of deliberations of the Task Force an attempt was made to identify community initiatives and innovative practices in education launched in different parts of the state. The scale of operation of these initiatives being limited, it would not be possible to make a meaningful assessment of these programmes, or to draw any meaningful conclusions from these experiments. For want of necessary details relating to the spread of the local-specific programmes and the range of activities attempted, it would not be feasible to ascertain their impact, if any. It may be desirable to commission evaluation studies to monitor the success of these projects and their impact. Some of the major activities in the non-government sector, as reported to us, are listed below :

- The Vivekananda Jeevan Vidyalaya established by the Ramakrishna Mission in August, 1999 in Madanpur-Rampur in Kalahandi district provides alternative schooling to 50 children from economically weaker section of the community where school dropouts are being provided opportunities to learn at their own pace what they missed out in school
- Agragamee, working in Kashipur in Rayagada district, primary education programme include 286 centres organized in Kashipur, Dasmantpur, Thakurnunda, Sukruli, Phiringia, Tentulukunti, Thuanul Rampur, Mahaling and Chitrakonda blocks. Approximately 6000 children are reported in these centres (*Agragamee - real life education for tribal children, Vimala Ramachandran and Sapna Agarwal - Case Study prepared by Ford Foundation*). Some of the principal features of the

innovative and experimental education programmes include community participation and interaction of the community, emphasis on tribal identity, selection of teachers from the community itself to bridge the gap between the teacher and the taught

- The Sikshasandhan, working for improvement in the standard of education of the weaker sections of the society since 1995, is running 32 Alternative Education Centres (AEC's) through consortium members by adopting innovative practices of teaching and local-specific curricula for children, appointing the local youth (from community and well-versed with their language and culture) as teachers, ensuring active community participation, and instilling a culture of work in the mind of children, arrangement of extra curricular activities for self-expression of tribal children. School timing has been adjusted keeping in view the convenience of the learners, and vacations have been adjusted taking into consideration agricultural calendar and local festivals.
- Centre for Youth and Social Development (CYSD) is doing few experiments to provide primary education for tribal children, working children and adult literacy. Attempts are being made to promote education of first generation learners through tribal dialects in a joyful learning methodology.
- Other organizations reportedly engaged in providing access to education for weaker sections and alternative schooling include Society for Welfare of Weaker Sections (SWWS) - Parlakhemundi, AGRANEF-Mayurbhanj, Manab Kalyan Pratisthan-Sambalpur, ISARA-Brahmapur, Bikalpa-Balangir and Action-Aid with branches in different districts.

8.1.4 Recommendations : The Task Force noted Government's decisions for devolution of powers to Panchayat Raj institutions in respect of 15 items pertaining to activities of 11 departments. The 11 departments are to take necessary action for devolution of power in first phase. It is urged that immediate steps be taken by the state government to facilitate devolution of authority and responsibility including school education to the control of Zilla Parishads.

- Decentralization of authority and devolution of funds in favour of the Zilla Parishads holds the key to the successful implementation of the agenda for reforms in education. Active participation of the Panchayati Raj bodies in educational development is no doubt important. What is more important, however, is the active participation of people in the management of education, at the Grama Panchayat, Panchayat Samiti, and Zilla Parishad level which alone is the test of a people oriented, decentralized management system.
- The transfer of responsibility would necessitate capacity building and institutional development; training of manpower, and leadership development; empowerment of institutions, and representatives of the people in exercising their roles and responsibilities effectively.
- Effective steps should be taken by the government to empower the panchayats as institutions of self-governance as part of the constitutional commitments. Decentralised management structures at the village, block, and district level need to be constituted, and devolution of authority and funds need to be ensured in favour of Panchayats, Panchayat Samitis, and Zilla Parishads. These institutions of people must be given the responsibility for achieving the constitutional directive of universalisation of elementary education, universal literacy which are national objectives.
- State funds for implementation of UEE including funds received from different sources for implementation of UFE and the Sarva Shiksha Abhiyan need to be placed at the disposal of Zilla Parishads as soon as possible.

- Planning exercise for management of education including higher secondary education need to start urgently. There should be greater awareness of the growing responsibility for village, block and district level institutions for management of education. What matters most is, what the students learn from school, retain and apply in life. Cost-effective strategies must be developed for increasing the percentage of children aged 6 - 14 who complete elementary education, improving the general levels of learning and reducing gaps associated with gender, poverty and tribal or caste affiliation. This will be the key to planning and the real test of implementation.
- Panchayats must be empowered as institutions of self-governance, as declared by the Prime Minister. Capacity building, training of manpower, and leadership development should receive particular attention in the planning exercises at the district, block and village levels. Empowering the people and their representatives to enable them to exercise their roles and responsibilities effectively should receive special emphasis.
- The Grama Sabha has been created as a Constitutional forum for direct democracy with special powers for overseeing the local development and expenditure. The Grama Sabha may be empowered in exercising the function of performing 'social audit on schools' at the village level.
- The non-Government sector can play a greater role in engendering a spirit of cooperation and participation of the village community in the planning for the future of their own children. This will enable the village community to be brought into the fold of education at local levels.
- Innovative approaches to learning are always local and area specific, often in the form of a response to a challenge. The NGOs in partnership with Government and community should take initiatives to innovate alternative methods and approaches in education, which can be held out as models for others to emulate.
- Government must initiate innovations in education sector with a higher attention to health and nutrition and providing health and nutrition services within ECCE. In addition it may be tried out to build part of the curriculum around health and nutrition activities at the pre-school stage.
- *From government control and direction to community management and ownership* - this should be the key. Bringing ownership of the schools to the community is essential for effective functioning of schools. This will engender the necessary culture for institutionalizing a participative management from the grass-root levels and generate interest of the local community, leading ultimately, to their participation and involvement in the effective functioning of the schools and learning centres their children attend.

CHAPTER IX

RESOURCES FOR EDUCATION

Public spending on elementary education is a highly productive investment. This is all the more so if resources are effectively utilised—that, indeed, may well be where there is greatest scope for change⁴⁴. In India, the government is the principal source of financing education. In general, the central Government has played an important role in financing education and state government has shared its responsibility.

9.1 According to latest information available, public expenditure on education in India has remained constant at 3.2 per cent of the GNP for the year 1985-89 and 1995-97. As percentage of total government expenditure, it has increased from 8.5 per cent in 1985-87 to 11.6 per cent in 1995-97. The expenditure on pre primary and primary education has increased marginally from 38 per cent in 1985-87 to 39.5 per cent in 1995-97. In secondary education it has increased from 25.3 per cent in 1985-87 to 26.5 per cent in 1995-97. In tertiary education it has declined from 15.3 per cent in 1985-87 to 13.7 per cent in 1995-97.

The proportion of public expenditure on education in relation to the state domestic product (SDP) has increased in Orissa from 3.3 per cent in 1985-1986 to 5.2 per cent in 1991-1992, and 5.4 per cent in 1993-1994. As a share of SDP, expenditure on education is the highest in Himachal Pradesh (7 per cent in 1992-93)

Expenditure on education, as a percentage of the State's revenue budget, is 19.5 per cent in Orissa in 1985-1986, compared to 32 per cent in Kerala; 26.4 per cent in Bihar; 25 per cent in West Bengal; 25.3 per cent in Gujarat; 23.9 per cent in Rajasthan and 23.2 per cent in Punjab.

According to a broad assessment made by the Department of Elementary Education and Literacy, Government of India approximately Rs.60,000 crore additional budgetary resources would be required from the Central and State government over the next ten years for implementing the Sarva Shiksha Abhiyan which has already covered the entire country since March, 2002.

The outlay for the elementary education sector (*Planning Commission figures*) accounts for the biggest single chunk of increase, marking an increase from about Rs. 16,370 crore allocated during the Ninth-Plan period (1997-2002) to Rs. 28,750 crore in the Tenth Plan period (2002-2007). The outlay on education in Tenth Five Year Plan for Orissa (approved by the *Planning Commission*) as well as the allocation for the first year of the Tenth Plan period (2002-2003), and the revised outlay is indicated below :

| Sl | Plan Outlay on | Allocation for the year, 2002-2003 | Total of (2002-03 to 2006- 2007) |
|----|----------------------|---------------------------------------|-------------------------------------|
| 1 | Elementary Education | 5462.88 (Revised Outlay : 2299.30) | 33029.83 |
| 2 | Mass Education | 220.28 (Revised Outlay : 145.28) | 901.10 |
| 3 | Secondary Education | 7989.68 (Revised Outlay : 1723.86) | 33853.72* |
| 4 | Higher Education | 6760.00 (Revised Outlay : 1470.38) | 31353.07 |
| 5 | Teachers Education | 20.00 (Revised Outlay : 10.00) | 100.00** |

⁴⁴ Probe report

| Sl | Plan Outlay on | Allocation for the year, 2002-2003 | Total of (2002-03 to 2006- 2007) |
|----|-------------------------|---------------------------------------|-------------------------------------|
| 6 | Development of MIL | | 4.55 |
| 7 | O B (Non JRY) | | 5470.80 |
| 8 | Total General Education | 56448.82 (Revised Outlay 20446.94) | 104713.07 |

STATE-PLAN :

The budget provision for **Elementary Education** under State Plan and Centrally Sponsored Plan Scheme for the Tenth Five Year Plan period is indicated in the table-2 & 3.

Table-2

(Rs. in '000s)

| Sl No | Name of the Scheme | Budget Provision for 10 th Plan (2002-07) |
|--------------|---|--|
| 1 | Grant in-aid to Non Government Upper Primary School | 6095.54 |
| 2 | Grant in-aid to 52 Integral schools and 9 minority language primary schools | 550.00 |
| 3 | Oriya primary school outside the state | 16.83 |
| 4 | 11 th Finance Commission Award | 521.43 |
| 5 | Opening of primary schools | 1100.00 |
| 6 | Grants to DPEP for PMGY | 12000.00 |
| 7 | Primary and UP EGS and AIE | 1.00 |
| 8 | Sarva Shiksha Abhiyan (Grants to DPEP) | 12745.03 |
| Total | | Rs. 33029.83 |

Table-3

| Name of the Scheme | Budget Provision for 10 th Plan (2002-007) |
|---------------------------------------|---|
| Primary and Upper Primary EGS and AIE | 3.00 |
| Sarva Shiksha Abhiyan | 94500.00 |
| Total | Rs. 94503.00 |

The outlay proposed for Elementary Education year-wise during the Tenth Plan period is given in table 4

Table-4

| Sl No | Year | | | | | Total |
|-------|---------------------------|---------|---------|---------|---------|----------|
| | 2002-2003 | 2003-04 | 2004-05 | 2005-06 | 2006-07 | |
| 1 | 5462.88 (RO : 2299.30) | 5928.77 | 6529.68 | 7190.70 | 7917.80 | 33029.83 |

The total outlay on elementary education for the Tenth Plan compared to the total outlay and the total expenditure under elementary education during the Ninth Plan period is indicated in table 5*

Table-5 **Provisional** (Rs in '000s)

| Sl. No | Plan Outlay on | Tenth Plan (2001-2002 Prices) | Ninth Plan (1996-97 Prices) | Total expenditure on Education during 9 th Plan |
|--------|----------------------------|-------------------------------|-----------------------------|--|
| 1 | Total General Education | 104713.07 | 102665.2 | 189964.79 (P) |
| 2 | Total Elementary Education | 33029.83 | 38388.84 | 39545.08 (P) |

The budget provision for **Secondary Education** in the state plan and centrally sponsored plan schemes is indicated below :

STATE PLAN**(Rs. in '000s)**

| Sl No | Name of the Scheme | Budget Provision for 10 th Plan (2002-2007) |
|--------------|--|--|
| 1 | Grants to FLTI | 30047.72 |
| 2 | Financial benefit to State Awardee Teacher | 168.90 |
| 3 | Community singing Chief Minister Merit Award | 32.50 |
| 4 | Establishment of Oriya Pratisthan and Grants to Bharat Scouts and Guide, Junior Red Cross, Sanik School and Oriya High Schools outside the State | 332.50 |
| 5 | Grants to Madrassas | 226.36 |
| 6 | Continuance of posts in the Directorate | 2045.74 |
| 7 | Provision for Taking over High Schools | 1000.00 |
| Total | | Rs 33853.72 |

CENTRALLY SPONSORED PLAN SCHEME**(Rs. in '000s)**

| Sl No | Name of the Scheme | Budget Provision for 10 th Plan (2002-2007) |
|--------------|--|--|
| 1 | Continuance of Hindi Training College, Sambalpur | 5.87 |
| 2 | Financial Assistance to eminent Sanskrit Pandits | 5.00 |
| 3 | Improvement of Science Education in Secondary Schools | 4000.00 |
| 4 | Financial assistance for modernization of Madrasa Education | 440.66 |
| 5 | Financial Assistance for modernization of Sanskrit Pathasala | 120.00 |
| Total | | Rs. 4571.53 |

The following provision is available under the Central Plan on relevant schemes of **Teacher Education**

| Sl No | Name of the Scheme | Budget Provision for 10 th Plan (2002-07) |
|-----------------------------|----------------------|--|
| 1 | Continuance of IASEs | 1075.40 |
| 2 | Continuance of CTEs | 1098.80 |
| 3 | Continuance of DIETs | 3031.45 |
| 4 | Continuance of IED | 750.00 |
| Total (Rs. in '000s) | | Rs 5955.65 |

A comparison of the outlay proposed for total general education will indicate that the increase in the outlay over in the Tenth Plan over the Ninth-Plan period is only 2 per cent. The total outlay on elementary education in the Tenth Plan shows a decrease of 13.96 per cent compared to the Ninth-Plan outlay. There seems to be **considerable under-provisioning for elementary education** in the state. This belies expectations of realisation of the goal of universalization of elementary education (UEE) by 2010.

Revenue Expenditure on General Education in Orissa

| Sl. No. | Year | Expenditure (Rs. in Crore) | Per capita expenditure (in Rs) |
|---------|----------------|----------------------------|--------------------------------|
| 1. | 1997-98 | 1166.77 | 331.22 |
| 2. | 1998-99 | 1431.09 | 400.98 |
| 3. | 1999-2000 | 1720.83 | 476.25 |
| 4. | 2000-2001 | 1696.29 | 462.12 |
| 5. | 2001-2002 (RE) | 1725.77 | 466.80 |
| 6. | 2002-2003 (BE) | 1916.62 | 511.03 |

Source : Explanatory Memorandum, MH No. 2002

Note : RE : Revised Estimates, BE : Budget Estimates

The table shows the revenue expenditure on general education (i.e. education up to post-graduate level in non-technical institutions) in the State from the year 1997-98 to 2002-2003.

The Tapas Majumdar Committee appointed by the Planning Commission has estimated that Orissa would require Rs 5698 crore additionally - Rs 3921 for primary education and Rs 1777 crore for upper primary education, for the next ten years

9.2 Members of the Task Force note with concern that instead of establishment of schools against the huge backlog of facilities for learning are sought to be provided through such adventitious methods like learning centres under the education guarantee scheme (EGS), education to be imparted by para-teachers, called as Siksyasahayaks appointed in place of regular teachers. The total number of centres established under the education guarantee scheme up to the end of the ninth plan period, was reported to be 5892, with a like number of Siksyasahayaks who were appointed under the scheme. The total number of centres opened under the EGS during the Tenth plan period was reported to be 4568 and a like number of Siksyasahayaks have been appointed. This is indeed a small beginning against a huge backlog

- **The provision for education, particularly elementary education, is quite distressing.**
- **Funds of an appreciable order are allocated for achievement of the goal of universalization of elementary education, universal literacy, and universalization of secondary education.**
- **The Vision 2020 can only be actualized and its goals delivered by a firm commitment of all those who are involved - the students, the teachers, the local community, the Panchayat Raj institutions, and the government.**
- **Government provisioning and community management, in fact, should be the essence of the reform initiatives in the schools system.**

- We would urge the state government that immediate steps be taken to open at least 90 per cent of the institutions in school-less habitations, forming the actual backlog, in the next three years according to a detailed survey and micro plan exercise in all districts, more specially in the areas inhabited by SC / STs in the State.
- It should be the aim to establish primary and upper primary schools in clusters of school-less habitations, appoint trained and regular teachers and provide the required facilities for these institutions to function properly. If budgetary constraints prove the main hurdle, the State government may consider establishing schools with assistance from the local area development (LAD) funds of the MLAs and MPs.
- A phased time-bound programme for establishment of schools against the backlog of requirements may be drawn up for opening of new primary / upper primary schools.
- The establishment of schools may be monitored at the state level regularly by the proposed State Board of Elementary Education under the Chairmanship of the Chief Minister.

Resource support need not be limited to budgetary support, nor resources to financial resources. The NPE, 1986 itself envisages different ways for mobilising financial resources like donations, endowments, trusts, increasing fees at the higher and tertiary levels of education, effecting savings through efficient delivery system and levy of a cess or surcharge on user agencies. These measures would not only reduce the burden on government resources, but also create an environment of responsibility and accountability within the education system. We would suggest the following measures to be taken immediately

- Allocation for education during the Tenth Plan be raised to at least 6 per cent of the GDP as suggested by NPE (1986, 1992). This would appropriately be distributed sector wise.
- The need assessment must be from bottom up rather than top down.
- While education up to the age of 14 should be free and compulsory, tertiary education should be self-financing as far as possible.
- Generous scholarships should be provided for children, subject to the merit cum means tests. Loan scholarships should be available for people aiming at foreign education. Stringent steps should be taken for loan recovery.
- Special Education Development Fund may be created with income tax exemption facilities.
- Development agencies, user agencies, private sector, banks, industrial sector, NGOs, trusts, philanthropic organizations, NRIs, etc. may adopt institutions for their qualitative improvement and contribute to the development fund.
- People's representatives should contribute part of their local area development (LAD) funds for educational development. Panchayat Samities/ Urban bodies/ community may be encouraged to earmark some funds for this purpose also.
- Each school education committee may be encouraged to generate resources from sources other than the government for all round development of their institution.

9.3 Policy Imperatives : Investment in education should be treated as an important investment activity like any other physical capital investment activity and must needs be expanded. Public investment allocations for education should, therefore, recognize the need for development of our human resources. This should include quantitative expansion and quality improvement.

Education is itself a basic need. Equality of access to educational services, particularly in rural areas, is an important ingredient of a basic needs strategy. The need for diversification of resources for education must be recognized, since exclusive reliance on public finances may not be fully justified nor feasible in the long run. To this end, a Human Development Compact should be developed for the next ten years leading to the creation of a Human Development Security Fund (HDSF). Each department under the State Administration may be required to earmark 20 per cent of its resources for implementing the basic needs strategy for holistic development through education.

Public investment allocations for education must give priority to universalization of elementary education with a view to providing eight years of education to all children till they reach 14 years of age. This has a more significant impact on development (including reduction in poverty and improvement in income distribution, health, nutrition, demographic changes) than higher levels of education.

The Right to Education Act having been passed by the Parliament in November, 2001 (Ninety-third Amendment to the Constitution of India) realization of the goal of universal elementary education cannot brook any further delay. In Orissa, however, there is a distinct bias towards higher education which is highly subsidized and claims 69 per cent of the total grant-in-aid to education (2000-2001). Although it is well recognized that the contribution

of primary education is more significant than that of higher levels of education (Orissa can indeed boast of having more colleges than West Bengal, Kerala or Maharashtra; the state has more number of general colleges at 2.04 per lakh of population compared to 0.57 in Kerala, 0.58 in Andhra Pradesh, 0.29 in Uttar Pradesh) primary education is starved of resources. This skewed pattern of development in education arising from misallocation of resources among various levels of education, and inefficient use of resources leading to neglect of elementary education and deferring the goal of achieving universalization of elementary education from time to time has to be corrected immediately.

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CHAPTER X

THE RIGHT TO LEARNING

Vision 2020 can only be actualised and its goals delivered by a firm commitment of all those who are involved - the government, the local community, the Panchayat Raj Institutions (PRIs), local self governance institutions in urban areas. The students must strive hard to learn and the teachers to teach. We must make the system work.

This should call for participatory management structures from the grass-root level upwards. Expeditionary and informed decision making, planning and execution of the reform initiatives in the school, quick decision making and speedy implementation are essential to engender a culture for facilitating the development of the school education system in the state. This would necessitate decentralised management structures and devolution of authority and funds to the Zilla Parishads. The essence of good governance lies in bringing ownership of the schools to the community for their effective functioning. A responsive government, accountable to the people, and known for its transparency will make all the difference. Government provisioning and community management, in fact, should be the essence of the reform initiatives in the school system, ensuring the spread of education and its development, in the coming years. We have to actualize our resolve in taking this vision forward.

- Himachal Pradesh which was one among the educationally backward states including Orissa and Bihar has left behind a blazing trail of success in universalization of primary education.
- Kerala has achieved a pioneering record in high literacy and education, low infant mortality rate, longer life span and social provisioning in health care, basic education and food distribution. The absence of gender bias in literacy and education has contributed to better conditions of health in Kerala. The success of Kerala in achieving 'support-led security' has been phenomenal even when the economy is poor (Drèze and Sen, 1989).
- Maharashtra has succeeded in providing low-cost, high quality accessible health care and transformed the lives of 100,000 people in Jamkhed area in Ahmednagar district; Maharashtra has also achieved the 'great miracle' of eliminating corruption in the subordinate judiciary of the state.
- Tamil Nadu and West Bengal have succeeded in reducing the state poverty ratio by nearly half by the year 2000.
- Rajasthan a traditionally backward state, lumped with Bihar, Madhya Pradesh, and Uttar Pradesh, known for extreme poverty, social backwardness and illiteracy has been quietly transformed over the past twenty years. It is now a middle income state; in the NGO sector, Rajasthan has successfully articulated the aspirations of women and has been working for their empowerment (*SWRC, Tilonia*), it is ensuring that labourers are paid the minimum legal wage (*Mazdoor Kisan Shakti Sangathan*), and through the *janawad* campaign the right of the people to secure the right to information. The *jansunwai* sessions being organized also disseminate among people information relating to mis-utilization of funds earmarked for development and public works.

Orissa can perform a similar 'miracle'. Our children can no longer be allowed to remain the victims of an under-performing system. Our children should no longer be denied opportunities of quality education in the state. It is clearly possible to achieve the goals of universalization of elementary education, universal literacy, stable population growth, accessible health care, removal of poverty, and elimination of corruption. This calls for determination, and political will to translate the aspirations and expectations of the people

of Orissa into goals which can be realized. Sound policies, fundamental reforms in governance, backed by determined political will could transform Orissa into a 'miracle' State. From Government control and direction to community participation leading ultimately to management of education by the local community will be a key to it.

The school today is under increasing pressure - pressure from the pupils who are not learning enough; pressure from the parents, who are not satisfied with the achievement levels of their children; pressure from the community who are not satisfied with the quality of education. The expressions of the seventies : 'De-schooling Society' (*Ivan Illich*), 'The Under achieving School' (*John Holt*), 'Pedagogy of the Oppressed' (*Paulo Freire*) seek to convey in some measure, society's concern about the state of our schools, the disenchantment with the process of learning, in general, and the inadequacy of the school, in particular. Most schools are far from encouraging the natural inclination of the child to learn, they stifle enthusiasm.

Learning must not be separated from living. Children should be encouraged to choose what they want to learn and when they want to learn it. The teachers spend much of their time simply keeping order. This is compounded further by the reluctance of children to attend school. All these issues urge us to examine our attitudes to schooling and the learning our children receive. This also brings into sharp public focus, the school and the state of our education. The 'common schools' advocated by the Education Commission (1964-66) headed by Prof. D.S. Kothari has not been implemented; the school run and managed with state funds has been steadily neglected and the learning process diluted over the years leading to deterioration in the quality of education. The 'deep-class bias' in education is evident from the undue emphasis of more affluent parents on sending their children to English medium schools which charge exorbitant fees. The inadequacy of the learning process in the school places a premium on the supplemental need of coaching students through private tuition. The necessity on the part of parents to send their children to various institutions outside the school for IT education and software training, which constitutes a drain on their resources goes to focus on the inadequacy of our schools which are not in a position to provide state-of-the-art IT education. All this and much more is the education system today.

It may be pertinent, in this context, to invite a reference to the French school system. The most prestigious schools in France are the state-run *écoles* (*there are few private schools which are run by the Catholic establishment*); the 'grand écoles' provide for higher education in engineering, technology and medicine. There is a contractual obligation on the part of the state to provide finance for these state-run schools.

In contrast, the school, in our society, remains a much-neglected institution. The school may be performing below our expectations; much of what is taught in the school may not be relevant to the needs and aspirations of the learners; as an institution the school may be functioning inefficiently. The 'school' as it exists today may be the 'worst' possible institution to promote and disseminate learning, but there is none better.

Our predicament today can perhaps be expressed no better than in the following words : "What we have to keep track of are our failures, discouragements, and doubts. We tend to forget the past difficulties, the many false starts, and the painful groping. We see our past achievements as the end result of a clean forward thrust, and our present difficulties as signs of decline and decay"⁴⁵

⁴⁵ Eric Hoffer, *Reflections on the Human Condition*, 1973 Quoted by Edward Yourdon, *Death March*.

The school remains, in fact, the foundation of the education system of the country. It is only in the school that the building blocks of a vibrant learning system have to be laid to provide a 'world Class' education. The 'school' has to be re-invented; the abode of learning **vidyalaya**, has to be strengthened so as to engender an environment of learning that can promote 'world Class' education. 'Re-engineering' the School has become an urgent necessity. It has to be done now. "Re-engineering does not seek to make incremental improvements.... The aim of re-engineering is a quantum leap in performance that can follow from entirely new work processes and structures"⁴⁶. This calls for a radical approach in planning and providing for education of our children.

From schooling to learning - this should form the core and essence of the process of educational reforms. The school will be strengthened as the principal portal of learning with the provision of necessary information and institutional support. The desired outcomes of the education process, and its renewal can be obtained, only if the learning environment in our schools is strengthened and recharged with life. What is required is a change in the existing mind-set. We have to promote a positive culture and provide an environment that can lead to major restructuring of education and its reconstruction in the coming years, which alone can lay the foundations of a 'world-class' education system.

The task ahead is indeed daunting and difficult, but not impossible. "Much is not dared because it is difficult. Much is difficult because it is not dared" (*Prince von Kaunitz, Austrian statesman*). The hallmark of management efficiency in the eighties used to be judged by excellence in achievement and successful conclusion of the 'Mission Impossible' project. The 'Death March' project which is a sequel to the surviving 'Mission Impossible' project today, is defined as one whose 'project parameters' exceed the norm by at least 50 per cent. The most important thing that must happen is the replacement of the 'normal' culture with the 'radical' culture. The technologies, the process and methodology, the management style, the negotiating strategies, the planning and scheduling strategies must change.⁴⁷ Decentralization of authority and devolution of powers on Panchayati Raj Institutions (PRIs) must result in bringing the ownership of schools to the local community. People at the local level must be empowered to take control over local institutions and must be made responsible for their effective functioning. **From government control and direction to community management and ownership** - this should be the single agenda of reforms in education of our people and upgradation of the quality of human resources of the state.

• **Provision of the essential infrastructure, i.e. school buildings, construction of additional rooms, appointment of teachers, their training and orientation, and furnishing all these institutions with adequate equipment and teaching learning materials, strengthening management and supervision and accountability in essence, is the responsibility of the state. There can be no abridgement of this responsibility.**

Putting around sixty-five to seventy lakh children through school and providing them twelve years basic education of good and comparable quality is certainly an ambitious development target. It is difficult, not impossible. It can be done. And it should not brook any further delay on the ground of lack of resources. Investment in education, no doubt, is costly; but not to invest in our children's future at present may prove even more costly in the long run. This is the essential minimum investment required for the future of our children. This cannot wait till tomorrow. Provision of free and compulsory education for all children till they reach 14 years of age, is a Constitutional guarantee and commitment to

⁴⁶ Michael Hammer and James Champy, *Reengineering the Corporation*

⁴⁷ Edward Yourdon : *Death March*

the people. This has to be discharged by the state which is accountable to the people. Provision of the essential infrastructure, i.e. school buildings, construction of additional rooms, appointment of teachers, their training and orientation, and furnishing all these institutions with adequate equipment and teaching learning materials, strengthening management and supervision and accountability in essence, is the responsibility of the state. There can be no abridgement of this responsibility.

Government must provide the required resources for education; the local community must be fully involved in education programmes and participate in the planning, implementation and management of education. In fact, government funding and community participation and management should be the key to the spread of education, and its development in the coming years. We have to take this vision forward and actualize our resolve.

The state has to take the initiative. There is need for strengthening discipline and diligence from the administration; enhancing work ethic and productivity. There must be an element of challenge, of striving for perfection, or at least improvement. There are many ways in which people can work to help other people. The creativity latent in our people must be unleashed. This responsibility can only be discharged in partnership with the people, their democratically elected representatives, the local community, and the teachers.

Taking the concept of 'human investment revolution in economic thought' (Schultz), a step further, we would suggest developing a 'basic needs strategy' toward educational development designed to promote development of the human resources of the state, and its continuous upgradation. To this end, we have suggested a Human Development Compact, and constitution of a Human Development Security Fund (HDSF). This may be formed with immediate effect. Considering the limited provisions available for education in the Tenth Five Year Plan, we would suggest that contributions to the HDSF, at the rate of 15 to 20 per cent may be quantified by each of the department concerned, during the current year (2003-04) itself, by way of supplementary provisions to facilitate opening of new schools. Can we, also think of a 'social compact' involving the government, the community, Panchayati Raj institutions, urban bodies, the non-governmental agencies, and the teachers to fulfil our Constitutional obligations and achieve the goal of universalization of elementary education, universal literacy by 2010 and universalization of secondary education by 2020? A positive answer to this holds the key to the future.

- **In drawing up a profile of educational development towards 2020, it would be best to begin with the Constitutional directives, and specific goals envisaged in the Tenth Five-Year Plan.**
- **We should be clear in our objective in making provision for a world-class education system, with quality assurance at all levels. We must provide the best services to our people - the learners, their parents, and the community.**
- **We must make the system work. This may seem somewhat old fashioned, if not unusual, in this day and age, but it will work.**

Young people in developing countries are particularly sensitive to the danger that control of the economic resources and power of their countries is being retained or taken over by external agencies and multinational interests. In such circumstances, young people may participate in economic and productive activity in order to gain a livelihood, but they find it hard to accept it as a means of promoting national development. It may be relevant in the present context to invite attention to the following recommendations made to the United Nations nearly three decades ago :

"The right of youth to health, education and work should be recognized as the basis of their full and effective participation in development".

"Young people should play a leading role in the renewal of education by participation in the decision making bodies of educational institutions, and also by direct action for the education of themselves and their fellows, both within the establishment forms of education and through new experiments".

"Young people should be enabled to participate in health, welfare and other services aimed at helping their fellow men and, if necessary, new and unorthodox approaches should be adopted in the administration of these services to achieve this end".

"Special attention should be paid to community based projects of development, reflecting a local identification of problems and their solutions; these should include the provision of basic housing and community facilities such as a water supply as well as economic activities of self-employment and cooperative groups for agricultural and industrial production".

"There should be direct participation by youth in the decision making process of the basic (grassroots) units of society - family, community, school and work. At higher levels of political, social, economic and cultural institutions, their participation should take place on a representative basis"⁴⁸

In drawing up a profile of educational development towards 2020, it would be best to begin with the Constitutional directives, and specific goals envisaged in the Tenth Five Year Plan, which include reduction of poverty, creating conditions of near-full employment--creation of an additional 50 million jobs, satisfaction of the basic needs of the people in terms of food, clothing and shelter; access to education and health facilities for all; universalization of elementary education, and universal literacy; governance reforms, and empowerment of Panchayats.

We should be clear in our objective in making provision for a 'world-Class' education system, with quality assurance at all levels. We must provide the best services to our people - the learners, their parents, and the community. We must believe in ourselves, believe that we can always do a better job at what we try to do. We must make the system work. This may seem somewhat old fashioned, if not unusual, in this day and age, but it will work. We can do it.

In the words of one of the most illustrious sons of India, an eminent educationist, and former President of India, Dr. Zakir Hussain : "There is no way to the development of a free moral personality but that of letting the mind develop its own system of values by active contact with the goods of culture which are the creations of similar minds and embodiments of their cherished values. This process is possible only in a society that respects human personality, regards it as an end, and hopes to build the perfection of the whole on the fullest possible development of what is specific to each part. This is what a truly democratic education seeks to do"⁴⁹.

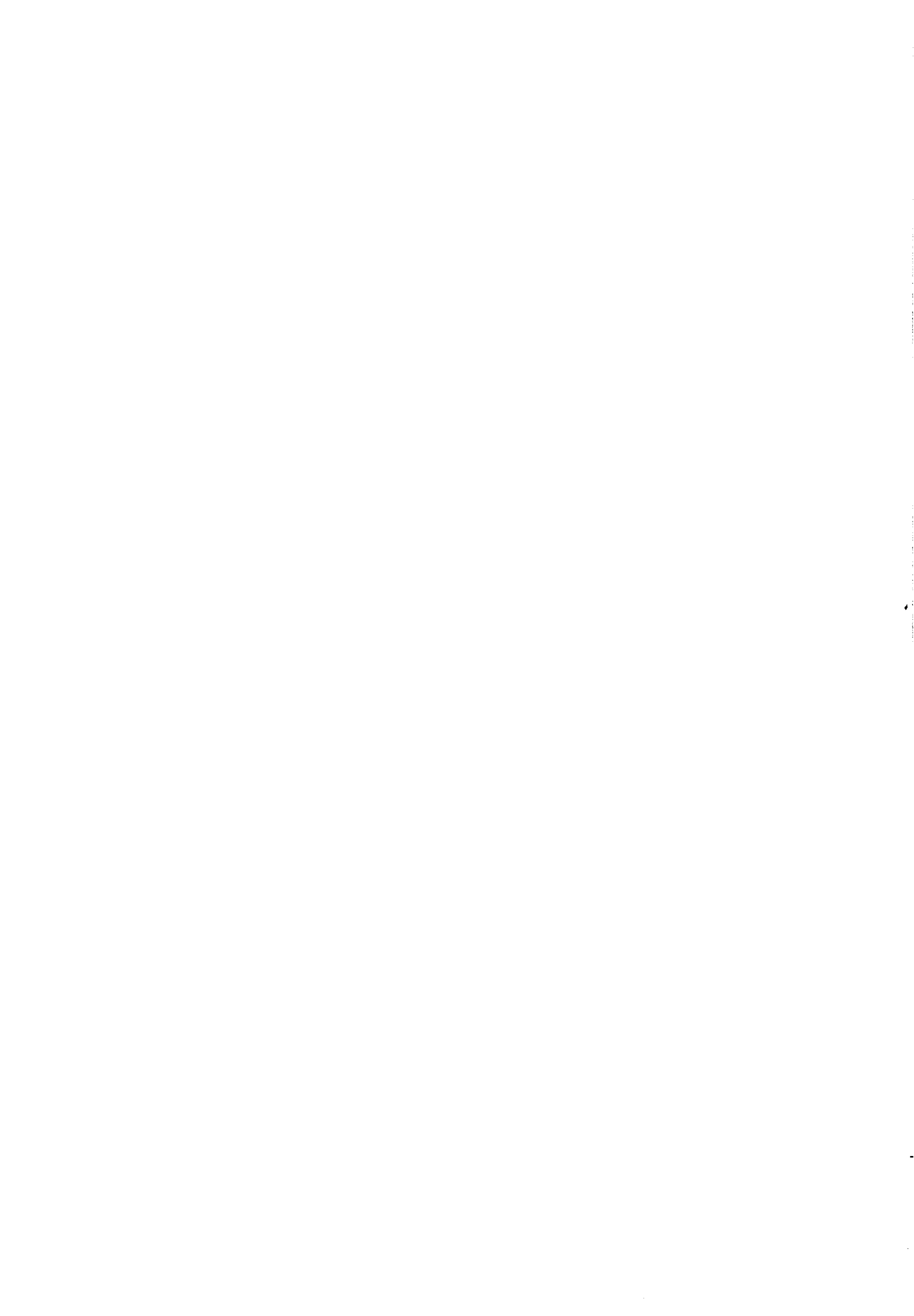


⁴⁸ Youth in the Second Development Decade United Nations, September - October, 1971. (Para : 8, 9, 10, 11 and 12 : Summary of recommendations)

⁴⁹ Dr. Zakir Hussain : Educational Reconstruction in India, Sardar Vallabhbhai Patel Lectures, September, 1959

VISION 2020

EXECUTIVE SUMMARY



A Task Force on Education was constituted in December, 2001 vide Government Resolution No. 31767 / S&ME dated the December 13, 2001 to articulate a vision of the future directions for School and Mass Education in Orissa in the light of emerging concerns and compulsions and the scenario of the future unfolding. Education is a bridge to the future. All education springs from images of the future.

From an 'age of information' we are moving into the 'macro industrial era'.

- Expansion and enhancement of productive capabilities of human beings
- Nano-technology revolution seeks to establish new standards for dimensions of size; redefinition of size will occur in two directions – the colossal and mini scale, leading to building things the size of one atom or molecule with programmed precision.
- Macro technologies for Irrigation, agriculture will play a role in desalinization, cleaning of toxic wastes, polluting rivers and oceans
- Rapid mass transportation and transit systems.
- The human genome project promises cure for cancer, making it possible to locate and replace defective genes with healthy genes

The future of a nation depends on the education of people and development of its human resources. Human resource development through education is therefore the basic objective.

If our vision is to make Orissa the most developed and prosperous state in the country by 2020, we shall have to strive to provide for a world-class education system in the state. And the time is now.

The attributes of 'world Class' are : *concept; competence; and connection*. Applying these attributes to education, it is our considered view and conviction that :

- There should be a paradigm shift from schooling to learning with emphasis on continuing life long education.
- Expansion of learning facilities, and universalization of education, enhancement of learning capabilities and increasing 'core competence' of the learner.
- Education in school must include a component of training and skill development with emphasis on increasing productivity and work ethic.
- The school, the main portal of learning must be strengthened, duly supported by alternative methods of learning through non-formal approaches to education.
- Improvement in the standard of education and Total Quality Management (TQM) at all levels which should make our schools comparable with the very best in the world.

A 'world class' education must place emphasis on learning to know, learning to do, learning to live together and learning to be (International Commission on Education for the Twenty-first century, 1996).

In the twenty-first century education will be increasingly valued as an end in itself, and not merely as a means to an end.

A 'world-class' education can only be driven by values -- personal values, community values and universal values; values of self-esteem, self-actualization, work ethic, humility, equity, cooperation, tolerance, non-violence and peace; values which are eternal,

permanent and universal – which unite all mankind, values which prepare the mind are certain universal ethical attitudes.

Education of our Children : An Overview

The goals of education are derived from :

- a) the Constitutional framework – Article 45 which envisages free and compulsory education for all children under the age of 14,
- b) education is a joint responsibility of the centre and states, listed under the concurrent list (vide Forty-second Constitutional amendment, 1976),
- c) education as a fundamental right within the meaning of Article 21A of the Constitution (Ninety third Amendment), and
- d) the National Policy on Education, 1968, National Policy on Education, 1986 / 1992.

The Challenge of Education; Development : Education Interface :

India is ranked 'Medium' in the Human Development Report, 2003, the individual indices for Orissa, however, only compare with countries listed as 'Low' Human Development Index (HDI).

Backward economic condition of the state is a serious obstacle in the spread of education in Orissa. Orissa lags behind many states in terms of economic growth, poverty, income generation and distribution.

- The Infant Mortality Rate (IMR) in Orissa is 97, which is the highest in the country, has declined by one per thousand from 96 in 1996 to 95 in 2000 (*It was reported by State Representative, UNICEF that IMR has come down to 90*).
- The death rate per 1000 at 10.7 is also the highest. The State has one of the highest levels of child malnutrition, under 3 years of age in the country (54 per cent); the level of malnutrition has increased by one per cent from 1992-93 to 1998-99; 72 per cent of children under age of three are anaemic; the immunization coverage in the state is relatively low.
- Provision of safe drinking water supply as the basic need of life and a crucial input in achieving the goal of Health for All, Orissa's achievement is far below that in Karnataka, Tamil Nadu and West Bengal.
- Orissa continues among the poorest states while Tamil Nadu and West Bengal have successfully reduced the poverty ratios by nearly half by 1999-2000. The average decadal growth in Gross State Domestic Product (GSDP) fell behind national level. The gap between the per capita income in Orissa and the per capita income at the national level is widening.
- The monthly per capita consumer expenditure in Orissa is the lowest among Indian states.
- Sixteen districts out of the state's thirty districts have female literacy rates lower than the national average. Female literacy rates in seven districts (Gajapati, Kalahandi, Koraput, Malkangiri, Nawarangpur, Nuapada and Rayagada) is below 30 per cent, in four districts (Boudh, Balangir, Kandhamal, and Mayurbhanj) is below 40 per cent, and in four districts (Ganjam, Deogarh, Keonjhar and Sonepur) is below 50 per cent.

- Districts with low female literacy rate also reveal a higher percentage of population below the poverty line, reinforcing the nexus between illiteracy and poverty.
- Regional disparities and gender based inequality are more pronounced in backward regions. While SC and ST constitute nearly 40 per cent of the state's population, the SC / ST population in Malkangiri is almost 80 per cent which represents the magnitude (Section 3.1.2) of the problem.
- Despite the efforts, there are many small and inaccessible habitations without adequate schooling facilities.
- The absence of accountability and lack of incentives among teachers, their poor competence are major obstacles to the implementation of the policies.
- Out of school variables to a large extent have affected learning outcomes and contributed to the high rates of stagnation and dropout, especially among children belonging to disadvantaged homes.
- The hiatus between rural schools and urban schools, private schools and state run schools has been widening.
- Little attention is paid to the lack of teaching and lack of essential facilities in many schools. The victims are the students who are denied quality education.

The **perspective plan** leading to actualization of our vision of education for 2020 encompasses the following goals and milestones within the time-frame prescribed :

- All children, notwithstanding diversities and differences, should have equal and easy access to basic education of good quality comprising :
 - five years of universal primary education (Classes I to V) to be achieved by 2007,
 - eight years of universal elementary education (Classes I to VIII) by 2010, and
 - twelve years of basic education (including secondary and higher secondary) by 2020.
- The school needs to be strengthened and converted into a vibrant institution of learning providing education of comparable standard and quality. The knowledge society of the twenty-first century would demand education of comparable quality and standard.
- Achieving a sustainable threshold level of 75 per cent literacy with at least 60 per cent female literacy by the end of the year 2005 and universal literacy by 2010.
- Establishment of a learning society which prepares itself to meet the emerging needs of rapid economic growth in the state, and the challenges of the twenty-first century.
- Overhaul the system of planning and management in education, decentralization with autonomy, giving pre-eminence to community involvement and participation through Panchayati Raj Institutions in the management of education and ensuring accountability.
- Building the capacity, competence and commitment of teachers and teacher educators at all levels of education and improving the quality of teaching inputs. Good governance in implementing the agenda for education and achieving the objectives and goals will be ensured.
- Strengthening management, supervision and monitoring. Creation of a continuous system of performance appraisal of educational institutions according to standards and norms set by government and the state and national level (Para 3.4)

Five Sector Studies were commissioned to provide empirical base to the visioning exercise. The major recommendations relating to each Sector are indicated below :

1. Elementary and Early Childhood Education :

The child population in the state, age group wise, as computed relevant for enrolment in schools is given below : (Para 4.1)

| | | |
|----------------|---|-------------|
| 3-5 age group | : | 2.5 million |
| 6-14 age group | : | 6.9 million |

It is estimated that 15 per cent of the child population in 5-14 years age group in Orissa are working as child labour. The total number of working children in the state is estimated between 10 to 12 lakhs (Para 4.4.10)

The total number of primary and upper primary schools in the state stands at 42,824 and 11,510 respectively with an overall ratio of upper primary-to-primary schools of 3.66. According to the norms established, there should be one upper primary school for every two primary schools.

According to the Sixth Educational Survey (1996), 12855 habitations were not served by primary schools within a distance of 1 km. and 16,317 habitations were not served by upper primary schools within 3 kms.

The corresponding figures reported for the year 1999-2000 were 12,609 and 10,177 habitations respectively (Para 4.3.1).

Enrolment :

- Overall enrolment of students in primary schools increased from 38.87 lakhs in 1995-96 to 48.16 lakhs in 2002-2003. Out of the total enrolment 48.16 lakhs the percentage shares of boys and girls being : (6-11) age-group (56.34, 43.66), (11-14) age-group (56.24, 43.76) and (6-14) age-group (56.31, 43.69).
- In the year, 1998-99, GFR for primary and upper primary levels were 94.91 per cent and 51.31 per cent respectively. For girls, the ratios were as low as 79.82 and 37.43 per cent⁹⁹.
- The net enrolment ratio (NER for 2000-2001) in 11-14 age group children is merely 38 per cent
- Gender and inter district disparity in enrolment is evident across two levels of elementary education (Section 4.4.2)

Recommendations:

- A detailed *school mapping exercise* be taken up in every district for location and establishment of schools in the school-less habitations;
- The district perspective plan, based on the micro-plans for achieving universal enrolment and universal literacy, be prepared in respect of each village / habitation, keeping school as unit of planning;

⁹⁹ Government of India, Selected Educational Statistics (1998-99)

- The perspective plans of the districts shall include EGS and AIE and are required necessary funds be quantified for achieving the goal of UEE inclusive of learning at school and at work through alternative programmes;
- *Establish at least 8 primary schools, and 4 upper primary schools in each GP.* Each primary school must have Classes I – V, each upper primary school classes I – VIII, which should be full-fledged in every respect with the required number of teachers, teaching-learning material and equipment, textbooks and workbooks for all children enrolled, and provision of drinking water and toilets, mid-day meals to children and health check up;
- Mainstreaming out-of-school children into schools should be the primary concern. Schooling must be arranged in different learning centres;
- Vocational skills may be imparted to children weaned away from child labour along with the necessary supplement of the educational complement with a view to facilitating their re-entry into the school stream at different levels. Emphasis be attached to opening of Bal Shramik Vidyalaya or bridge schools for child labourers with the support of Ministry of Labour, National Child Labour Programme (NCLP), Government of India;
- Scheme of EGS should not be open ended and should be phased out by 2007 and should not continue beyond 2010, teachers having the requisite qualification under the EGS centres be absorbed against vacancies in the elementary schools;
- Suitable bridge courses / modules may be designed for all children out-of-school, especially girls in the age-groups : 7-10 and 11-14. Lateral entry of students into the school may be ensured through objective tests at class III, V and VII;
- Universal and equal access to all children and elimination of the existing gap between girls and boys, as stipulated in article 28 of the Convention on the Rights of the Child must be ensured. Equal access to secondary education (8+2+2) as per the national school structure must be ensured by the year 2010 for all girls and boys, including the disadvantaged children;
- Increasing enrolment and improving retention rates of girls be ensured by enlisting the support of the community and parents through campaigns and flexible school schedules, incentives, scholarships; required budgetary resources for the purpose be provided;
- Training programmes and materials for teachers and teacher educators be developed; teachers awareness about their own role and responsibilities be ensured, supported by effective strategies for gender sensitive teaching;
- Financial and technical support to voluntary agencies for designing bridge courses must be provided by government;
- Supplementary and remedial education for disadvantaged and under-achieving school children be provided by the school with community help and voluntary organizations working in the field of education;
- Voluntary agencies may be encouraged to provide facilities for open schools and provide remedial coaching to the students;
- Building the school environment should be a priority with emphasis on :
 - development and maintenance of physical infrastructure of the school, provision of drinking water supply, lavatories;

provision of adequate teachers, strengthening of teacher resources and inputs;

essential teaching learning materials including blackboards, maps, charts, a small library, toys, games and some equipment for work experience.

preparation of academic calendar and laying down in detail the school activity pattern;

involvement of the local community in the functioning of the school and its management.

- Mid-day meal programmes may be organized in every school to provide for all school children up to Class VIII. The responsibility for school feeding should not be cast on the Headmaster or the teachers of the school. School feeding programmes may be organized through the involvement of the local community and with the supervision of the Sarpanch / Ward Member of the Gram Panchayat;
- Regular health check-up in each elementary school need be organized through the involvement of the local Primary Health Centre. Distribution of Vitamin A and iron tablets to prevent nutritional deficiency like night blindness, iron deficiency (anaemia) may be ensured in every school and steps taken to prevent iodine deficiency (*goitre*) and other micro nutrient deficiency at regular periodic intervals;
- Construction of school buildings in school-less habitations must be left to the initiative of the local community / school education committee, who should be encouraged to construct "first generation school buildings" : in each of these localities by using locally available building materials with fire proof roof. Funds for construction of buildings may be provided from MP's / MLA's Local Area Development (LAD) fund in case of constraint of state resources;
- The 'no detention' policy followed up to Class VII, is a deterrent to achieving the 'Minimum levels of learning' desired of students in elementary schools. Objective, Oral tests may be devised which could be used for making a qualitative assessment of learning imparted at school and retained by the student. The conduct of unit test should be ensured;
- The number of 'Vrutti' scholarships as well as the amount of scholarship need to be substantially enhanced to enable gifted and meritorious children from economically weaker sections to pursue their education. All the children appearing at the scholarship examinations with a reasonable cut off marks may be awarded scholarships at par with the rates of pre-matric scholarships for SI students;
- The practice of multi-grade teaching : one teacher teaching more than two classes simultaneously, is unacceptable and deleterious to the quality of teaching. In the short run, it appears to be deceptively inexpensive, but in the long run the cost of not appointing a teacher would amount to playing with the future of our children, there should be a teacher for every class;
- All vacant posts of teachers and headmasters should be filled up in a phased manner as soon as possible to achieve the goal of UEE by the year, 2010;
- Appropriate measures be taken to implement the educational provisions made under the persons with disabilities (equal opportunities, protection of rights and full participation) Act, 1995 for children's with disabilities;

- Supply of free textbooks be ensured to all children up to Class VIII. These books should be made available well before the beginning of the school session. Printing of textbooks may be decentralized and printed at the district level to avoid delay in timely supply of books. Production of supplementary books may be encouraged;
- Model residential schools with hostel facilities may be established in each district to impart education of quality and comparable standards;
- Annual maintenance of the buildings shall be ensured;
- Hostels meant for SC/ST should also accommodate students belonging to other categories, including other backward castes (OBC) to promote greater integration. Twenty per cent of seats in these hostels may be reserved for students belonging to non SC/ST category. These seats may be allotted to other students purely on the basis of means cum merit criteria;
- A special package for SC/ST/OBC students may be introduced to ensure :
 - Free supply of books and stationeries to SC/ST and OBC students
 - Merit scholarship SC/ST and OBC students (Class IX - XII)
 - Vocational and technical students scholarship to SC/ST and OBC students in ITIs
 - Book banks for SC/ST and OBC students
- Effective steps be taken to promote synergy among educational institutions in an identified cluster through school complex and village education complex;
- School holidays should be adjusted to the seasonal cycle of agricultural operations, so that the children can participate and help their parents in the field and thereby acquire the much needed hands-on experience and work culture;
- The learning cycle in schools should be linked with important festivals celebrated locally e.g., the *makara sankranti*, *aksha tritiya*, *raja sankranti*, *ratha jatra*, *nua khai*, *dasahara*, *kumar purnima*, *dola jatra* and *the pousa purnima* etc. There are definite advantages in this in ensuring enrolment and retention, reducing dropouts, monitoring of gross enrolment and net enrolment ratios, and evaluation of learning outcomes;
- Due emphasis should be attached to provide quality assurance and promoting the quality of learning at all levels, continuing upgradation of the minimum levels of learning and providing education of a comparable standard and quality;
- Creation of a separate Board for Elementary Education is necessary for quality assurance. Gradation of schools, according to quality, available facilities, achievement / performance and standards may be prepared in due attention must be given for qualitative improvement and upgradation of under-performing schools;
- A 'social compact' involving the government, non-governmental agencies, local bodies and Gram Panchayats, parents and teachers must be evolved to achieve the goal of universalization of elementary education by the year 2010 (Section 4.5 and 4.7);

Early Childhood Care and Education :

ECCE schemes under government and non government agencies reach out to only 19.6 per cent of the 3-6 age group population⁵¹ (Para 4.8.3 and Section 4.9).

- A pre-school education component should be established as an adjunct to all existing primary schools.
- The total number of children in 0-6 age group is reported to be 5.2 million. Pre-school education facilities – early childhood education of the nature of play school would require to be provided for approximately 2.5 million children in the age group of 3-5, to impart the basic skills of alphabetization and computing, and prepare them for primary school.
- Suitable training modules may be devised and need-based curriculum may be developed for pre-school educators with suitable training facilities.
- Supervisory or monitoring mechanism may be created at the state level to maintain the quality of pre-school education.
- Appropriate linkages to be developed between ICDS / pre-school centres and primary schools and EGS Centres.
- Community, NGOs, civil societies, and PR bodies be encouraged to open ECCE / pre-school centres.
- In-service training programme may be organized for Anganwadi Workers to give them exposure for pre-school component in ICDS programme.
- A policy on pre-school education be evolved immediately.

2. Universal Literacy and Empowerment

Literacy is an instrument for empowerment. It should be the objective to *adopt a rights-based approach* – the right to learn, to know and to do. In our efforts to take the universal literacy programme to the people the objective should be to empower people and prepare them to “take command” of their lives.

Illiteracy among rural women and especially among the poorest sections of the community, predominantly the scheduled castes and scheduled tribes is the major problem. Sixteen districts in the state have female literacy rates below the national average. The objective is achievement of sustainable threshold level of 75 per cent with at least 60 per cent literacy for women by 2005 and universal literacy by 2010. Significant stepping up of efforts are required, particularly in seven districts of the state where the female literacy rate is less than 30 per cent (Para 5.4).

Recommendations :

- A perspective plan for five years need be prepared for each district, block, and village/cluster designed to provide a centre for learning for each village / habitation
- Total Literacy Programmes (TLC), Post Literacy Programme (PLP) and Continuing Education (CE) should be integrated to form a single package and single focus of delivery. There should be no gap between the conclusion of one programme and beginning of another.

⁵¹ Department of Women and Child Development 1997

- Full participation of women in adult education programmes should receive priority.
- The entry points for literacy for women must be identified; full participation of women in the programme be ensured. Literacy based on skills may be organized through women's self help group (SHG) and Anganwadi Centres in the state. Other entry points could be health, immunization, nutrition, constructing of rural housing, centering around which relevant adult education modules could be developed taking into account the need of the learners.
- The learners should be encouraged to provide leadership in determining the programme, ensuring its quality, and the learning outcomes.
- Bridge courses and open school facilities under adult education programmes should be promoted. Government should provide technical support as may be necessary.
- Preparation of primers for girls and adult women should receive careful attention. Primers for ST learners should be so designed as to provide the bridge from a spoken tribal language. The pedagogy should be rooted firmly in the culture and ethos of the specific tribal group. This would necessitate preparation of diverse learning modules to meet the learning needs of different tribal groups and would involve detailed micro-planning.
- Multiple set of books may be developed to meet the varied needs of the learners by using local wisdom wherever possible. The textual and learning materials along with the training modules may be reviewed with a view to upgradation as may be necessary / need of the learner.
- Each district may have a Jana Sikshan Sansthan (JSS) for providing skill training and enhance opportunities for additional income generation.
- A separate State Resource Centre may be established for KBK districts and other backward districts to be located at Koraput and Bhawanipatna.
- Strengthening managerial efficiency of literacy programmes at the State Level as well as District Level should get priority. The State Literacy Mission Authority may be immediately made functional as per the guidelines of National Literacy Mission Authority. Establishment of management information system (MIS) and computerized database facilities for each district should be a priority.
- The role of a Zilla Sakharata Samiti (ZSS), the Gram Panchayat Sakharata Samiti (GPSS) need to be redefined so that these institutions play a key role in policy framing, needs assessment, planning and implementing literacy activities.
- Zilla Sakharata Samiti (ZSS) should be strengthened to ensure synergy of several developmental activities there should be structured linkages with ICDS, DPEP and other development programmes specially health, nutrition and education at the district level. Similar coordination based on convergence of relevant development programmes and literacy by the State Literacy Mission Authority (SLMA) at the state level.
- The rural library movement may be strengthened and expanded – at least two to three libraries may be established in a GP / ward.
- A synergic alliance should be promoted between the community, organizers of literacy programmes, teachers of elementary schools and different NGOs for promotion of universal literacy and universal elementary education, aimed at programmes of school improvement, enrolment and utilization of special talents for curriculum enrichment and building the support system.

- A people's movement for mass education should be launched with the active participation of the people. The emphasis should shift from government direction and control to community ownership and management of all programmes of mass education.
- Financial support and technical assistance be provided for in the organization of universal literacy programmes by the non government organizations (NGOs) and community based organizations working in the field. A state level body may be identified, ideally SI MA, to monitor the implementation of the programme and suggest remedial measures.
- Life long education will be one of the keys to meeting the challenges of the twenty-first century. Universal literacy programmes, therefore, should be designed 'to cover all advances in skills acquired by the people - skills not limited only to the process of physical production but covering a spectrum of individual and social skills for organizing and managing the efficient working of the economic system, the distribution and marketing of goods and services (Section 5.4)

3. Secondary And Vocational Education:

Universalization of secondary education of twelve years according to the common school structure of 8+2+2 (inclusive of the higher secondary stage) is the *sine qua non* of the knowledge society of the twenty-first century. Learning at school should aim at continuously upgrading the level of the student's knowledge and skills

Enrolment and Dropout : The enrolment in Class VIII is 28.15 per cent, in terms of the base level of enrolment in Class I. The dropout at the end of Class X is more than 78 per cent (Para 6.1.4).

Attainment : The number of students who come out successful has never exceeded 40 per cent during the last three years. Nearly, 60 per cent of candidates failing at the examinations indicate a very high rate of wastage and attrition. The low levels of achievement of the successful candidates (*nearly 70 per cent of those who pass out secure marks less than 35 per cent*), compromises further the efficiency of the under-achieving school (Section 6.1.4)

Recommendations:

- 650 Gram Panchayats in the state do not have any high school; 350 GPs in the undivided Koraput district, alone do not have any high school; one high school should be established in each school-less GP and in due course at least 2 high schools may be provided in each GP, out of which one should provide Classes XI and XII for universalization of secondary education.
- The +2 segment should form part of the secondary school. Restructuring secondary education, inclusive of two years of higher secondary education, must take into account (i) the emerging needs of rapid economic growth of the state, especially in the next two decades, and (ii) the changing aspirations of the learners themselves, designed to meet varying needs of the learner's aptitude, talent, and the requirement of the market.
- Programmes for remedial education for children who are weak, specially those belonging to SC and ST and OBC, may be provided to supplement teaching in school and to bring up the deficient students to the mean performance levels.

- Opportunities must be provided to those who leave school, after successfully completing Class X, or before, to continue their education and successful completion of twelve years of education
- Merit scholarships to SC, ST and those belonging to the OBCs at the level of Class XI - XII may be provided. Scholarships to SC and ST students may also be provided for vocational courses and technical training in ITIs.
- Pace-setting secondary schools may be established, to start with, at the district headquarters to nurture excellence. Boarding facilities need be provided at these schools to attract meritorious students from schools in the interior and far-flung areas of the district.
- Open school and open learning system at the secondary stage may be established.
- Examinations should be used as the real test of merit and as a hallmark of excellence in performance, improving standards, and enabling students to reach higher levels of achievement. Scholastic aptitude test (SAT) be devised. This should form the basis of admission to the University and professional courses.
- Students at the school learn three languages – the mother tongue /Oriya as the first language, Hindi and English as second and third languages, and sometimes a classical language – Sanskrit. Optimum standards of language learning and competence may be suitably devised for all students at class V (in mother tongue / Oriya) class VIII level for Oriya, Hindi and English, class X level (Oriya, Hindi and English) and class XII level (Oriya and English corresponding to the test of English as a foreign language).
- Developing learner's capabilities and competence in the study of languages (Oriya, Hindi and English), Mathematics and Science with emphasis on strengthening teaching in these areas.
- The school must bring information technology (IT) into classrooms, use of audio-video instructional aids in teaching learning programmes in the school would provide an interactive platform for technology-enabled learning. Introduce computer education in all the institutions with trained personnel.
- Restructuring of education till completion of secondary stage (class XII), and providing quality assurance in schools must include :

provisioning of basic facilities (physical and human) for each institution including library and laboratory;
 strengthening the teaching of science and mathematics in schools;
 ensuring the optimum learning outcomes leading to higher achievement levels of students at class X and class XII examinations; and
 improving language skills and competence.

- The scope for values, general knowledge, art and aesthetic education, physical education and yoga in schools may be enhanced.
- The quality of academic supervision and appraisal be improved. The state may consider establishment of State Level Assessment Accreditation Council (SAAC) for the secondary schools, like that of NAAC for the colleges, established by UGC.
- The model of Shramik Vidyapeeth may be suitably adopted / adapted for provision of training and skill development, and continuous upgradation of skills.

- Assuming that UFE is fully achieved by 2010, there will be increasing pressure on higher education. It is anticipated that the number of students passing out Class XII would increase from 2,50,000 in 2015 to 5,00,000 in 2020. Forty per cent of those who pass out are expected to join the higher education stream and the technical courses including agriculture, engineering, and other professional course for whom facilities for higher education need be provided.
- Expansion of opportunity for higher education institutions and restructuring of under graduate courses in the state could call for priority attention.
- Filling up the vacant posts of teachers and improvement of the quality of instructional materials shall be ensured
- Continuous renewal and enrichment of curriculum, courses and studies and textbooks shall be ensured for updating.
- Continuous updating of knowledge (content and pedagogy enrichment) of the teachers through inservice training programme.
- Each institution be graded with reference to certain quality and efficiency parameters, keeping in view their achievement and available facilities, steps may be taken to upgrade the standards.
- Grant-in-aid and financial assistance to schools should be linked to the performance of the institution. Government should formulate a new grant-in-aids policy linked to certain basic efficiency parameters. A suitable formula may be devised to curtail grants-in-aid / allotment to under achieving schools until they improve performance, while at the same time grants-in-aid / allotment should provide incentives to better performing schools by providing assistance, such as for upgradation of the library / laboratory and play-fields etc. It may be ensured that schools which qualify for grant-in-aid be granted financial assistance without further delay.
- Emphasis be attached to enrichment programmes, language intervention and capacity building of the tribal and backward students; this will call for a shift of emphasis from welfare provisioning to total quality development.
- Voluntary philanthropic organizations should be encouraged for opening up self-financing secondary schools where no such facilities are available to ensure universal of secondary education.
- Existing courses being provided in different educational institutions like Sanskrit schools and Madrassa must conform to the norms and standard laid down under the approved core curriculum pattern. These may be reviewed and upgraded for quality improvement.
- Board of Secondary Education should be reorganized and vested with autonomy so that their ability to improve the quality of secondary education is enhanced (Section 6.1.4)

Vocational Education:

Vocationalization of higher secondary education in Orissa was introduced in the year 1988-89 as a centrally sponsored scheme. The objective of the scheme of *inter alia* are :

- development of healthy attitude among students towards work and life;

- providing diversification of educational opportunities to enhance individual employment;
- reducing mismatch between demand and supply of skilled manpower;
- providing alternatives for those who decide not to pursue higher education (Para 6.4)

Vocational education is introduced in 231 higher secondary schools out of which 72 are functional at present. A separate Directorate for vocational education with regional offices was established in August, 2000. The trades that has been offered now cover four major vocational areas i.e., agriculture, business and commerce, engineering and health and para-medical. Computer application was introduced in 2001-2002 in few institutions.

Recommendations :

- Relevant vocational education programmes be introduced at the higher secondary stage to cover 50 per cent of school children by 2010.
- Two-year specific purpose - built programmes of computer education need to be introduced as part of vocationalization of education at the +2 stage to cover all higher secondary schools by the year 2010. Students along with proficiency in computer skills must also attain the desired proficiency in written and spoken English, equivalent to international standards of Test of English as a foreign language (TOEFL)
- Two year agriculture courses forming part of the vocational programme at +2 stage may be designed in such of the schools in the neighbourhood where backup support could be provided by the Orissa University of Agriculture and Technology (OUAT).
- Two years courses in pharmacy and nursing, may be provided under vocational stream, in consultation with Pharmacy and Nursing Councils of India, with one year's work experience to be provided on the job on probation.
- Existing schools should be strengthened through provision of required infrastructure, equipments, well trained and qualified staff members, resource persons, and timely funding for imparting vocational training.
- Allotment of trades should be need-based taking into account, vocational survey findings and manpower needs with greater emphasis opportunities for self-employment.
- Emphasis be attached to practical skills and upgradation of skills, and on the-job apprenticeship training.
- Linkage between education and employment sectors, technical institutes, and industrial and business establishments be strengthened.
- Appropriate modifications of the job employment and self-employment policies suiting to vocational pass outs may be ensured and weightage in the field of financial and other assistance may be given to vocational pass outs.
- Effective monitoring and supervision system be ensured for performance appraisal and to provide suitable and timely remedial measures
- The institutions may be given autonomy to get franchise and to run new emerging vocational courses which are in demand. This may be self-financing in nature
- Vocational guidance and career counselling may be given due emphasis at the secondary and higher secondary institutions. (Para 6.5)

4. Promoting Core Competence of the Teacher and Capacity Building, Staff Development and Good Governance:

Teachers, next only to students, constitute the single largest input of the education system. Increasing the motivation of the teachers and promoting their 'core competence' should need emphasis.

Para 7.1.5. Promoting core competence of the teachers and capacity building shall place emphasis on the following aspects :

Recommendations :

- Teacher recruitment may be made more stringent, based on a set of criteria such as career, aptitude, attitude and competence.
- Considering the objective of UEE to be achieved by 2010 and providing one teacher in each class at primary level, the projection of qualified teachers comes to more than 2 lakhs. Government may take necessary steps for manpower planning in teacher education to ensure availability of qualified teachers.
- A cadre for Teacher Educators separately for Elementary and Secondary teacher education, may be formed so as to create motivation in them through provision of upward mobility in the professional ladder.
- In order to develop professionalism among teachers, the quality of the pre-service training programmes may be substantially improved.
- Special attention should be paid to improving recruitment, condition of work of the teachers as well as teacher educators and enhancing their social status to enable them to play their roles effectively in the ultimate renewal of educational practice.
- Teacher competence and motivation is a function of teacher status, working conditions, promotional prospects, etc. There is a need to link promotion to performance.
- It is necessary to provide contextualized teacher training at the district level through the District Institute of Education and Training (DIET) for elementary school teachers. The Teachers Training Colleges, Colleges of Teacher Education (CTEs), Institutes of Advanced Study in Education (IASEs), and Board of Secondary Education (BSE) should take the responsibility for organisation of training programmes of secondary school teachers.
- Due emphasis should be given to inservice training specially in science, mathematics and computer education. It should also include development of special linguistic competence to teach in tribal areas and disadvantaged groups.
- It is necessary to provide suitable orientation and training of functionaries who discharge responsibilities as Sub-Inspector of Schools (SI), District Inspector of Schools (DI) and Circle Inspector of School (CI).
- Evaluation of teacher training programmes needs to be taken up.
- Research in innovative practices and experiments for school education and teachers should be encouraged.
- Re-organization / re-vitalization / reform in teacher education may be considered keeping in view the present day need.
- Networking arrangement may be created between institution of teacher education and educational institutions for a comprehensive programme of internship for improving practice teaching.
- Strengthening of Directorate of TE and SCERT, keeping in view, the future load (Section 7.1.4)

Staff Development and Good Governance :

Reforming the school should be top of the agenda. *Government provisioning and community management, in fact, should be the essence of the reform initiatives in the schools* (Para 7.2)

Participatory management structures from the grass roots level upwards may be provided. This can be translated into action if people are empowered and the management of school education up to and including the higher secondary stage is transferred to the local community under the broad umbrella of Panchayati Raj Institutions / urban bodies. The essence of good governance lies in bringing ownership of the schools to the community for their effective functioning. (Section 7.2.3)

Recommendations :

- At present elementary schools are run by a number of departments. There should be single authority for achievement of the objectives of UEF and elementary education programmes (classes I - VIII). The multiplicity of authority existing at present in different departments should be done away with.
- The posts of Secretary, Education should be in the rank of Principal Secretary to Government who should oversee both the Department of School and Mass Education and Department of Higher Education. He would bring under one authority all education programmes run by different agencies including government departments.
- On the pattern of the National Literacy Mission established at the central level, there should be a single authority for School and Mass Education. The Director General for School and Mass Education (in the super time scale of IAS) should be made responsible for universalization of elementary education and universal literacy. The post may be filled up by selecting a suitable officer with the necessary experience in education and commitment to the goal. He should be allowed a fixed tenure of five years on the post.
- The governance structure for education must place emphasis necessarily, on decentralized management systems inclusive of the need for convergence of micro planning at local levels with macro planning at the state level.
- A State Board of Elementary Education may be established, fully autonomous in character, which can function as an umbrella authority in respect of implementation of all programmes relating to universalization of elementary education.
- The constitution of a single body for conduct of secondary and higher secondary examinations (class X and class XII) may be considered. The two examination boards may be merged.
- It is essential that class VIII should form a part of the control and supervisory jurisdiction of Director, Elementary Education and DPEP. Similarly, +2 segment at present comprising part of the Higher Education stream must revert to the school. Vocational Education which comes under the administrative jurisdiction of Secretary, Higher Education must also form part of the Directorate of Secondary Education. The State Resource Centres for Adult Education (SRC) may be clubbed with Directorate of Mass Education.
- Integrated planning and management strategies require a strong mechanism of coordination between the Education Department and the other Departments like, Women and Child Development, SC & ST Development, health, labour, urban

development and rural development. A similar coordination mechanism will be instituted at the district level under the umbrella of Zilla Parishad. The three tier Panchayati Raj Institutions (PRIs) may be involved fully in coordinating all activities relating to education at the district, block and Gram Panchayat level. Evaluation of educational programmes is also an area where much work desires to be done. This should be taken up regularly and on periodical basis.

- District Board of Education proposed to be set up in accordance with the recommendation of the NPE, 1986 may be established soon in each revenue district and should function under the Zilla Parishad.
- A local education authority (LEA) coinciding with the territorial jurisdiction of the District Inspector of Schools need be established to provide management support, monitoring and supervision of programmes relating to universalization of elementary education (UEE) and universal literacy. The Sub-Inspector of Schools at present is used as a Block Level Extension Officer for multifarious activities including preparation of pay bills of teachers; he should be divested of all such duties which do not strictly come under education. They should be kept under the direct control of the District Inspector of Schools.
- Rationalization of educational administration at the district, block and village levels may be taken up urgently to ensure a single line authority for management and supervision of educational programmes.
- A Board of Visitors for inspection of elementary schools be constituted which will include educationists from the local area, retired teachers, members of DIETs, Secondary Training Schools (STs), and representatives of the Panchayati Raj bodies. Membership and Inspection norms may be decided by government. Formats for inspection of schools may be devised keeping in view certain objective criteria to elicit relevant information on the functioning of the schools, the deficiencies and scope for improvement. The Headmaster of each elementary school may be required to furnish information in these formats, in advance, to make inspections meaningful.
- Board of Visitors for secondary schools on similar lines may be constituted.
- A new management information system need be established to provide accurate and timely data on education at all these levels.
- Building managerial and institutional capacity is an urgent necessity. Education management at all levels need be strengthened with in-built mechanisms for monitoring the process of implementation and improving its quality of programmes (Section 7.2.2).
- A planning and management cell may be setup under the Chairmanship of Education Secretary to prepare a programme for implementation within a well-identified time schedule. Implementation of the programme(s) may be reviewed regularly for which suitable monitoring mechanisms may be instituted, at the state and the district level.
- The existing database on elementary education and teacher education in the Directorate of TE and SCERT may be enlarged to include relevant information on secondary education and be located in the SCERT. The SCERT which provides resource support should disseminate the relevant data to concerned organizations and also serve as a link with the NCERT and the State Government.
- The data collection cell of the Directorate of Elementary Education be strengthened.

A Task Force under the Chairmanship of Secretary, School and Mass Education be set-up immediately for preparation of **programme of action** for each district, to be consolidated at the state level, laying down targets and milestones in respect of the various groups : children in the pre school group (3-5 years), universalization of elementary education (6-14 years), and universal literacy (15-35 years) and enrolment in secondary

schools (14-18 years). The school mapping exercise for each district will involve preparation of micro plan for villages, Panchayat Samities and urban areas. The district plan will contain details relating to the number of institutions to be established, appointment of additional teachers and filling up of vacant posts, additional requirement of infrastructure and construction of school buildings. Funds in respect of 15 items transferred to administrative control of Zilla Parishads must be quantified and disaggregated. The budget for each district formulated and approved by Zilla Parishads will be included in the state budget for approval of the legislature.

With a view to ensuring community participation in management, orientation and training programmes for functionaries of Panchayati Raj institutions (PRIs) / urban local bodies need to be conducted within three months. Training and orientation programmes at the district, block and Gram Panchayat level will be organised following a state level training and orientation workshop for Chairperson, Zilla Parishad.

5. Community Participation in Management of Education :

Community involvement and participation in the management of education is an essential requirement and is a key determinant of the quality of implementation of education programmes.

In keeping with the government's decisions for devolution of powers to Panchayat Raj institutions and urban bodies in respect of 15 items pertaining to activities of 11 departments, the concerned departments should take necessary action immediately to facilitate devolution of authority and responsibility to the control of Zilla Parishads (Para 8 I.4).

- Decentralization of authority and devolution of funds in favour of the Zilla Parishads holds the key to the successful implementation of the agenda for reforms in education. Active participation of the Panchayati Raj bodies / local self-government in educational development is no doubt important. What is more important, however, is the active participation of people in the management of education, at the Gram Panchayat, Panchayat Samiti, and Zilla Parishad level which alone is the test of a people-oriented, decentralized management system.
- The transfer of responsibility would necessitate capacity building and institutional development; training of manpower, and leadership development; empowerment of institutions, and representatives of the people in exercising their roles and responsibilities effectively.
- State funds for implementation of UEE including funds received from different sources for implementation of UEE on the Sarva Shiksha Abhiyan need to be placed at the disposal of Zilla Parishads as soon as possible.
- Panchayats must be empowered as institutions of self-governance, as declared by the Prime Minister. Capacity building, training of manpower, and leadership development should receive particular attention in the planning exercises at the district, block, and village levels.
- The Gram Sabha has been created as a Constitutional forum for direct democracy with special powers for overseeing the local development and expenditure. The Gram Sabha may be empowered in exercising the function of performing 'social audit on schools' at the village level.
- Innovations can be instituted in education sector by the Non-Government organization with attention to health and nutrition services within the ECCE. In

addition it may be tried out to build part of the activities centred around health and nutrition at the pre-school stage.

- The non-Government sector can play a greater role in engendering a spirit of cooperation and participation of the village community in the planning for the future of their own children. It essentially means forging a broader alliance for a common cause.
- Innovative approaches to learning are always local and area specific, often in the form of a response to a challenge. The NGOs in partnership with Government and community should take initiatives to innovate alternative methods and approaches in education, which can be held out as models for others to emulate.
- Cost-effective strategies for better participation of stakeholders in education may be developed in consultation with NGOs for improvements in general levels of learning, reducing gaps, associated with gender, poverty, tribal or caste affiliations and improving the quality of education at all levels.
- Planning exercise for management of education, including higher secondary education, needs to start urgently. There should be greater awareness of the growing responsibility for village, block and district level institutions for management of education. What matters most is, what the students learn from school, retain and apply in life.
- *From government control and direction to community management and ownership* – This should be the key. Bringing ownership of the schools to the community is essential for the effective functioning of schools. This will engender the necessary culture for institutionalizing a participative management from the grassroots levels and generate the interest of the local community, leading ultimately, to their participation and involvement in the effective functioning of the schools and learning centres their children attend (Section 8.1.4).

6. Resources for Education:

A comparison of the outlay proposed for total general education will indicate that the increase in the outlay in the Tenth Plan over the Ninth Plan is only two per cent. The total outlay on elementary education in the Tenth Plan shows a decrease of 13.96 per cent compared to the Ninth-Plan outlay. There seems to be considerable under provisioning for elementary education in the state (Section 9.1)

The Tapas Majumdar Committee appointed by the Planning Commission has estimated that Orissa would require Rs. 5698 crore additionally – Rs. 3921 for primary education and Rs. 1777 crore for upper primary education, for the next ten years. (Section 9.1)

Recommendations:

- Allocation for education during the Tenth Plan be raised to at least 6 per cent of the GDP as suggested by NEP (1986, 1992). This would appropriately be distributed sector wise.
- Need assessment must be from bottom up rather than top down.
- While education up to the age of 14 should be free and compulsory, tertiary education should be self financing as far as possible.
- Generous scholarships should be provided for children, subject to the merit-cum-means test. Loan scholarships should be available. Stringent steps should be taken for loan recovery.

- Special Education Development Fund may be created with income tax exemption facilities.
- Development agencies, user agencies, private sector, banks, industrial sector, NGOs, Trusts, philanthropic organisations, NRIs, etc. may adopt institutions for their qualitative improvement and contribute to the development fund.
- People's representatives should contribute part of their local area development (LAD) funds for educational development.
- Panchayati Raj Institutions / urban local bodies and community be encouraged to contribute resources for development of education.
- School education committee may be encouraged to generate resources from sources other than the government for all round development of the institution (Section 9.2).

The need for diversification of resources for education must be recognized, since exclusive reliance on public finances may not be fully justified nor feasible in the long run. To this end,

- A Human Development Compact should be developed for the next ten years leading to the **creation of a Human Development Security Fund (HDSF)**. Each department under the State Administration may be required to earmark 20 per cent of its resources for implementing the basic needs strategy for holistic development through education (Section 9.2)

The Right to Learning :

The 'school' has to be re-invented; the abode of learning – **vidyalaya**, has to be strengthened so as to engender an environment of learning that can promote 'world-class' education. 'Re-engineering' the School has become an urgent necessity. It has to be done now. "Re-engineering does not seek to make incremental improvements.... The aim of re-engineering is a quantum leap in performance that can follow from entirely new work processes and structures"⁵². This calls for a radical approach in planning and providing for education of our children (Chapter X, Para 9).

From schooling to learning – this should form the core and essence of the process of educational reforms. The school will be strengthened, as the principal portal of learning with the provision of necessary information and institutional support. The desired outcomes of the education process, and its renewal, can be obtained, only if the learning environment in our schools is strengthened and recharged with life. What is required is a change in the existing mind-set. We have to promote a positive culture and provide an environment that can lead to major restructuring of education and its reconstruction in the coming years, which alone can lay the foundations of a 'world-class' education system.



⁵² Michael Hammer and James Champy Reengineering the Corporation

ANNEXURE - I

**GOVERNMENT RESOLUTION,
TERMS OF REFERENCE**

GOVERNMENT OF ORISSA
SCHOOL AND MASS EDUCATION DEPARTMENT

Resolution No. 31767 / S&ME

Dated the 13th December, 2001

1. The Context :

Every Child has Right to Education. Education is the basic building block of socio-economic development. It builds up the capabilities of people and enlarges their choices. The interconnections between education and increased productivity, decreased fertility, enhanced longevity, better quality of life, informed and intelligent decision making, social affirmation, social change, reduction of disparities and inequalities, etc. are well established. Recognising the intrinsic potentiality of education, more particularly, basic and secondary education, for individual and social development, development of school education has been the priority of priorities in developing countries. India's commitment to expand the reach and spread of school education is perceptibly visible in the unprecedented quantitative expansion of the system. The school education system in the states, without exceptions, also followed a similar pattern and direction. Notwithstanding the phenomenal expansion of the system in the State, the avowed goal of Universalization of Elementary Education (UEE), quality and relevance of secondary education, reaching the un-reached, decentralisation and people's participation in education, vocationalization of secondary education, etc. have remained still elusive.

The Government of Orissa in the Department of School and Mass Education is seriously seized with the following issues and concerns :

- Achieving the goal of UEE as envisaged in the National Policy on Education (1986-1992) within the shortest possible time frame.
- The problem of exclusion of a large number of children by barriers of language, tribe, caste, religion, culture, economic class, or geographical inaccessibility. The issue is essentially of reaching out the un-reached and the difficult-to-reach groups of children.
- Improving the quality of schooling, through broadening and deepening the curriculum, development of better textbooks and learning materials, improved teaching learning processes, teachers' training, continuous formative evaluation, meticulous monitoring and thereby improving learner performance.
- Glaring inequities and disparities in provision of schooling facilities, access, social demand for school places, and levels of learning acquisition across gender, remote geographic locations, socio-economic groups, rural-urban locations etc.
- Breaking the isolation and insularity between the community and the school that has widened over the years, and bringing the ownership of education back to the community in the context of emerging imperatives.
- In a situation of imperativeness to ensure right to education for each child and state's scarce resources, there is a need for mobilisation of resources from non-conventional sources and building up and strengthening inter-sectoral and intra-sectoral partnerships, partnerships with people, industry, NGOs, NRIs and philanthropic institutions. The need for expanding partnerships has become increasingly inevitable.
- With UEE likely to be a reality in near future, the future, the pressure on secondary education will further increase. This will call for expansion and improvement of secondary education. The emerging challenge has to be met.

- Very low level of literacy, specially female literacy rates in educationally backward districts and KBK districts is a major concern. This challenge needs to be met through multi-pronged strategies with focus on life-long learning, life skills and productivity.

All these concerns have been further exacerbated by mandates emanating from national, regional and international commitment such as National Policy on Education and Programme of Action (1986 & 1992), CABE Committee Report (1992), World Declaration on Education for All (1990), Delhi Declaration (1993), Mid Decade FFA Assessment (1995), Right to Education being included in Fundamental Right under the recent Ninety-third Constitutional Amendment etc.

Recognising the need for a long-term policy perspective for development of school education in the state, Government of Orissa in the Department of School and Mass Education has constituted a Task Force for preparation of a Vision Document under the Chairmanship of Shri P.K. Patnaik, IAS (Retd.), formerly Development Commissioner and Additional Chief Secretary, Government of Orissa.

The Committee will comprise of the following members :

| | | | |
|-----|---|---|---------------------|
| 1. | Dr. P. C. Mohapatra, Ex-Director, TE and SCERT | : | Member |
| 2. | Dr. N. P. Das, Ex Principal, BJB College | : | Member |
| 3. | Mrs. Lalita Pattnaik, P.O., Education, UNICEF | : | Member |
| 4. | Prof. Radhamohan, Ex Principal, SCS College, Puri | : | Member |
| 5. | Inspector of Schools, Jagatsinghpur | : | Member - Ex-officio |
| 6. | President, Board of Secondary Education | : | Member - Ex-officio |
| 7. | Director, Secondary Education | : | Member - Ex-officio |
| 8. | Director, Mass Education | : | Member - Ex-officio |
| 9. | Director, Elementary Education | : | Member - Ex-officio |
| 10. | State Project Director, DPEP | : | Co-member Convenor |
| 11. | Prof. S. I. Jena, Director, TE and SCERT | : | Member Convenor |

The Task Force or the Chairperson may invite any other consultant / expert / resource person / NGO / representative of teachers' association to its meetings for consultation. The Task Force or the Chairperson may also co-opt any expert / consultant as a member, if necessary.

2. Purview of the Task Force :

The Task Force will develop a Vision Document named as **School and Mass Education in Orissa - Vision 2020** for development of School and Mass Education, encompassing quantity, quality, equality and disparity concerns and compulsions with a framework for action with realistic and measurable targets, strategies and interventions, a time-bound dateline, and possible sources of financing. The Task Force will cover the entire spectrum of school and mass education, namely :

- Elementary Education (Primary and Upper Primary)
- Secondary Education
- Adult Education

3. Bases of Formulation of Vision Document :

- a) Situational Appraisal of School and Mass Education in the State – past trends and present position
- b) Policy pronouncements and administrative decisions and actions taken by Government of India and Government of Orissa.
- c) Plan documents, futuristic policy perspectives, future challenges and opportunities etc.
- d) Prof. B. Das Committee Report (1996) on Primary Education
- e) Intensive consultation with a representative cross section of stakeholders : parents, community members, teachers, people's representatives, educationists, opinion makers, students etc.
- f) Vision and dreams, based on a realistic assessment of the above, coupled with creative reflections of the Task Force Members
- g) Understanding of and insight into the innovative and path breaking programmes in educationally advanced States and interaction with planners and implementers of such programmes
- h) The magnitude and complexity of development of School & Mass Education during two decades ahead and the resource possibility and prospects.
- i) Experiences acquired through implementation of DPEP in different districts of the State - Experiences of inside and outside the State
- j) Leading NGOs doing creditable innovative works in school and mass education, in its various dimensions.

4. Task Expectations :

The Task Force will indicate the broad deviations for system's revamping and renewal which will form the basis of formulation of State Policy on School and Mass Education and Framework for Action.

In specific terms, the Task Force in its visioning will address to the following tasks :

- a. Setting of targets (in quantitative terms) to be achieved in respect of provision of schooling, access, retention and levels of learning acquisition for all sub sectors of School and Mass Education.
- b. Articulating strategies and interventions to achieve the pre-determined targets.
- c. Preparation of a Framework for Action reflecting therein the targets etc, approaches and interventions, actors and places of action, immediate intermediate and long-term time-frame, method of evaluation and monitoring etc.
- d. Defining implementation and support systems in terms of strengthening and reorganisation of existing structures, creation of viable and sustainable new structures, and striking convergence with allied structures and schemes for greater synergistic action.
- e. Identifying and planning for putting in place programmes for improving the quality and relevance of education : better school climate, efficient bottom-up management, improved TIM, interactive pedagogy, better teacher preparation, continuous and comprehensive evaluation etc
- f. Articulating special and top-priority actions targeting girls, socio-economically disadvantaged groups, difficult to reach children, children with special needs, regional disparities, linguistic and culturally minority groups.

- g. Suggesting inter-secting sectors, institutions and organisations, both public and private, people at local, regional, national and international level for building and strengthening partnerships.
- h. Suggesting sources and means for mobilisation of resources to meet the requirement of spread, depth and qualitative transformation of the system.
- i. Devising an effective monitoring and evaluation mechanism for effective implementation of the Framework for Action.

5. Terms of Reference for the Task Force :

- To articulate the future directions for School and Mass Education in Orissa keeping in view the emerging concerns and compulsions.
- To recommend strategies for effective learning acquisition of students, to develop life skills, attitude for life long learning as envisaged in the UNESCO report of the International Commission on Education for the Twenty-first Century (1996).
- To suggest a supervisory and monitoring mechanism for periodic assessment of performance with regard to achievement of immediate, intermediate long-term goals and for making mid course corrective measures.
- To recommend measures for recruitment of teachers not only on the basis of qualification acquired but also on the basis of the interest, attitude and aptitude of candidates through a rigorous process of selection.
- To suggest measures for putting in place alternative delivery mechanisms for hard to-reach groups of children as more of the same will not solve the purpose.
- To suggest measures for developing a culture of excellence and high internal efficiency in schools as well as Teacher Education Institutions.
- To suggest measures for institutionalising a bottom-up and participatory management structure and culture for facilitating the development of school education in the State.
- To suggest alternative interventions and support services to achieve UFE with special reference to weaker sections and to make necessary recommendations for quality upgradation of the entire spectrum of school education, ranging from pre-school education to secondary education.
- To suggest ways and means for building and partnership strengthening with private corporate sectors including civil society and NGOs as a measure for system's strengthening.
- To suggest actions for bringing ownership of the schools to the community for their effective functioning.
- To suggest measures for expeditious and informed decision-making, planning and execution of the reform initiatives in the school system.
- To Committee is not expected to recommend anything with regard to pay, allowances, promotion, seniority, regularisation and other conditions of service etc.
- To articulate and suggest measures for removal of illiteracy from the State and reduce the inter-district and inter-block disparities in levels of literacy. Special interventions to be suggested for raising literacy levels among women, SCs and STs.

6. UNICEF, Orissa Office will provide financial and technical support to this visioning exercise. The Task Force may undertake study visits to facilitate incorporation of positive practices and strategies, including innovations in the State. The Task Force may also invite suggestions from various cross sections of the society in order to make the proposed Framework for Action realistic, need based and practicable.

For tours inside the State, the members of the Task Force will be treated as Group A State Government Officers. For tour outside the State, journey may be undertaken by air / train in AC II Tier. Members of the Task Force may be allowed to occupy Circuit Houses / Inspection Bungalows / Bhawans at Delhi and Calcutta at rates applicable to Government servants on duty both for accommodation and transport where available.

8. The Task Force shall submit the report within 4 (four) months from the date of its Constitution.

By Order of the Governor

Sd/-

**Commissioner-cum-Secretary to Government,
School and Mass Education Department**

Memo No. 31768 /S&ME dt. 13.12.2001

Copy forwarded to Shri P.K. Patnaik, IAS (Retd.), F-7, BJBs Nagar, Bhubaneswar for kind information

Sd/-

**Commissioner-cum-Secretary to Government,
School and Mass Education Department**

Memo No. _____ /S&ME dt. _____

Copy forwarded to all Members for information and necessary action

Sd/-

**Commissioner-cum-Secretary to Government,
School and Mass Education Department**

Memo No. _____ /S&ME dt. _____

Copy forwarded to Smt. Lalita Patnaik, Project Officer (Education), Unicef, 44, Surya Nagar, Bhubaneswar for information and necessary action with reference to her letter No. BHU / 102/3/003/992 dt. 11th June, 2001. Funds may be placed with Director, TE and SCERT for this purpose.

Sd/-

**Commissioner-cum-Secretary to Government,
School and Mass Education Department**

ANNEXURE – II

**LIST OF PARTICIPANTS WHO
ATTENDED THE MEETINGS OF THE
TASK FORCE / PERSONS CONSULTED**

| Sl. No. | Name and Designation of the educationist / experts participating in the deliberations of the Task Force |
|----------------|---|
| 1 | Shri A.K. Tripathy, IAS, Secretary, School and Mass Education, Government of Orissa |
| 2 | Prof. Radhamohan, Ex-Principal, SCS College, Puri |
| 3 | Prof. S.L. Jena, Director, TE and SCERT |
| 4 | Prof. P.C. Mohapatra, Ex-Director, TE and SCERT and Ex President, Board of Secondary Education, Orissa, Cuttack |
| 5 | Dr. N.P. Das, Ex-Principal, BIB College, Bhubaneswar |
| 6 | Smt. Lalita Patnaik, Project Officer, UNICEF, Orissa Office, Bhubaneswar |
| 7 | Shri Jagadananda Panda, IAS, Secretary, School and Mass Education, Government of Orissa |
| 8 | Dr. Hrushikesh Panda, IAS, Secretary, School and Mass Education, Government of Orissa |
| 9 | Shri Madhusudan Padhy, IAS, Director, Elementary and Mass Education |
| 10 | Shri Santosh Sarangi, IAS, Director, DPEP |
| 11 | Tom Olsen, State Representative, UNICEF Orissa Office |
| 12 | Shri Lalatendu Acharya, Project Officer, UNICEF |
| 13 | Shri Bijaya Kumar Panda, DI of Schools, Jagatsinghpur |
| 14 | Shri Kulamani Nathsharma, Headmaster, Capital High School, Bhubaneswar |
| 15 | Shri Arun Kumar Rath |
| 16 | Shri Sarat Chandra Behar, Chairperson, BGVIS, Madhya Pradesh |
| 17 | Shri Shyam Sundar Khadanga |
| 18 | Shri Niranjan Tripathy |
| 19 | Shri K. Krishna Murty |
| 20 | Shri Panchanan Tripathy |
| 21 | Shri Pradeep Kumar Mohapatra |
| 22 | Shri Pitabash Panigrahi |
| 23 | Shri Giridhari Hota, Inspector of Schools, Sambalpur |
| 24 | Shri Sarada Prasanna Nayak, Ex-Director, SRC, Orissa, Bhubaneswar |
| 25 | Dr. Surendra Mohan Pany, Principal, RNIASE, Cuttack |
| 26 | Shri Raja Kishore Panda, Ex-DI of Schools, Athagarh |
| 27 | Dr. Harihar Sahoo, Vice-President, Board of Secondary Education, Orissa, Cuttack |
| 28 | Shri Satchidananda Rout |
| 29 | Shri Motilal Pati |
| 30 | Shri Kamala Kanta Tripathy |
| 31 | Shri Ganesh Prasad Panda |
| 32 | Shri Bibekananda Dash |
| 33 | Shri Jayaram Pradhan |
| 34 | Prof. P.C. Rout, Ex-Director, Elementary Education |
| 35 | Shri R.K. Swain, Media Coordinator, DPEP |
| 36 | Dr. Kalidutta Dash, Director, SEEDA |
| 37 | Dr. Sarat Kumar Biswal, Deputy Director, Secondary Education |
| 38 | Prof. Kulamani Samal, Ex-Professor of Physics, Ravenshaw College, Cuttack |

| Sl. No. | Name and Designation of the educationist / experts participating in the deliberations of the Task Force |
|----------------|--|
| 39 | Shri Kirtimayee Rath, Headmistress, Government Boys' High School, Unit - II, Bhubaneswar |
| 40 | Shri Isaac Behera, Director, Elementary Education |
| 41 | Shri Suresh Chandra Patnaik, Director, Secondary Education |
| 42 | Dr. Manmath Nath Kundu, Principal, Rajadhani College, Bhubaneswar |
| 43 | Shri Baishnaba Charan Mohanty, Assistant Director, Mass Education |
| 44 | Shri Chandra Sekhar Mohanty, Inspector of Schools, Bhadrak |
| 45 | Shri K.C. Das, Director, Mass Education |
| 46 | Shri B. Tripathy |
| 47 | Shri I.B. Mishra, Ex-Deputy Director, Secondary Education |
| 48 | Shri B.C. Mohanty |
| 49 | Dr. H.P. Das, Director, JSS, bhubaneswar |
| 50 | Dr. Dhruva Charan Mishra, Deputy Director, Directorate of Mass Education |
| 51 | Dr. Debendra Chandra Mishra, Ex-Vice Chancellor, Sambalpur University, Sambalpur |
| 52 | Dr. V.B. Shastri, Ex-Principal, RNIASE, Cuttack |
| 53 | Dr. Vinod Raina, EKLAVYA, Bhopal |
| 54 | Dr. Pradeep Srivastav, Chief Economist, NCAER, New Delhi |
| 55 | Dr. Ratna Sudarsan, Principal Economist, NCAER, New Delhi |
| 56 | Prof. S.M. Pany, Principal, RNIASE, Cuttack |
| 57 | Dr. S.C. Dash, Formerly Director, SCERT |
| 58 | Shri J.N. Rout, Joint Director, Bureau of Statistics and Economics |
| 59 | Shri Dasarathi Sahoo, BGVS, Bhubaneswar |
| 60 | Prof. M. Mukhopadhyay, NCERT, New Delhi |
| 61 | Prof. D.P. Pattanayak, Director, CIIL, Mysore, Chairman, NCTE (Eastern Region) |
| 62 | Shri Lingaraj Dalai, Deputy Director |
| 63 | Prof. Swadhin Pattanayak, Professor, Utkal University |
| 64 | Prof. K.C. Panda, Formerly Principal, Regional College of Education, Bhubaneswar |
| 65 | Dr. (Ms) Kasturi Mohapatra, Open Learning System, Bhubaneswar |
| 66 | Prof. J. B.G. Tilak, NIEPA |
| 67 | Dr. (Mrs.) Sukanya Rath, UNICEF, Orissa Office |
| 68 | Shri Bani Kantha Mishra, Professor, XIMB, Bhubaneswar |
| 69 | Prof. P.N. Murthy, Tata Consultancy Services, Hyderabad |
| 70 | Shri Prafulla Mishra |
| 71 | Shri Prafulla Kumar Dhal |
| 72 | Shri Bishnu Charan Jena, Headmaster (Retd.), Secondary Board High School, Cuttack |
| 73 | Dr. Baidyanath Mishra, Formerly Vice Chancellor, OUA |
| 74 | Dr. (Ms.) Sailabala Devi, Utkal University |
| 75 | Dr. Mamala Swain, DIET, Balangir |
| 76 | Dr. Raj Kishore Meher, NCDS, Bhubaneswar |
| 77 | Dr. Keshab Chandra Samal |
| 78 | Dr. S.P. Padhi |
| 79 | Prof. R.M. Mallick |

| Sl. No. | Name and Designation of the educationist / experts participating in the deliberations of the Task Force |
|----------------|--|
| 80 | Shri Lokanath Sarangi |
| 81 | Shri Ramakanta Mishra |
| 82 | Dr. S. Meher |
| 83 | Dr. M. Behera |
| 84 | Shri B. Patra |
| 85 | Shri C.R. Das |
| 86 | Dr. Ramesh Prasad Mohanty |
| 87 | Dr. Surendra Nath Mishra, Professor, NCDS, Bhubaneswar |
| 88 | Shri Jayadev Dalai |
| 89 | Shri Sukanta Kumar Mishra |
| 90 | Dr. Gyana Chandra Kar, Director, NCDS, Bhubaneswar |
| 91 | Shri Bimal Prasad |
| 92 | Shri Pradeep Kumar Nayak |
| 93 | Shri Sanatan Panda |
| 94 | Smt. Manaswini Dash |
| 95 | Shri Debendra Kumar Mishra |
| 96 | Shri Gayadhar Pani |
| 97 | Shri Govinda Chandra Mishra |
| 98 | Shri Makar Ketan Prusty |
| 99 | Shri Amarjeet Jena, Treasurer, BGVIS |
| 100 | Shri Brundaban Satpathy |
| 101 | Shri Pramod Kumar Sarangi |
| 102 | Smt. Meena Guru, DI of Schools, Bhubaneswar |
| 103 | Smt. Nandika Mohanty |
| 104 | Shri Aswini Vaishnaw, IAS, Collector, Cuttack |
| 105 | Shri Hemant Sharma, IAS, Collector, Kendrapara |
| 106 | Shri Goutam Ray, Chairman, Zilla Parishad, Jajpur |
| 107 | Shri Kashinath Sahoo, Collector, Jajpur |
| 108 | Shri Krushna Chandra Mohanty, Collector, Nayagarh |
| 109 | Shri S.K. Praharaj |
| 110 | Dr. B.K. Praharaj, Assistant Director, TE and SCERT |
| 111 | Shri B.C. Mohanty |
| 112 | Dr. K.K. Mohanty, Formerly Director, Scheduled Castes and Scheduled Tribes Research and Training Institute |
| 113 | Dr. J. Mohanty |
| 114 | Dr. Khageswar Mohapatra |
| 115 | Smt. Sunanda Patnaik, Assistant Director, TE and SCERT |
| 116 | Dr. (Mrs.) K. Parija |
| 117 | Prof. Pandav Nayak, Vice-Chancellor, Utkal University, Vani Vihar, Bhubaneswar |
| 118 | Prof. Abani Baral, President, Nikhila Utkal Sikshak Mahasangha |
| 119 | Shri Dasarathi Nayak |
| 120 | Shri Jagadananda Panda, CYSD, Bhubaneswar |
| 121 | Shri Jameswar Das, TE and SCERT |
| 122 | Dr. M. M. Mohanty, Director, SIEMA |

□□□

ANNEXURE – III

**LIST OF PARTICIPANTS WHO
ATTENDED THE GREAT DEBATE**

Balasore (Girl Child Education) :

| Sl No. | Name | Address | Telephone No. / E-mail / Fax |
|--------|------------------------------|---|------------------------------|
| 01 | Dr. Bhagabat Panigrahi | Reader and H.O.D., Education, Bhadrak, College, Bhadrak | 369561 |
| 02 | Dr. Ashok Kumar Panigrahi | Reader & Head Dept of Zoology F.M. (Auto) College Balasore | 364867 |
| 03 | Sudarsan Nayak | Padhan pada (O.T. Road), Po/DT-Balasore, Pin-756001 | 340125 |
| 04 | Dr. Prahlad Charan Mohanty | Retd. Reader & H.O.D. Oriya, (F.M. College) At Gopalgarh | 362444 |
| 05 | Ananta Kar | Retired Headmaster, At/Po. Amorda, Dt. Mayurbhanj | 956781/37949 |
| 06 | Prafulla Ku. Giri | Programme Coordinate SBA | |
| 07 | Amarjeet | BGVS | 0674-440261 |
| 08 | Sudhansu Ku. Acharya | BGVS, Balasore | 06782-336226 |
| 09 | Anirudha Prasada Sarangi | Talapada, Balasore | |
| 10 | Radha Ramian Sarangi | Union Canteen, Nayabazar, BIs | 06782-362284 |
| 11 | Kamalakanta Mohapatra | IRM | 06782 369437 |
| 12 | Biplaba Kumar Mohanty | Secretary, Sahara, Gopalganj, Balasore | 366666/361111 |
| 13 | Prashant Das, Dev Consultant | At Bateswar, Po Sunahat, BIs | 351163 |
| 14 | Bhagabat Prasad Mohanty | At Sargar | 336438 |
| 15 | M.K.D. Majumdar | OSRURA, Station Club, Balasore | 368824 |
| 16 | Daityari Panda | At Makalpur, Po/Dist Balasore | 350831 |
| 17 | Tapan Chakrabarty | Telugasahi, Balasore | 365725 |
| 18 | Sridev | Director, Chandrabhaga, Motiganj, Balasore | 351441 |
| 19 | N.K. Sahu | Future Options, Choudhury Market Complex, Godagadia Chhak | |
| 20 | Rabindra Patra | Headmaster, K.P.H.S., Padmapur, Saragan, Balasore | 338770 |
| 21 | Manas Kumar Jena | Student, K.P.H.S. Padmapur, Saragan, Balasore | |
| 22 | Rabindra Sa | SROSTI (NGO) Bahanaga, Balasore | 36861 |
| 23 | Ranjib Kumar Rout | At Nanpur, Banth Chhak, Bhadrak | 40257 (06784) |
| 24 | Sanjay Ku. Panda | At Malagoi Po- Nalanga Dist- Bhadrak | 68079 |
| 25 | Jayanta Das | Inchodi, | 06782-338969 |
| 26 | Purna Senapati | Sergarh, Balasore | 367925/363707 |
| 27 | Rasmita Rout | Balasore | |
| 28 | Sabita Pradhan | Mala Barunasing | 336163 |
| 29 | Dr. Uttam | P.W.D. | |
| 30 | Jayanta Ku. Sa | Secy. Baba Panchalingeswar Youth Club | 310324 |
| 31 | Sanjay Mohanty | P.W.D. Colony | 368470 |
| 32 | Sk. Samsal Arfin | P.W.D. Colony | 368460 |
| 33 | Dr. Ramakanta Amall | Tolank sahi | 350320 |
| 34 | Bhagabat Pratihari | Balasore, Qr No-II, Municipality Colony, Srikanthpur | 364245 |
| 35 | Sushanta Kumar Das | At-Talapada, Po- Dwarka Dist Balasore, Jagannath Seva Sanstha | 956788/37690 |
| 36 | Pradeep Kumar Rana | Saragan | |
| 37 | Sanjeeb Kumar Nayak | R.P. line | |
| 38 | Subrat Ku. Das | Near Central School | |
| 39 | Babulla Kumar Dash | R.P. Line, Balasore | |
| 40 | Sahadev Rout | Bank Colony | |
| 41 | Sudhansu | Bank Colony | |
| 42 | Narendra Biswal | Pakhar sahi, Gengitly, Mabal, Balasore | 354189 |
| 43 | Sarbeswar | Po- Gengitly, Mabal, Balasore | |
| 44 | Mrutyunjaya Mandal | Padhunapada | |
| 45 | Pradeep Kumar Dash | SPEED, Soro, Balasore | 22738/21588, |
| 46 | B Mohanty | SPEED, Soro Balasore | 22738/21480/21 |
| 47 | S.D. Parida | O.L.I.C. Union Balasore | |
| 48 | S.K. Mohanty | O.L.I.C. Union Balasore | 363707 |
| 49 | C.R. Patra | BGVS, BBSR | 556773 |
| 50 | Manoranjan Mohanty | Balasore | |
| 51 | Narayan Pradhan | Balasore | 336163 |

| Sl. No. | Name | Address | Telephone No. / E-mail / Fax |
|---------|-----------------------|---------------------------------------|------------------------------|
| 52 | Ratikanta Nayak | Balasure | |
| 53 | Ranjib Kumar Rout | B.G.V.S. Bhadrak | (956784) 40257 |
| 54 | Paramananda Ghos | Sarasasekhar Soro, Balasure | 21198 |
| 55 | Karunakar Sasmal | | |
| 56 | Sanjeeb Chakrabarty | Ward conucillor Balasure Municipality | |
| 57 | Krushna Chandra Panda | | |
| 58 | Hanendra Ch. Rana | Councillor | |
| 59 | Braja Mohan Dash | Ward Councillor | |
| 60 | Shyam Sundar Murmu | Ward Councillor | |
| 61 | Jayanta Mohapatra | Social Worker | |
| 62 | Bijay Kumar Mohanty | Business | |
| 63 | Sanjay Kumar Lenka | Social Worker | |

Balangir & Sonepur :

| Sl. No. | Name | Address | Telephone No. / E-mail / Fax |
|---------|-------------------------|---|------------------------------|
| 01 | Gopabhusan Nath | BRC Deogam Block, | 31288 (R) |
| 02 | Hara Prasad Rath | Retd. D.I. of Schools, Sonepur | 20416 (R) |
| 03 | Laxmi Narayan Tripathy | Rtd. H.M.P.R.H.S. Bolangir | 40325 (BGR) |
| 04 | Manu Bakul | V.E.C. Chairman | 84284 |
| 05 | Jagannath Sarangi | Teacher, Sadaipali U.P.S. | 50292 |
| 06 | Dayanidhi Acharya | Headmaster, Kharlikami U.P.S. | 31738 |
| 07 | Pabitra Mohan Debata | Lect. in English, Rajendra College, Bolangir | 34815 |
| 08 | Ramkrishna Nath | Retd. OES, Bolangir Tiknapada | 7884 |
| 09 | Nabin Kumar Sahoo | Lect. in Oriya, Mahimunda Degree College Square, Bolangir | 83097 |
| 10 | Dr. Gopabandhu Rath | Koshal Nagar College square, Bolangir | 50005 |
| 11 | Narayan Naik | MM College Khambaswarpur, Sonepur | 82065 (O) |
| 12 | Hrushikesh Dash | Talapali, Bolangir | 33649 |
| 13 | Ashok Kr. Dash, DYC | NYK, BGR | |
| 14 | Surendra Sahoo | -do- | |
| 15 | Rangadhar Bez | Lushang | VLC |
| 16 | Nareesh Chandra Patel | Sonepur, BGVS | |
| 17 | Dasarathi Meher | Sonepur | |
| 18 | Surya Kumar Mishra | Sonepur | |
| 19 | Dhruba Ch. Behera | D.I. of Schools cum DPC, DPEP, Sonepur | 20274 (O) |
| 20 | Karunakar Bhoi | Gram Swaraj Sangathan, Manurumchi, Khaprakhol, Bolangir | 81124 |
| 21 | Gopteswar | P.T.G. Bolangir | 22670 |
| 22 | Abhaya Chandra Tripathy | Gram swaraj Sangathan, Kaprakhol | 82109 (06658) |
| 23 | Jati Pradhan | Sarapanch, Joginurda G.P. Patnagarh, Bolangir | |
| 24 | Chakradhar Das | The Huminity, PTG | |
| 25 | Sadananda Sahoo | The Huminity, PTG | 06658 (22670) |
| 26 | Krishna Ch. Hota | D.I. of Schools, Titilagarh | 06655-20677 |
| 27 | Debaraj Panigrahi | Asst. Teacher, Govt U.P. School, Khaprakhol | 81003 |
| 28 | Kishor Patra | Asst. Tr. Kurlumal | 81038 |
| 29 | Niranjan Mishra | Asst. Tr. Ramai High School, Patnagarh | 22771 |
| 30 | Kshyir Mohan Sagadia | Putkelchram, Khaprakhol Gramswaraj | |
| 31 | N Adhikari | Sonepur | |
| 32 | Himansu Bhusan Panda | Urley, Binka | 83325 |
| 33 | Prasanta Ku. Panda | Binka | 83325 |
| 34 | Prana Ch. Bhoi | Khaprakhol | |
| 35 | Kartika Suna | DIFT, Bolangir | |
| 36 | Sanatan Sahu | DIFT, Bolangir | |

| Sl. No. | Name | Address | Telephone No. / E-mail / Fax |
|---------|-------------------------|--|------------------------------|
| 37 | Sudhir Nanda | DIET, BGR | |
| 38 | Sudam Ch Bhoi | DIET, BGR | (06653) 72117 |
| 39 | Kshamasagar Majhi | DIET, Bolangir | |
| 40 | Purna Ch. Majhi | Karmapirsaba Sangh, Pingulmunda | |
| 41 | Ramachandra Purohit | ABSS Road, Bolangir | 32237 |
| 42 | Prahallad Satapathy | Tikrapara, Bolangir | 30578 |
| 43 | Arup Ku Sahu | Patnagarh | 22795 |
| 44 | Sanatana Pradhan | Bolangir | 30584 |
| 45 | Pradip Pradhan | The Humanity, Patnagarh | 22670 (06658) |
| 46 | Biren Nayak | Action aid, Bolangir | 50082 |
| 47 | Ananda Barpanda | Teacher P.H.S. Bandhapara, Bolangir | |
| 48 | Netrananda Dash | Jr. Lect. in English Govt. College, Bolangir | |
| 49 | Dhabaleswar Bhoi | Turlumud | |
| 50 | Minaketan Singh | At Khadia | |
| 51 | Keshab Ch. Sahu | Jamlachol, Jogimunda, Dist. Bolangir | |
| 52 | Bhagirathi Mishra | HIR, Bolangir | |
| 53 | Biramani Padhan | Social Actd. Sankara | |
| 54 | Sanjit Kumar Babu | Sagarpara, Bolangir | |
| 55 | Ramesh Ch. Padhan | Adarsha para, Bolangir | |
| 56 | Baishnab Ch. Majhi | G.P. High School, Bolangir | 06658-81068 |
| 57 | Shyam Sundar Panda | Senior Teacher Educator, DIET, Bolangir | 33333 |
| 58 | Parsuram Meher | G.G.H.S., Sonapur | |
| 59 | P.S. Thakur | Chandrasekharapur | 34511 |
| 60 | Herekrushna Babu | BGVS | |
| 61 | Banshidhar Satapathy | Jagimunda | |
| 62 | Ambuja Bihari Satapathy | Sonapur | 06654-82138 |
| 63 | Parsuram Panda | PHPE, Sonapur | 20199 |
| 64 | Sachidananda Sahu | Advocate, Rampur | 06653-76109 |
| 65 | Brundaban Panda | Advocate, Rampur | 70371 |

Khurda and Nayagarh :

| Sl. No. | Name | Address | Telephone No. / E-mail / Fax |
|---------|--------------------------|--|------------------------------|
| 01 | Neela Madhab Mishra | Secy. S.K.C., Sidhamula, Nayagarh, Pin-752078 | 956757-26174 |
| 02 | Bhakta Ranjan Maharana | Secy. Nayagarh District, B.G.V.S., Nayagarh | 956753-60154 |
| 03 | S.M. Lokamana | Nayagarh, BGVS | 06753-52010 |
| 04 | Niranjan Mishra | Nayagarh | 52385 |
| 05 | Baskar Samal | Nayagarh | 52025 |
| 06 | Dr. Anirudha Panda | Lect. in Philosophy, Rajsunakhalla College, Bolagarh, Khurda | 06755-32605 |
| 07 | Raghunath Pradhan (H.M.) | Chandipada, Bolagarh, Nayagarh | |
| 08 | Akshaya Pattnaik | Bolagarh, Khurda | |
| 09 | Chandrakanta Pradhan | Head Pandit, R.C.M.Tol. Khurda | 956753-56109 |
| 10 | Bijay Ku. Paikray | Tangisahi, Bolagarh | |
| 11 | Dinabandhu Mishra | H.M. Jayapur UGME, Nayagarh | 54030 |
| 12 | Artabandhu Hota | Dibyasinghpur, Tangisahi, Khurda, Pin-752066 | |
| 13 | Mohammad Azad | Manikagoda, Dungisahi, Khurda | |
| 14 | Dwitikrushna Sahoo | Teacher, Govt. Girls High School, Bolagarh | |
| 15 | Akshya Ku. Jayasish | Secy. SAPID, Tangisahi, Khurda | |
| 16 | J.P. Nanda | Principal, R.M. College | |
| 17 | Chandra Bijayee Mishra | Editor, Nayagarh Jones | |
| 18 | Mohammad Omor Mallick | Lect. in History, Secy. Staff Assistant, Nayagarh College | |

| Sl. No. | Name | Address | Telephone No. / E-mail / Fax |
|---------|----------------------------|---|------------------------------|
| 19 | Bishnu Kishor Das | Dist Cadetd Samaya, OUR | |
| 20 | Bhakta Ballabh Pattanaik | | |
| 21 | Bahadur Khan | Siko, Khurda | 956755-46038 |
| 22 | Bibhuti Bhuban Mardha | AVP, Siko, Khurda | |
| 23 | Saroj Ku. Kar | Plot No.994/C, Mahatab Road, BBSR | 593222 |
| 24 | Raghunath Sarangi | Bologarh, Khurda | |
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| 30 | Ram Ch. Dalabhom | Bolagarh | |
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| 52 | Sri Trilochan Nayak | D.I. Bhadrak | |
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| 35 | Bighneswar Mohanty | Phulbanisahi Phulbani, Kandhamal | |
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| 37 | Rajesh Sahoo | Agragamee, Gochhapada | |
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| 16 | Dr. Jiten Ku. Mohapatra | Maitree samaj, Cuttack | 612979 |
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| 23 | Natabara Rout | BGVS, Cuttack | 55089 |
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| 25 | Sakuntala Mohanty | Secondary board high school | 531746 |
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