

**THE REPORT OF THE STUDY
OF
ADMINISTRATION OF ELEMENTARY EDUCATION IN RAJASTHAN
IN
RELATION TO THE PROGRAMME OF UNIVERSALISATION**

★ 1979 ★



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P R E F A C E

The problem of universalisation of elementary education has been defying solution even 31 years after the Independence. The Constitutional directive as contained in Article 45 to provide free and compulsory education for all children till they reach the age of 14 years by 1960 is still a distant reality. In this context the Government of India decided that highest priority should be given to universalisation of elementary education in the Sixth Five Year Plan. A Working Group on universalisation of elementary education was set up under the chairmanship of Shri P. Sabanayagam, Education Secretary, Ministry of Education and Social Welfare, Government of India, New Delhi. This working Group was asked to review the progress of elementary education till the end of Fifth Five Year Plan and to advise about the approach and priorities for the universalisation of elementary education during the Sixth Five Year Plan.

One of the important conclusions of the Working Group as per its Interim Report was that nearly 74% of the non-enrolled children during the Sixth Five Year Plan would be in eight States i.e. Andhra Pradesh, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. It is, therefore, evident that the problem of universalisation of elementary education is essentially a problem of these eight States.

(ii)

The Working Group, among other things, recommended that the gigantic programme of universalisation of elementary education particularly in these educationally backward States cannot be implemented successfully without a major transformation in their educational administration from village level to the State Level. In accordance with this recommendation the Ministry of Education and Social Welfare, Government of India, New Delhi decided that a special Study of the administration of elementary education in relation to the programme of universalisation in these educationally backward States should be carried out during 1978-79 as a Centrally Sponsored Scheme. Later on, Assam was also included for this purpose. The National Staff College for Educational Planners and Administrators, New Delhi was given the responsibility of co-ordinating and supervising this special study in these nine States.

Rajasthan Government sanctioned one post of Joint Director of Education (Project Officer), one post of Research Officer and one Post of Personal Assistant as per the pattern of Government of India for this Study.

The present study was monitored by Prof. M.V.Mathur, Director, National Staff College of Educational Planners and Administrators, New Delhi. It was Prof. C.L.Sapra, Fellow, National Staff College, New Delhi who worked as Chief Co-ordinator for this Study. I express my sincere gratitude to them. The Study was enriched and improved with the

contributions made by Mrs. Anjani J. Dayanand, Joint Secretary, Ministry of Education and Social Welfare, Government of India, New Delhi by performing active role in the deliberations on the Interim Report of this Study and making valuable observations. I owe gratitude to her for providing inspiration and guidance.

I express my special gratitude to Shri K.S. Rastogi, former Education Commissioner, Rajasthan, Jaipur, Shri S.P. Vishnoi, Education Commissioner, Rajasthan, Jaipur, Shri Lalit Kishore, Officer-on-Special Duty, Education Department, Rajasthan, Jaipur, Shri M.D. Kaurani, former Director, Primary & Secondary Education, Rajasthan, Bikaner and Shri Anil Vaish, Director, Primary & Secondary Education, Rajasthan, Bikaner for guidance, encouragement and providing all necessary facilities for this Study. I also thank Dr. P.L. Verma, Research Officer, Directorate of Primary & Secondary Education, Rajasthan, Bikaner, for giving valuable suggestions in Planning, analysing and reporting of this Study.

I gratefully acknowledge the co-operation extended by the teachers, headmasters, the Education Extension Officers and the Block Development Officers of the selected blocks, the District Education Officers, Senior Deputy District Education Officers and the Deputy District Education Officers of the selected districts. I am thankful to the Officers of the Directorate of Primary and Secondary Education, Rajasthan, Bikaner, Directorate of Community Development and Panchayat Raj, Jaipur and various Divisional and District Officers of the Education Department for expressing their views freely and frankly.

A word of appreciation for Shri Ridh Karan Soni, Research Officer of the Project for working tirelessly with me in conducting the present Study. I thank Shri Balwant Singh, Personal Assistant for the appreciable services provided by him throughout. Shri Banshilal, Stenographer of the Directorate of Primary & Secondary Education, Rajasthan, Bikaner also deserve thanks for assisting in the typing work.

I hope that the findings of this Study would provide dependable base to the Rajasthan Education Department for taking decisions towards streamlining and strengthening the administration of elementary education in relation to the programme of universalisation in the State.

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15/7/79
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15th July, 1979.

C H A P T E R - I

INTRODUCTION

- 1.01 A very high priority has been given by the Government of India to the programme of universalisation in the Sixth Plan (1978-83). Rajasthan has accordingly prepared its Sixth Plan for elementary education in relation to its universalisation. As Rajasthan is one of the nine educationally backward States, its Sixth Plan for elementary education is quite big as compared to its previous Five Year Plans. In order to assess the adequacy of the existing administrative structure and system of elementary education in Rajasthan for implementing the proposed Sixth Plan it is necessary first to analyse and understand the major tasks related to elementary education which have been stipulated in this Plan. The major tasks of this Plan are given below.

Expansion of Schooling Facilities

- 1.02 As per the Third All India Educational Survey (1973) Rajasthan had 11379 habitations which have Primary Classes at a distance of more than 1.5 Kms. Out of these 11379 habitations, 5357 were having population below 200 and hence schools in these habitations are not expected to be viable. During the Sixth Plan it is proposed to open 5400 single-teacher primary schools in villages having population of more than 200. About 200 new Primary Schools are proposed to be opened in the urban areas. About 1100 Upper Primary Schools are expected to be opened during the Sixth Plan so that there is one Upper Primary School for an average of five Primary Schools.

Enrolment

1.03 The targets of enrolment proposed for the Sixth Plan for elementary education in Rajasthan are indicated in the following table:-

Table- ITARGETS OF ACHIEVEMENT BY 1982-83

Year		Estimated Population in lakhs		Estimated enrolment in lakhs		Percentage of enrolment	
		6-11	11-14	6-11	11-14	6-11	11-14
1977-78	Boys	22.58	12.55	18.43	5.15	81.62	41.04
	Girls	20.97	11.33	5.99	1.23	20.56	10.86
	Total	43.55	23.88	24.42	6.38	56.07	26.72
1982-83	Boys	24.55	13.66	28.47	9.62	115.97	70.42
	Girls	22.98	12.73	16.28	4.73	70.84	37.16
	Total	47.53	26.39	44.75	14.35	94.15	54.38

1.04 A study of the above table would reveal that an additional number of 28.30 lakhs children in the age-group 6-14 is proposed to be brought to schools by 1982-83. During the past 27 years Rajasthan has been able to increase enrolment by 21.12 lakhs in the age-group 6-11 which means an average increase of 0.80 lakh for every year. The increase in enrolment in the age-group 11-14 in Rajasthan during the last 27 years has been 5.77 lakhs which means an average increase of 0.21 lakh for every year. Thus the average annual increase in enrolment of 6-14 age group in the past has been about 1.00 lakh only. Taking into consideration this past achievement of increase in the enrolment in age-group 6-14 it would be evident that the proposed average additional annual increase of 5.66 lakhs children

of 6-14 age-group during the Sixth Plan through formal and non-formal part-time education is a gigantic and seemingly unsurmountable task.

Girls Education

- 1.05 The main unresolved problem about elementary education in Rajasthan is concerned with girls education. The literacy among females in the State is only 8.46 percent (1971). The percentage of school-going girls in the age-group 6-11 is 20.56. The position of school-going girls in the age-group 11-14 is still worse i.e. their percentage is only 10.86. During the Sixth Plan it is proposed to increase the percentage of school-going girls in age-group 6-11 from 20.56 to 70.84 and in the age-group 11-14 from 10.86 to 37.16. In view of the percentage of girls enrolment till the end of Fifth Plan, the achievement of the proposed targets of girls enrolment is evidently an uphill task.

Scheduled Castes/Scheduled Tribes

- 1.06 The enrolment of children belonging to scheduled castes in the age-group 6-11 is proposed to be increased from 2.96 lakhs to 4.83 lakhs and their enrolment in the age-group 11-14 is proposed to be increased from 0.56 lakh to 1.09 lakh during the Sixth Plan. The enrolment of children belonging to scheduled tribes in the age-group 6-11 is proposed to be increased from 1.88 lakhs to 3.15 lakhs and their enrolment in the age-group 11-14 is proposed to be increased from 0.32 lakh to 0.62 lakh during the Sixth Plan. In view of the slow increase in the enrolment of the children of scheduled castes and scheduled tribes in the age group 6-11 and 11-14 upto the end of Fifth Plan, it is obvious that very hard, strenuous

and sustained efforts will have to be made, more particularly in regard to the girls belonging to scheduled castes and scheduled tribes, to achieve the above targets during the Sixth Plan.

Wastage

- 1.07 During the Fifth Plan the wastage at the primary stage (Class I to V) in Rajasthan has been 57.07% among the boys and 62.72% among the girls. During the past 30 years, only a little improvement has taken place in the reduction of wastage in Rajasthan. The proposed speed of expansion of Elementary Education during the Sixth Plan in the State is bound to increase the quantum of wastage unless herculean efforts are made to improve the attracting and holding power of the elementary schools. This is evidently a very big challenge.

Qualitative Improvement

- 1.08 The content and quality of elementary education and its universalisation are interdependent. If the content of education is relevant and its quality good, this helps in universalisation itself. Without improvement of content and quality of elementary education within the school system, no amount of external efforts can ever succeed in achieving universalisation. Hence it is proposed to improve the quality of elementary education in Rajasthan during the Sixth Plan through improvement of curriculum, better science education, more library facilities, strengthening of school complexes, introduction of socially useful and productive work and in-service education of teachers. The past experience shows that the task of improving the quality of elementary education is not only terse but also a difficult one.

Conclusion

1.09 The above tasks for the universalisation of elementary education in Rajasthan during the Sixth Plan would require the adoption of several strategies. One of them would be to strengthen and streamline the existing structure and system of the administration of elementary education in the State. As the administration of elementary education is of vital importance, it has been considered necessary to study the present administrative system of elementary education scientifically instead of strengthening it in a traditional and adhoc manner. Therefore, this special study of the administration of elementary education in Rajasthan in relation to the programme of universalisation has been initiated as a joint venture of the Ministry of Education & Social Welfare, Government of India, New Delhi, National Staff College for Educational Planners & Administrators, New Delhi and the State Education Department.

CHAPTER - IIOBJECTIVES

2.01 In order to accomplish the tasks related to the elementary education as stipulated in the Sixth Plan of Rajasthan, appropriate mobilisation of human and organisational resources will have to be done at all levels. The administration of elementary education will have to be properly streamlined and sufficiently strengthened. Such strengthening will have to be done on the basis of detailed and in-depth study of the existing administrative arrangements for elementary education in Rajasthan. It is with this purpose of identifying the areas where streamlining and strengthening is required to be undertaken that this study of the administration of elementary education in Rajasthan has been undertaken.

- 2.02 The objectives of this Study are :-
- (a) to study the adequacy of the present administrative structure and system of elementary education in relation to the programme of universalisation of elementary education in Rajasthan :
 - (b) to indicate, on the basis of the findings of the Study, ways and means of streamlining and strengthening the administration of elementary education in Rajasthan for the successful implementation of the programme of universalisation of elementary education ;
 - (c) to suggest ways and means of co-ordinating the efforts of the Education Department with the other developmental agencies in Rajasthan for the successful implementation of the programme of

universalisation of elementary education;

- (d) to suggest the frame-work for the re-organisation of administration of elementary education in Rajasthan so that on-the-spot decisions are possible to be taken and the full involvement of the community in the programme is ensured.

2.03 The adequacy of the present administrative structure and system of elementary education in Rajasthan can be properly studied only in relation to the tasks that it has to perform. The various operational tasks which the administration of elementary education would be required to perform in Rajasthan during the Sixth Plan in regard to the programme of universalisation at various levels include:-

- (1) identification of non-enrolled, drop-outs and non-attending children.
- (2) identification of places where new schools are to be opened.
- (3) identification of places where non-formal education centres are to be established.
- (4) identification of non-enrolled and drop-outs children for whom appropriate incentives are to be provided.
- (5) determination of procedures for timely distribution of incentives to needy children.
- (6) assessment of the teacher requirements for their pre-service training.
- (7) formulation of the programmes of in-service training of the teachers for the qualitative improvement of elementary education.

- (8) arrangements for providing necessary physical facilities in the schools.
- (9) arrangements for management and supervision of schools.
- (10) mobilization of community resources for elementary education.
- (11) adoption of measures for the improvement of the quality of elementary education.
- (12) establishment of an in-built system of monitoring and evaluation of enrolment.
- (13) arrangements for the in-service training of educational administrators from block to State level.
- (14) arrangements for the co-ordination of the Education Department with other developmental agencies.

2.04 Taking into consideration the various operational tasks enumerated above, an attempt has been made here to Study the existing administrative system of elementary education in Rajasthan at its various levels viz. village, block, district, division and State.

CHAPTER - IIISAMPLE, TOOLS AND TECHNIQUES

- 3.01 As per the guidelines given by the National Staff College for Educational Planners and Administrators, New Delhi, the sample, tools and techniques as stated below have been used for this Study.

Sample

- 3.02 Rajasthan has 26 revenue districts and 27 educational districts. The difference of one district is due to the fact that the revenue district of Jaipur has been divided into two educational districts. The remaining 25 educational and revenue districts are co-terminus. As two districts were to be selected as sample for this Study it was decided that these should be one each from the third quartile and the fourth quartile of 27 districts after arranging all the districts in descending order in relation to their existing percentage of enrolment in the age-group 6-14. The position of enrolment of 6-14 age-group district-wise is given as Annexure-I. Accordingly Bundi District from the third quartile and Nagaur District from the fourth quartile have been selected as sample districts for this Study.
- 3.03 Two blocks of each of the selected districts have been taken up as sample for the Study. One sample block of the district is such which has got higher enrolment in the age-group 6-14 and the other sample block is such which has got lower enrolment in the age-group 6-14. Accordingly the following blocks have been selected as sample for this Study :-

Name of the District	Block with higher enrolment	Block with Lower enrolment
1. Bundi	Talera	Nainwa
2. Nagaur	Deedwana	Nagaur

3.04 From each of the selected blocks three villages have been selected for intensive study. These three villages are such that one village has an Upper Primary School, the other has a multi-teacher Primary School and the third has a single-teacher Primary School. Taking into account the location, enrolment etc. of the different villages of the concerned blocks the following villages have been selected as sample for this Study:-

Name of the District	Name of the Block	Name of Village having Upper Primary School	Name of Village having a Multi-teacher Primary School	Name of Village having single-teacher Primary School
Bundi	1. Talera	Onkarpura	Kalpuria	Haripura
	2. Nainwa	Bamangaon	Motipura	Balapura Borda.
Nagaur	1. Deedwana	Supaka	Rashid-pura	Lunoda
	2. Nagaur	Nimbola-Rhundel	Sukhwasi	Deu-I

3.05 While reviewing the progress of this Study, it was decided that two more blocks should be added to the sample of the study i.e. one block from the desert area and one block from the tribal area. Accordingly Shergarh

block of Jodhpur District belonging to desert area and Kherwara block of Udaipur District belonging to the tribal area have also been added to the sample of this Study. Taking into account the location, enrolment etc. of the different villages of these two blocks the following villages have also been selected as sample for this Study :-

Name of the District	Name of the Block	Name of the village having Upper Primary School.	Name of village having Multi-teacher Primary School.	Name of village having Single-teacher Primary School.
Jodhpur	Shergarh	Rayisar	Sihanda	Chakder
Udaipur	Kherwara	Kojawada	Jhunth-ari-B	Samiter.

3.06 In the two sample districts all the functionaries of the district level i.e. District Education Officer, Senior Deputy District Education Officer and all the Deputy District Education Officers have been covered. In the six sample blocks, the Block Development Officer, all the Education Extension Officers and the Headmasters/Single-teacher Incharges of the Schools of the selected villages have been covered.

Tools and Techniques

3.07 In order to make an in-depth study of the existing administrative structure and system of elementary education in Rajasthan, it has been considered necessary to use a number

of tools and techniques. These, among others, include :-

- (a) a detailed study of administrative instructions and departmental regulations regarding the functions of various administrative personnel at different levels;
- (b) interview with a view to obtain informations about the functions performed by various categories of administrative personnel.
- (c) study and observation of the functioning of various categories of administrative personnel.
- (d) discussions regarding necessary changes in the administrative structure at various levels.
- (e) study of the impact of the functioning of various categories of administrative personnel.
- (f) collection from a selected sample of administrative functionaries the basic data related to their job; and
- (g) administration of interview schedules to a selected sample of administrative functionaries for elucidating information as to how various tasks are being performed by them and how the administration of elementary education should be streamlined and strengthened in the State.

3.08 Separate data-sheets have been prepared for block and village level functionaries so that necessary informations about the enrolled, non-enrolled, non-attending and drop-cut children could be collected from them in addition to the details of incentives, inspection and supervision, school-complex, physical facilities, non-formal education centres, adult education centres etc.

3.09 An interview schedule has been prepared for the Headmaster of an Upper Primary School / a Primary School / Single-teacher Incharge of a Primary School. Separate interview schedules have also been prepared for the Education Extension Officer, Block Development Officer, Deputy District Education Officer, Senior Deputy District Education Officer and the District Education Officer for elucidating informations as to how the various tasks about elementary education are being performed by them and for also knowing their suggestions for improving the existing administrative structure and system of elementary education in relation to its universalisation in Rajasthan.

C H A P T E R - I V

ANALYSIS OF THE DATA

4.01 The analysis of the data collected in connection with the study is given below.

(A) Village Level Analysis

4.02 All the eighteen sample villages were visited. The required data was collected in respect of each village according to the data-sheet. The interview schedule was also administered to the heads of the schools in these villages. The prominent villagers were contacted for ascertaining their views about the problems of universal elementary education. On the basis of the data collected through the data-sheets, interview schedules, observations and discussions, the position of the administrative practices in relation to the universalisation of elementary education at the village level is described here.

Census of Children

4.03 It was found that there exists no system of taking regular census of the children of age-group 6-11 and 11-14 every year in these schools. It was reported that such census was taken at the time of Third Educational Survey (1973) but the information collected was not used for planning the strategies for increasing the enrolment. In fact that census was done only for furnishing the information required in the census returns of Third Educational Survey and that was the end of it. During 1978-79 census of children of 6-14 age-group has again been taken with reference to

30.9.1978 in connection with the Fourth Educational Survey. This census pertains to the population of boys and girls of 6-14 age-group and does not include details about the head of the family, number of members of the family, occupation of the family, specific cases of drop-outs, specific cases of non-enrolled children etc.

Identification of Drop-outs

- 4.04 It has been stated by the heads of sample institutions that in the absence of a regular system of taking census of the children the number of children who have dropped out from ungraded unit to class VIII is not possible to be ascertained. Enquiries made in the concerned villages revealed that normally in each village drop-out children are there and casual efforts are made by the enthusiastic teachers to bring them back to the schools. In fact, the identification of drop-outs and making of persistent efforts to bring them back to the formal or non-formal system of education have not become an integral part of the system of elementary education in the State.

Identification of Non-enrolled Children

- 4.05 In absence of a regular system of taking census of the children of the school-going age, the identification of the non-enrolled children at the village level has not been possible in a scientific manner. This year the population of the children of the school-going age has been estimated in connection with the Fourth Educational Survey. On the basis of these figures, the position of the non-enrolled children in the sample Upper Primary Schools, Multi-teacher Primary Schools and Single-teacher Primary Schools is as Under :

T A B L E No.1Position of non-enrolled children of 6-11 age-group in sample Upper Primary Schools.

Name of school (Block-District)	Estimated Population on the basis of IV Educational Survey			Number of non-enrolled children as on 30.9.1978.			Percentage of non-enrolled children as on 30.9.1978.		
	B.	G.	T.	B.	G.	T.	B.	G.	T.
	G.U.P.S.	160	157	317	99	154	253	61.88	63.05
Onkarpura S.C. (Talera-Bundi)	10	06	16	9	6	15	90.00	100.00	93.75
S.T.	29	22	51	28	22	50	96.55	100.00	98.04
G.U.P.S.	140	140	280	40	134	174	28.75	95.77	62.14
Bamangaun S.C. (Nainwa-Bundi)	36	26	62	20	26	46	55.55	100.00	74.20
S.T.	27	19	46	14	19	33	51.88	100.00	71.74
G.U.P.S.	101	95	196	13	85	98	12.88	89.48	50.00
Sipka S.C. (Deedwana-Nagaur)	17	09	26	4	9	13	23.53	100.00	50.00
S.T.	-	-	-	-	-	-	-	-	-
G.U.P.S.	230	122	352	174	122	296	75.65	100.00	84.10
Nimbola-Bhundel S.C. (Nagaur-Nagaur)	22	19	41	16	19	35	72.73	100.00	85.36
S.T.	-	-	-	-	-	-	-	-	-
G.U.P.S.	166	127	293	66	119	185	39.76	93.71	63.14
Rayisar S.C. (Shergarh-Jodhpur)	27	22	49	18	22	40	66.66	100.00	81.64
S.T.	16	12	28	14	12	26	87.50	100.00	92.86
G.U.P.S.	142	138	280	66	130	196	46.48	94.21	70.00
Kojawada S.C. (Kerwada-Udaipur)	13	9	22	10	8	18	76.93	88.89	81.82
S.T.	57	42	99	24	40	64	42.11	95.24	64.25

Symbols: GUPS = Govt. Upper Primary School; B=Boys;
G=Girls; T=Total; SC = Scheduled Caste;
ST = Scheduled Tribe.

T A B L E No.2

Position of non-enrolled children of 6-11
age-group in sample Multi-teacher Primary
S c h o o l s

Name of school (Block-District)		Estimated Population on the basis of IV Educational Survey			Number of non-enrolled children as on 30.9.1978			Percentage of non-enrolled children as on 30.9.1978		
		B.	G.	T.	B.	G.	T.	B.	G.	T.
G.P.S.		124	37	161	22	27	49	17.75	12.99	30.41
Kalpuria (Talera- Bundi)	S.C.	40	24	64	08	21	29	20.00	87.50	45.32
	S.T.	-	-	-	-	-	-	-	-	-
G.P.S.		89	21	110	12	13	25	13.50	61.90	22.73
Motipura (Nainwa- Bundi)	S.C.	02	-	02	-	-	-	-	-	-
	S.T.	82	20	102	13	11	24	15.86	55.00	23.53
G.P.S.		115	107	222	24	85	109	20.86	79.44	49.90
Rashidpura (Deedwana- Nagaur)	S.C.	18	10	28	12	10	22	66.66	100.00	78.58
	S.T.	-	-	-	-	-	-	-	-	-
G.P.S.		88	64	152	15	53	68	17.05	82.82	44.74
Sikhwasi (Nagaur- Nagaur)	S.C.	13	05	18	05	05	10	38.46	100.00	55.56
	S.T.	-	-	-	-	-	-	-	-	-
G.P.S.		104	24	128	40	21	61	38.46	87.50	47.66
Sihanda (Shergarh- Jodhpur)	S.C.	29	09	38	19	09	28	65.52	100.00	73.68
	S.T.	22	14	36	14	14	28	63.64	100.00	77.78
G.P.S.		119	98	217	76	70	146	63.86	71.43	67.28
Jhunthari-B (Kherwada- Udaipur)	S.C.	-	-	-	-	-	-	-	-	-
	S.T.	113	92	205	75	67	142	66.38	72.83	69.27

Symbols: GPS=Govt. Primary School, B=Boys, G=Girls, T=Total,
S.C.= Scheduled Caste, S.T.= Scheduled Tribe

T A B L E No.3

Position of non-enrolled Children of 6-11
age-group in sample Single - teacher Primary Schools

Name of School (Block-District)		Estimated population on the basis of IV Educational Survey			Number of non-enrolled children as on 30.9.1973			Percentage of non-enrolled children as on 30.9.1978		
		B	G	T	B	G	T	B	G	T
G.P.S. Haripura (Talera-Bundi)		22	20	42	03	05	08	13.64	25.00	19.05
	S.C.	-	-	-	-	-	-	-	-	-
	S.T.	18	15	33	03	04	07	16.67	26.67	21.21
G.P.S. Balapura Borda (Nainwa-Bundi)		51	46	97	22	39	61	43.13	84.78	62.88
	S.C.	16	14	30	11	14	25	68.89	100.00	83.33
	S.T.	14	14	28	06	14	20	42.87	100.00	71.43
G.P.S. Loonoda (Deedwana-Nagaur)		22	18	40	01	13	14	04.50	72.22	35.00
	S.C.	07	04	11	03	04	07	42.87	100.00	63.64
	S.T.	-	-	-	-	-	-	-	-	-
G.P.S. Deu-I (Nagaur-Nagaur)		144	67	211	108	55	163	75.00	82.01	77.25
	S.C.	36	21	57	30	20	50	83.33	95.24	87.72
	S.T.	-	-	-	-	-	-	-	-	-
G.P.S. Chakder (Shergarh-Jodhpur)		64	29	93	28	25	53	43.75	86.20	56.98
	S.C.	12	09	21	08	08	16	66.67	88.89	76.19
	S.T.	09	06	15	07	06	13	77.78	100.00	86.67
G.P.S. Samiter (Kherwada-Udaipur)		100	59	159	59	53	112	59.00	89.83	70.44
	S.C.	-	-	-	-	-	-	-	-	-
	S.T.	85	41	126	54	39	93	63.53	95.12	73.81

Symbols: G.P.S.= Govt.Primary Sc-hool, B=Boys, G=Girls,
T=Total, S.C.=Scheduled Caste, S.T.=Scheduled Tribe.

T A B L E - No.4

Position of non-enrolled children of 11-14 age group in sample Upper Primary Schools.

Name of School (Block-District)		Estimated population on the basis of IV Educational Survey			Number of non-enrolled children as on 30.9.1978			Percentage of non-enrolled children as on 30.9.1978		
		B	G	T	B	G	T	B	G	T
G.U.P.S.		84	22	106	28	17	45	33.33	77.28	42.46
Onkarpura (Talera- Bundi)	S.C.	16	04	20	09	04	13	56.25	100.00	65.00
	S.T.	28	07	35	16	07	23	57.14	100.00	65.72
G.U.P.S.		120	30	150	48	30	78	40.00	100.00	52.00
Bamangaun (Nainwa- Bundi)	S.C.	18	04	22	12	04	16	66.66	100.00	72.72
	S.T.	14	04	18	10	04	14	71.42	100.00	77.77
G.U.P.S.		77	54	131	24	54	78	31.17	100.00	59.55
Supka (Deedwana- Nagaur)	S.C.	13	09	22	08	09	17	61.53	100.00	77.27
	S.T.	-	-	-	-	-	-	-	-	-
G.U.P.S.		91	37	128	50	37	87	54.95	100.00	67.97
Nimbola- Bhundel (Nagaur- Nagaur)	S.C.	12	07	19	11	07	18	91.66	100.00	94.73
	S.T.	-	-	-	-	-	-	-	-	-
G.U.P.S.		80	30	110	40	30	70	50.00	100.00	63.64
Fayisar. (Shergarh- Jodhpur)	S.C.	13	06	19	08	06	14	61.53	100.00	73.68
	S.T.	04	02	06	04	02	06	100.00	100.00	100.00
G.U.P.S.		98	62	160	37	60	97	37.76	96.78	60.63
Kojawada (Kherwada- Udaipur)	S.C.	07	05	12	06	05	11	85.72	100.00	91.66
	S.T.	44	23	67	13	23	36	29.54	100.00	53.74

Symbols: G.U.P.S.=Govt. Upper Primary School, B=Boys,
G=Girls, T=Total, S.C.= Scheduled Caste,
S.T.=Scheduled Tribe.

4.06 It is evident from table No.1 that the percentage of non-enrolled girls in these Upper Primary Schools is 63.05 to 100 whereas the percentage of non-enrolled boys is 12.88 to 75.65. Thus the quantum of non-enrolled girls is very high even in big villages having upper primary schools. This also indicates clearly the absence of a regular system of persuading the parents of girls to send them to schools. Besides, the above table also reveals that the percentage of non-enrolled children belonging to scheduled castes and scheduled tribes ranges from 50 to 93.75 and 64.25 to 98.4 respectively. Percentage of non-enrolled girls belonging to scheduled castes and scheduled tribes ranges from 88.89 to 100 and 95.24 to 100 respectively. Thus it is clear that the quantum of non-enrolled children of 6-11 age group belonging to scheduled tribes is very high and in case of girls belonging to scheduled castes and scheduled tribes the position is horrible.

4.07 Table No.2 reveals that the percentage of non-enrolled girls in these Multi-teacher Primary Schools is 61.9 to 87.5 whereas the percentage of non-enrolled boys in these schools is 13.5 to 63.86. These figures confirm that the percentage of non-enrolled girls is very high. The table also reveals that the percentage of non-enrolled children of 6-11 age group belonging to scheduled castes is from 45.32 to 78.58. In case of non-enrolled children of 6-11 age group belonging to scheduled tribes, the percentage ranges from 23.53 to 77.78. The percentage of non-enrolled girls ranges from 87.5 to 100

in the case of scheduled castes and 55 to 100 in the case of scheduled tribes. Thus the percentage of non-enrolled children belonging to scheduled castes and scheduled tribes is very high except in the case of G.P.S.Motipura where the percentage of non-enrolled children of these communities is 23.53 which is due to special efforts by the teachers and general awakening among the villagers. Thus it will be seen that the quantum of non-enrolled children belonging to scheduled castes and scheduled tribes, specially girls, is very high.

4.08 Table No.3 reveals that the percentage of non-enrolled girls is 25 in Govt.Primary School, Haripura. This is due to the fact that Haripura village is a small one and some girls are attending the school due to the efforts made by the Incharge teacher of the school. In the remaining five schools, the percentage of non-enrolled girls is 72.22 to 89.83 whereas the percentage of non-enrolled boys is 4.5 to 75.00. This also clearly indicates that one of the major problems of universalisation of elementary education in Rajasthan is the problem of girls education. The percentage of non-enrolled children belonging to scheduled castes and scheduled tribes ranges from 63.64 to 87.72 and from 21.21 to 86.67 respectively whereas the percentage of non-enrolled girls belonging to scheduled castes and scheduled tribes ranges from 88.89 to 100 and 95.12 to 100 respectively with exception of Haripura as explained above. Thus most of the girls of 6-11 age group belonging to scheduled castes and scheduled tribes are out of schools.

4.09 Table No.4 indicates that the percentage of non-enrolled boys of 11-14 age-group in six sample Upper Primary Schools ranges from 31.17 to

54.95 whereas the percentage of non-enrolled girls of this age-group ranges from 77.28 to 100. It is shocking to find that four schools out of six schools do not have even a single girl of 11-14 age-group. As regards the position of non-enrolled children of 11-14 age-group belonging to scheduled castes and scheduled tribes the above table reveals that the percentage of non-enrolled children ranges from 65 to 94.73 and 53.74 to 100 respectively. Not a single girl of 11-14 age-group belonging to scheduled castes and scheduled tribes is enrolled in any of the six sample Upper Primary Schools. This situation is a great challenge for the programme of universalisation of elementary education in Rajasthan.

Identification of non-attending Children

4.10 It has been stated by the Headmasters of sample schools that they do not follow any system to identify the non-attending children. In most of the schools the average attendance of each class is worked out at the end of each month but this is done only for furnishing the information in the monthly return which is sent to the next higher authority. The figures of average attendance are neither analysed nor compared for identifying the non-attending children. Sometimes, the irregular students are sent for by the teachers through the other students. No record of irregular students is maintained in the schools. Record is also not maintained about the students whose names are struck off due to long absence.

4.11 The average attendance of four months i.e. September 1978 to December 1978 in respect of the sample Upper Primary Schools, Multi-teacher Primary schools and Single-teacher Primary Schools have been indicated in the following three tables:

T A B L E No.5

Position of average attendance from September, 1978
to December, 1978 in the Sample Upper Primary Schools

Name of School	Classes	No. of students on roll and average attendance monthwise							
		9/78		10/78		11/78		12/78	
		On Roll	A.A.	On Roll	A.A.	On Roll	A.A.	On Roll	A.A.
Govt.U.P.S. Onkarpura (Talera-Bundi)	I & II III to V VI to VIII	32	22.75	34	24.14	35	19.05	35	22.23
Govt. UPS Bamangaon (Nainwa-Bundi)	I & II III to V VI to VIII	60	50	60	48.8	60	50.4	60	50.2
Govt. UPS Cupka (Deedwana-Nagaur)	I & II III to V VI to VIII	63	28.5	63	51.7	63	37.2	63	43.4
Govt. UPS Nimbola-Bhundel (Nagaur-Nagaur)	I & II III to V VI to VIII	41	21.4	41	19.3	45	15.7	46	23.8
Govt. UPS Rayisar (Shergarh-Jodhpur)	I & II III to V VI to VIII	61	36	47	36	49	38	48	36
Govt. UPS Kojawada (Kherwada-Udaipur)	I & II III to V VI to VIII	50	17	50	22.54	50	28.23	50	34.21

Symbols: UPS = Upper Primary School ;
A.A. = Average Attendance.

T A B L E No.6

Position of average attendance from September
1978 to December, 1978 in sample Multi-teacher Primary
schools

Name of School	Classes	No. of students on roll and <u>Average Attendance</u> monthwise							
		9/78		10/78		11/78		12/78	
		On Roll	A.A.	On Roll	A.A.	On Roll	A.A.	On Roll	A.A.
Govt.P.S. Kalpuria (Talera- Bundi)	I & II III to V	70	55.36	71	58.71	68	56.19	72	48.39
Govt.P.S. Motipura (Nainwa- Bundi)	I & II III to V	53	44.82	55	43.46	55	47.86	55	46.72
Govt.P.S. Rasheedpura (Deedwana- Nagaur)	I & II III to V	60	58.8	60	57.5	60	59	60	60
Govt.P.S. Sukhwasi (Nagaur- Nagaur)	I & II III to V	41	36.8	41	35.5	41	36.2	41	35.1
Govt.P.S. Sihanda (Shergarh- Jodhpur)	I & II III to V	46	40	46	29	46	37	48	36
Govt.P.S. Jhunthari-B (Kherwara- Udaipur)	I & II III to V	42	36	42	32	43	31	43	34

Symbols: P.S.= Primary School;
A.A.= Average Attendance.

T A B L E No.7Position of average attendance from September, 1978 to December, 1978 in sample Single-teacher Primary Schools

Name of School	Classes	No. of students on roll and Average Attendance monthwise							
		9/78		10/78		11/78		12/78	
		On A.A. Roll	A.A.	On A.A. Roll	A.A.	On A.A. Roll	A.A.	On A.A. Roll	A.A.
Govt.P.S. Haripura (Talera-Bundi)	I & II	32	24.30	32	23.39	32	23.75	32	24.6
	III to V	2	2	2	2	2	2	2	2
Govt.P.S. Balapura-Baroda (Nainwa-Bundi)	I & II	36	27	37	24	37	20	37	26.65
	III to V								
Govt.P.S. Loonoda (Deedwana) (Nagaur)	I & II	24	8.70	24	10.8	24	9.5	24	14.11
	III to V	12	12	12	12	12	12	12	12
Govt.P.S. Deu-I (Nagaur-Nagaur)	I & II	36	20	34	22.7	34	18.3	32	20.8
	III to V	14	13	14	12.5	14	13.5	14	14
Govt.P.S. Chakder (Shergarh-Jodhpur)	I & II	28	14.5	28	22.5	28	15.8	28	21.3
	III to V	12	8.8	12	10.2	12	9.3	12	9.3
Govt.P.S. Samiter (Kherwada-Udaipur)	I & II	19	18	18	18	18	18	18	18
	III to V	28	27.50	27	27	27	27	27	27

Symbols: P.S.= Primary School ;

A.A.= Average Attendance.

4.12 While collecting the data from the sample schools it was felt that the figures of enrolment and attendance are not absolutely correct. Even by taking the figures of average attendance given in the above Table Nos. 5, 6 and 7 at their face value, it will be seen that the quantum of non-attendance is higher in class I & II (ungraded unit). It is, therefore, evident that the extent of non-attendance is quite high in the ungraded unit and hence the system of ungraded unit has still to prove its utility for increasing the retentive power of the schools in classes I and II.

Enrolment Trends

4.13 The position of enrolment in the sample Upper Primary Schools as on 31.3.1976, 31.3.1977, 31.3.1978 and 30.9.1978 is given below.

Table No.8

Position of enrolment in Sample Upper Primary Schools as on 31.3.1976, 31.3.1977, 31.3.1978 & 30.9.78.

Name of the School with block & District	Enrol-ment as on 31.3.76	Enrol-ment as on 31.3.77	I/D	Enrol-ment as on 31.3.78	I/D	Enrol-ment as on 30.9.78	I/D
GUPS ONKARPURA (Talera-Bundi)	90	96	+06.66	130	+07.29	125	+21.35
GUPS BAMANGAUN (Nainwa-Bundi)	192	182	-05.20	150	-17.58	178	+18.66
GUPS SUPKA (Deedwana-Nagaur)	154	151	-01.94	144	-04.63	151	+04.86
GUPS NIMBOLA-BHUNDEL (Nagaur-Nagaur)	103	101	-01.98	119	+7.82	97	-22.68
GUPS RAYISAR (Shergarh-Jodhpur)	125	141	+12.80	134	-04.96	148	+10.44
GUPS KOJAWARA (Khargara-Udaipur)	140	142	+01.42	127	-10.56	148	+16.53

GUPS = Government Upper Primary School

I/D = Percentage Increase/Decrease in enrolment

4.14 Table No.8 shows the percentage increase or decrease in enrolment in sample Upper Primary Schools. The figures of enrolment have been compared with the enrolment of the previous year. The percentages of decrease or increase in enrolment indicate that there has been no consistency in the enrolment trends of sample Upper Primary Schools with the exception of Government Upper Primary School, Onkarpura. Out of six schools the decrease in enrolment has occurred in five schools and the concerned Headmasters have not been able to explain the reasons thereof. This position indicates the lack of conscious efforts on the part of the schools to increase the enrolment.

4.15 The position of enrolment in the sample Multi-teacher Primary Schools as on 31.3.1976, 31.3.1977, 31.3.1978 and September, 1978 is given below.

T A B L E No.9

Position of enrolment in Sample Multi-teacher Primary Schools as on 31.3.1976, 31.3.1977, 31.3.1978 and 30.9.1978

Name of the school with block and District	Enrol- ment on 31.3.76	Enrol- ment on 31.3.77	I/D	Enrol- ment on 31.3.78	I/D	Enrol- ment on 30 Sept. 1978	I/D
G.P.S. KALPURIA (Talera-Bundi)	78	105	+34.60	119	+13.33	112	-05.88
G.P.S. MOTIPURA (Nainwa-Bundi)	65	54	-16.92	65	+20.37	85	+30.76
G.P.S. RASHIDPURA (Deedwana-Nagaur)	117	123	+05.12	108	-12.19	113	+04.62
G.P.S. SUKHWASI (Nagaur-Nagaur)	75	75	00	80	+06.66	84	+5
G.P.S. SIHANDA (Shergarh-Jodhpur)	53	59	+11.32	77	+30.50	69	-10.38
G.P.S. JI UNTHARI-B (Kherwaro-Udaipur)	80	81	+01.25	81	00	71	-12.34

Symbols: G.P.S.=Govt.Primary School

I/D = Percentage Increase or decrease in enrolment.

4.16 Table No.9 indicates the variations in enrolment of sample Multi-teacher Primary Schools. None of the sample schools have shown increasing trend in the enrolment. The variations indicated in the table including the decrease in the enrolment clearly shows that the efforts by the schools to increase the enrolment have been insignificant.

4.17 The position of enrolment in the sample single-teacher Primary Schools as on 31.3.1976, 31.3.1977, 31.3.1978 and 30.9.1978 is given below.

T A B L E No.10

Position of enrolment in Sample Single-teacher Primary Schools as on 31.3.1976, 31.3.1977, 31.3.1978 and 30.9.78.

Name of the school with block and District	Enrol-ment on 31.3.76	Enrol-ment on 31.3.77	I/D	Enrol-ment on 31.3.78	I/D	Enrol-ment on Sept.30, 1978	I/D
G.P.S. HARIPURA (Talera-Bundi)	40	45	+12.50	45	00	34	-20.00
G.P.S. BALAPURA-BORDA (Nainwa-Bundi)	25	28	+12.00	24	-14.28	36	+50.00
G.P.S. LOONODA (Deedwana-Nagaur)	42	43	+02.38	40	-07.50	26	-35.00
G.P.S. DEU-I (Nagaur-Nagaur)	40	46	+15.00	45	-02.17	46	+02.22
G.P.S. CHAKDER (Shergarh-Jodhpur)	38	42	+10.52	40	-04.76	40	00
G.P.S. SAMITER (Kherwara-Udaipur)	60	51	-15.00	56	+09.80	47	-16.70

Symbols: G.P.S. =Government Primary School
I/D =Increase/Decrease in enrolment in percentage

4.10 Table No.10 shows the decrease and increase in the enrolment in sample single teacher Primary Schools. The spectrum of variations clearly establishes the state of effortlessness on the part of the schools in regard to increase in the enrolment.

Scholarships

4.19 Almost all the applicant students belonging to scheduled Tribes and Scheduled Castes studying in classes VI to VIII are given a monthly Scholarships of rupees 10/- for ten months in a session. The headmasters of Sample Upper Primary Schools stated that the amount of Rs.10/- per month is not sufficient to attract all the children of Scheduled Castes and Scheduled Tribes on account of poverty and hence it would be appropriate to increase the rate of scholarship to at least Rs. 20/- per month. They also observed that normally the payment of scholarship is received at the fag end of the session and hence suitable arrangements should be made for the timely distribution of this scholarship to the students.

Hostels

4.20 Hostels facilities do not exist in any of the sample schools. During the discussions the Head Masters of all the sample Upper Primary Schools opined that facilities of Hostels attached with the school would be useful for students passing class V from neighbouring Primary Schools.

Incentives to Children

4.21 There is no system to provide any incentive to the non-enrolled children for availing of the schooling facilities in the sample schools of Deedwana, Nagaur, Nainwa and Talera blocks. In these sample schools efforts have also not been made to mobilise the resources from the local village community for providing incentives to non-enrolled children. When the concept of

incentives was explained to the headmasters of the sample schools in these blocks they have stated that if the incentive of mid-day-meals is provided to all the children in the schools, the enrolment would increase to a considerable extent. They have also opined that the incentives of free text-books and stationery, free school uniform and attendance scholarships would also help in increasing the enrolment of children as well as in retaining them in the schools. When enquiries were made about the possibility of mobilising local community resources for providing incentives it was stated by all the headmasters that it would not be possible for the local village community to contribute anything in cash or kind for this purpose.

- 4.22 In Shergarh block, a desert area, mid-day-meal is provided under the CARE Feeding Programme in all the primary schools. The headmasters of sample schools have stated that this programme does attract the children to attend the schools. Though no studies have been made about the impact of this programme on the enrolment and retention of the children in the schools, the headmasters of the sample schools feel that in case the scheme of providing mid-day meal is discontinued about 20 to 25 percent children may either become irregular or drop-out from the schools. They also strongly feel that this scheme should also be extended to the primary sections of rural Upper Primary Schools. It has also been suggested by them that if 'Food Packets' are provided as mid-day meals, the time and energy spent in cooking the mid-day meal during the school-time would be saved. The system of 'Food Packets' would also facilitate the distribution of mid-day meal at suitable and convenient point of time during the day.

4.23 In the tribal block of Kherwada the programme of providing incentives has been started from 1977-78 under the Tribal Sub-Plan. During 1977-78 free school uniforms and stationery worth Rs. 24,250.00 @ Rs. 25.00 per unit were provided to 970 students (girls and boys both) of classes I to V. The Directorate of Primary & Secondary Education has initiated a Study to assess the impact of these incentives on the enrolment and retention of children. However, it has been observed that the Block Development Officer has not evolved a suitable system of timely distribution of incentives, maintenance of proper records and random verification about the correctness of the distribution of incentives. The local village community is also not involved in the distribution of these incentives.

School Buildings

4.24 It has been observed that the Design of all the sample upper primary schools vary in design, size of rooms and number of rooms. Upper Primary Schools at Onkarpura, Supka and Kojawada have open space for playgrounds attached with the school building whereas schools at Bamangaon, Nimbola-Bhundel and Rayisar do not have any such open space. These types of variations also exist in single-teacher and multi-teacher primary schools. The main reason for these variation is that the Education Department wholly depends on the local community for providing necessary school building facilities. School buildings at Deu-I, Chakder, Loonoda and Haripura are inadequate and do not have even the minimum number of class rooms. The school buildings of sample schools are not maintained properly. School buildings at Deu-I, Samiter and Loonoda need major repairs, but the local community is not

in a position to mobilise the required resources. The Education Extension Officers and Block Development Officers also do not make planned and regular efforts to persuade the local community for this purpose. During 1978-79 class rooms have been constructed in some schools under the programme of "Food for Work" but this is not a regular feature of the Education Department.

Furniture and Equipment

- 4.25 All the sample schools have reported that the position of furniture, Durri-Patties, equipment etc. is inadequate in their schools. According to them the higher authorities neither assess the requirements of furniture and equipment ~~yearly~~ nor the requirements of furniture and equipment sent by the schools are promptly attended. Consequently the schools suffer from lack of furniture and equipment. No efforts are made to meet the requirement of furniture and equipment through the mobilisation of community resources. When enquired the headmasters intimated that even if efforts are made in this direction, the response of the local community would not be encouraging.

Teaching Aids

- 4.26 It has been observed that appropriate and adequate teaching aids are not available in the sample schools. In this regard neither the schools are enthusiastic in pressing the need for supply of teaching aids nor the higher authorities are serious about the necessity of providing suitable teaching aids to the schools and seeing that they are used by the teachers in the teaching-learning situations. It is, therefore, evident that the teaching-learning practices in the sample schools mainly hinge on the text-books. The teachers are also not adequately motivated to improvise the teaching-aids.

Fixed Contingency

- 4.27 In order to meet the expenses on chalk sticks, paper, pencil, carbon paper, postage etc. a system of granting fixed contingency was introduced in 1957 vide Govt. order NO.F.12(225)Edu/C-56 dated 8.5.1957. According to this system the rates of the fixed contingency were fixed as under :-

Primary Schools

1. Single Teacher School	Rs. 1.75 P.M.
2. Double Teacher School	Rs. 2.00 P.M.
3. Full-fledged Primary School	Rs. 4.00 P.M.
4. Extra for each Additional Section	Rs. 0.50 P.M.

Middle Schools

1. Middle School consisting of 1 to 8 classes	Rs. 6.00 P.M.
2. Extra for each Additional Section	Rs. 0.50 P.M.

- 4.28 The Government order quoted in para 4.27 have not been revised as yet. Enquiries have revealed that fixed contingency at the above rates is not sanctioned uniformly throughout the State. In some districts the system of fixed contingency have been discontinued due to some audit objections and consequently the efficiency of the concerned schools has been affected adversely. The Headmasters of all the sample schools have stated that the 1957 rates of fixed contingency are inadequate and they are not able to meet all the contingent expenses out of it due to tremendous increase in the prices.

Stay of Teachers in the Villages

- 4.29 During the Study one point of enquiry in each sample school was to know whether the head - master and the teachers are residing at the place of their posting. The analysis of the information reveals a shocking state of affairs. Out of 13

12 headmasters are not residing at the place of their posting. 30 Assistant teachers out of 43 assistant teachers of 18 sample schools also do not stay at the place of their posting. The concerned headmasters and teachers stated that they are not able to get residential facilities at the place of their posting. This might be true in the case of some small villages only. The discussions with the villagers revealed that these headmasters and teachers are not interested in residing at the place of their posting and they prefer to reside at a place which is either their home place or at a place which is more convenient to them. The local village community desires that the headmasters and teachers should stay in the village because they feel that by doing so the problem of late coming of teachers, teachers leaving the schools earlier and the truancy of the teachers would be solved to a great extent. The villagers also feel that stay of headmasters and teachers in the village would also improve the tone and working of the schools. The villagers are normally prepared to make some modest arrangements for the residence of the teachers.

Inspection and Supervision

- 4.30 A rural Primary School is to be regularly inspected by the Education Extension Officer of the concerned Panchayat Samiti and an Upper Primary School is to be regularly inspected by a Deputy District Education Officer of the Education Department as per norms fixed by the Education Department. The position of inspections of the sample schools done by the concerned inspecting officers and higher authorities is indicated below in table Nos. 11, 12 and 13.

T A B L E No.11Frequency of Inspections of sample Upper Primary Schools during 1976-77, 1977-78 and 1978-79

Name of the School	Inspecting Officer	Nature of Inspection	1976-77	77-78	78-79
G.U.P.S. Onkarpura (Talera-Bundi)	Dy.DEO Bundi	Detailed	1	1	1
		Surprise	Nil	1	Nil
G.U.P.S. Bamangaun (Nainwa-Bundi)	Dy.D.E.O. Bundi	Detailed	1	Nil	Nil
		Suprise	Nil	Nil	Nil
G.U.P.S. Supka (Deedwana-Nagaur)	Dy.D.E.O. Nagaur	Detailed	1	Nil	Nil
		Surprise	Nil	Nil	Nil
G.U.P.S. Nimbola-Bhundel (Nagaur-Nagaur)	Dy.D.E.O. Nagaur	Detailed	1	1	1
		Surprise	Nil	Nil	Nil
G.U.P.S. Rayisar (Shergarh-Jodhpur)	Dy.D.E.O. Jodhpur	Detailed	1	Nil	Nil
		Surprise	Nil	Nil	Nil
G.U.P.S. Kojawada (Kherwada-Udaipur)	Dy.D.E.O. Udaipur	Detailed	Nil	Nil	1
		Surprise	Nil	Nil	Nil

Symbols: G.U.P.S. = Govt. Upper Primary School;
Dy.D.E.O. = Deputy District Education Officer.

T A B L E No.12Frequency of Inspections of sample Multi-Teacher Primary Schools during 1976-77, 1977-78 & 1978-79

Name of the School	Inspecting Officer	Nature of Inspection	1976-77	77-78	78-79
G.P.S. Kalpuria (Talera-Bundi)	Education Extension Officer, Talera	Detailed	1	1	2
		Surprise	Nil	1	1
G.P.S. Motipura (Nainwa-Bundi)	Education Extension Officer, Nainwa	Detailed	2	1	1
		Surprise	2	Nil	2
G.P.S. Rashidpura (Deedwana-Nagaur)	Education Extension Officer, Deedwana	Detailed	1	1	1
		Surprise	Nil	1	Nil
G.P.S. Sukhwasi (Nagaur-Nagaur)	Education Extension Officer, Nagaur	Detailed	2	1	1
		Surprise	Nil	2	Nil
G.P.S. Sihanda (Shergarh-Jodhpur)	Education Extension Officer, Shergarh	Detailed	Nil	1	1
		Surprise	Nil	Nil	Nil
G.P.S. Jhunthari-B (Kherwada-Udaipur)	Education Extension Officer, Kherwada	Detailed	1	1	1
		Surprise	1	Nil	1

Symbol: G.P.S.-Govt. Primary School

T A B L E - No.13Frequency of Inspections of Sample Single Teacher Schools during 1976-77, 1977-78 and 1978-79

Name of the Inspecting school	Inspecting Officer	Nature of Inspection	1976-77	77-78	78-79
G.P.S. Haripura (Talera-Bundi)	Education Extension Officer, Talera	Detailed	Nil	Nil	Nil
		Surprise	2	2	Nil
G.P.S. Balapura-Borda (Nainwa-Bundi)	Education Extension Officer, Nainwa	Detailed	Nil	Nil	Nil
		Surprise	1	Nil	Nil
G.P.S. Loonoda. (Deedwana-Nagaur)	Education Extension Officer, Deedwana	Detailed	1	1	Nil
		Surprise	Nil	Nil	1
G.P.S. Deu-I. (Nagaur-Nagaur)	Education Extension Officer,	Detailed	1	1	Nil
		Surprise	Nil	1	1
G.P.S. Chakder (Shergarh-Jodhpur)	Education Extension Officer, Shergarh	Detailed	Nil	1	Nil
		Surprise	Nil	Nil	Nil
G.P.S. Samiter. (Kherwada-Udaipur)	Education Extension Officer, Kherwada	Detailed	Nil	Nil	1
		Surprise	Nil	Nil	Nil

Symbol: G.P.S.= Govt.Primary School;

4.31 Table No.11 reveals that the frequency of detailed inspections of sample Upper Primary Schools has not been uniform during last three sessions. Govt. Upper Primary School, Onkarpura (Bundi) and Nimbola-Bhundel(Nagaur) were inspected in detail once every year. Govt. Upper Primary School, Bamangaun (Bundi), Govt. Upper Primary School, Supka(Nagaur) Govt.Upper Primary School, Rayisar (Jodhpur) and Govt. Upper Primary School, Kojawada(Udaipur) could be inspected in detail only once. None of the 6 sample Upper Primary Schools except Govt. Upper Primary School, Onkarpura had its surprise inspection. The District Education Officer of the concerned district did not inspect any of the sample Upper Primary Schools.

4.32 Table No.12 indicates that during last three years the frequency of inspections in sample Multi-teacher schools has been normal. Except Govt. Primary School, Sihanda, each of the remaining five schools had its detailed inspection every year. The number of surprise inspections ranges from 1 to 4 except Govt. Primary School, Sihanda which had no surprise inspection at all. The six sample Multi-teacher Primary Schools were neither inspected by the Senior Deputy District Officer nor by District Education Officer.

4.33 It is evident fr-om Table No.13 that during last three years Govt.Primary School, Haripura and Govt.Primary School, Balapura-Borda did not have detailed inspections. Govt.Primary School, Chakder and Govt.Primary School, Samiter were inspected in details only once. Govt. Primary School, Loonoda and Govt.Primary School, Iau-I had their detailed inspections twice.

No sample Single-teacher Primary School has been inspected either by Senior Deputy District Education Officer or by the District Education Officer.

School Complex

- 4.34 Government Upper Primary School, Rayisar (Shergarh) Government Upper Primary School, Onkarpura (Talera) and Government Primary School, Rashidpura (Deedwana) are members of School Complex. The remaining 15 Sample Schools are not linked with any school complex. Thus the coverage of sample schools under the scheme of school complex system is 16.66 percent. The heads of the three schools associated with school complex reported that their schools did not receive any substantial benefit or guidance from the concerned school complex.

Non-formal Education Centres

- 4.35 During the period of the Study, the number of sanctioned non-formal education centres for the entire State was 400 but none of the sample villages had any non-formal education centre. In order to find out the existing position of non-formal education centres, 10 rural centres of Bikaner District were visited. These centres are run by a voluntary organisation known as "Bikaner Adult Education Association."
- 4.36 The Study of these non-formal education centres revealed that the enrolment in these centres is confined to 8-14 age-group. About 50 percent of the enrolled children attend the centres. The centres are run by educated non-teachers. These instructors are yet to be trained. The centres are run either in temples or in some private houses. The instructor is paid Rs.40/- per month and Rs. 10/- per month are

provided for light and water arrangements. The centres are inspected by the whole time supervisors but the written record of the supervision is not maintained. Bikaner Adult Education Association has prepared a syllabus for the non-formal education centres. They have also published books according to their syllabus. The attendance, supervision and quality of education at these centres need regular monitoring and improvement.

Co-ordination with other agencies

- 4.37 In Rajasthan Village School Committees do not exist for the purpose of co-ordination of school activities with other developmental agencies. Consequently a regular and systematic co-ordination of school with various Government and non-government agencies at the village level does not exist. The Heads of schools try to seek the co-operation of other developmental agencies at their own level. When enquired about the need to have some committee at the village level, all the Headmasters responded favourably to the need of constituting a Village Education Committee for involving local community and other developmental agencies in the educational activities at the village level.

Structural Changes

- 4.38 The headmasters of sample schools were asked to indicate the steps that should be taken

for achieving the goal of universalisation of elementary education. All of them stated that the existing situation of primary schools under the Panchayat Samities is not upto the mark and as such Primary Education should be taken back by the Education Department from Panchayat Samities. When it was explained to them that such a change in the set-up of democratic decentralisation is not quite easy and as such they should also suggest any other alternative. To this, the headmas-ters responded that it would be desirable to appoint a block development officer exclusively for elementary education. If this is also not acceptable then at least the Block Development Officer should be from the cadre of headmaster of higher secondary or secondary school they added. When enquired about the need for a separate Block Development Officer for elementary education, the Headmasters stated that at present the Block Development Officer gives priority to other developmental programmes and elementary education gets the lowest priority. At present he is concerned with disbursement of salaries to teachers, their postings and transfers only. Therefore, without a whole time Block Development Officer for elementary education the tasks necessary for universalisation of elementary education at the village level are difficult to be accomplished, they stressed. The Head Masters of sample Upper Primary Schools felt that their schools can also be transferred to Panchayat Samities under a separate Block Education Officer.

(B) BLOCK LEVEL ANALYSIS

4.39 Six sample Panchayat Samities have been covered under this analysis. On the basis of information data, interview-s, observations and discuss-ions, the analysis of various administrative practices and procedures at Block Level in regard to the universalisation of elementary education is given below.

Census of Children

4.40 All the Education Extension Officers and Block Development Officers have stated that the Education Department has not introduced any system of taking yearly census of the children of age-group 6-14. Such census was taken only for III and IV Educational Surveys for furnishing the required statistical informations.

Identification of Drop-Outs

4.41 All the Education Extension Officers and the Block Development Officers admitted that in absence of any system of annual census of the children of 6-14 age-group the identification of drop-outs is out of question. However, they all agreed that if drop-outs are identified and persistant efforts are made to bring them back to the formal or non-formal system of education the results are likely to be fruitful.

Identification of Non-enrolled Children

4.42 It was stated by the Block Level functionaries that the identification of non-enrolled children was not possible because the census of children is not taken every year. At present they depend upon the estimated figures of non-enrolled children published by the Education Department.

Identification of non-attending children

4.43 As regards the identification of non-attending children all the Education Extension Officers and the Block Development Officers informed that in the absence of specific and detailed guidelines from the Education Department there exists no system to assess the quantum of non-attending children. They added that the Headmasters and teachers are expected to keep an eye on the non-attending children and to try to make them regular but record of the same is not maintained.

Enrolment Trends

4.44 The position of enrolment of children of 6-11 age-group in the sample Panchayat Samities with reference to March, 1976, March 1977, March 1978 and September, 1978 is given in the following Table :

T A B L E-No.14

Position of enrolment of children of 6-11 age-group in Sample Panchayat Samities as on March 1976, March 1977, March, 1978 & Sept. 1978

Name of Panchayat Samiti	3/76	3/77	I/D	3/78	I/D	9/78	I/D
Talera	6076	5996	(-1.32%)	6216	(+3.67%)	6652	(+7.01%)
Nainwa	3296	3534	(+7.22%)	3574	(+1.13%)	3947	(+10.44%)
Deedwana	7430	7798	(+4.95%)	8025	(+2.91%)	8125	(+1.25%)
Nagaur	5772	4973	(-13.84%)	5222	(+5.03%)	4508	(-13.67%)
Shergarh	2167	2435	(+12.37%)	2682	(+10.43%)	2473	(-8.03%)
Kherwara	8238	8950	(+8.64%)	8362	(-6.57%)	7671	(-8.26%)

Symbol: I/D = Percentage increase/decrease in enrolment

4.45 The above table reveals that there has been no consistency in the increase of enrolment in the sample Panchayat Samities. The enrolment decreased by 1.32% in March 1977 in Panchayat Samiti, Talera, by 13.84% in March 1977 and by 13.67% in September 1978 in Panchayat Samiti, Nagaur by 8.03% in September 1978 in Panchayat Samiti, Shergarh and by 6.57% in March 1978 and 8.26% in September 1978 in Panchayat Samiti, Kherwara. The concerned Education Extension Officers and the Block Development Officers could not explain the reasons for decrease in the enrolment. The block level functionaries of Nainwa Samiti also could not explain as to why the increase in enrolment in March 1978 was only 1.13% whereas the increase in enrolment in preceding year i.e. March 1977 was 7.22%. These different types of fluctuations in the enrolment clearly indicate that these enrolment figures are automatic and insignificant efforts have been made at block level for increasing the enrolment and retaining it.

Scholarships

4.46 The Sample Panchayat Samities do not provide any kind of scholarships to the children of 6-11 age-group attending the primary schools.

Hostels / Ashram Schools

4.47 In Rajasthan the Education Department does not run the hostels. The hostels for the children belonging to Scheduled Tribes and Scheduled Castes are run by the Social Welfare Department. Some such hostels run by the

voluntary agencies are given grant-in-aid by the Social Welfare Department. The Co-ordination between the hostels and the schools on one hand and Social Welfare Department and Education Department on the other hand is nominal. It is agreed that the facility of hostels is useful for increasing the enrolment of students. It is felt that better co-ordination between the hostels and the schools would certainly yield better results. Ashram Schools are run in tribal areas. In the sample tribal area Panchayat Samiti of Kherwara, no Ashram School exists. The Block Development Officer, Kherwara feels that opening of Ashram Schools in difficult tribal areas is necessary for creating appropriate educational climate among the tribal people.

Incentives to Children

- 4.48 None of the sample Panchayat Samities provide any kind of incentives to the non-enrolled children out of either Education Cess or their own income. In Panchayat Samiti, Shergarh mid-day meals are provided under the scheme of CARE Feeding Programme. In Panchayat Samiti, Kherwara free text-books and uniforms are provided to the children belonging to the scheduled tribes out of budget grants of tribal Sub-Plan. The impact of these incentives on the enrolment and retention of children in the two blocks have not been studied scientifically. However, the block level functionaries feel that these incentives have increased the enrolment to some extent and their impact in retaining the children in the schools has been considerable. All the block level functionaries

agree that the provision of suitable incentives to non-enrolled children in a planned manner would help in increasing the enrolment as well as in retaining it.

School Buildings

- 4.49 Providing school buildings and maintaining them is the sole responsibility of the local village community. The Education Department does not provide any funds for this purpose. The Block Development Officers of the sample Panchayat Samities have stated that the villages where the local people are either apathetic to education or are poor, the condition of school buildings is not upto the mark. They, however, added that during 1978-79 some school buildings have been improved under the programme of 'Food for Work' but this is not a regular programme.

Furniture, Equipment and Teaching Aids

- 5.50 It has been found that the sample Panchayat Samities do not assess the requirement of furniture, equipment and teaching aids of the Primary Schools every year. The condition of furniture, equipment and teaching aids in the Primary Schools of the sample Panchayat Samities is not satisfactory. Enquiries have revealed that all the sample Panchayat Samities except Nagaur have levied "Education Cess" and the position of balance of Cess Funds in five Samities as on 1.4.1978 was as under:-

Samiti	Balance of Education Cess as on 1.4.1978
(1) Talera	1,90,500.00
(2) Nainwa	86,528.63
(3) Deedwana	6,60,206.98
(4) Shergarh	32,896.60
(5) Kherwara	2,01,323.08

- 4.51 It is surprising to find that the Cess funds have not been utilised for providing necessary furniture, equipment and teaching aids in the schools. It is, therefore, evident that due importance is not given to this point even when the funds are available. In Panchayat Samiti, Nagaur no efforts have been made to mobilise resources from the local community for providing furniture, equipment and teaching aids to the needy schools.

Fixed Contingency

- 4.52 The State Government provide funds to the Panchayat Samities for running primary schools. In the budget the funds are provided for 'Salaries' and 'Other Charges'. Panchayat Samiti, Deedwana gives fixed contingency to each primary school according to rates mentioned in Para No.27 of this chapter. The remaining sample Panchayat Samities have discontinued the practice of giving fixed contingency to schools and are providing paper, carbon paper, chalk sticks to the schools according to the availability of funds. All Block Development Officers and the Education Extension Officers feel that the old rates of contingency are inadequate and the budget under the head 'Other Charges' is also not sufficient to meet the contingent expenses of the schools. This state of affairs reduces the efficiency of the schools.

Stay of Teachers in the Villages

- 4.53 During discussions with the Block Development Officers and the Education Extension Officers of the sample Panchayat Samities it was found that these functionaries do have

personal knowledge about most of the Head Masters and teachers who do not reside at the place of their posting. At the block level neither any record of non-stay of Head Masters and teachers is maintained nor any effort is made to persuade the Head Masters and teachers to stay at the place of their posting. The position of availability of reasonable residential facilities for Head Masters and teachers in the villages is not known to the block level functionaries. The majority of the Block Development Officers of the sample Panchayat Samities conceded that the stay of Head Masters and teachers at the place of their posting is essential but they felt that under the set-up of democratic decentralisation (Panchayati Raj) strict enforcement of this point would be quite difficult.

Inspection and Supervision

4.54 ! An Education Extension Officer is expected to be on tour for 120 days and 80 80nights. This implies that he will conduct atleast one detailed inspection and pay atleast one surprise visit to each school under his jurisdiction every year. The position of detailed inspections and surprise visits by the Education Extension Officers of sample Panchayat Samities as indicated in the following table was discussed in details with each Education Extension Officer but none of them could produce evidence to show that he had done these inspections in pre-planned manner.

Table No.15Position of detailed inspections/surprise visits by Education Extension Officers during 1976-77, 1977-78 and 1978-79

Name of Panchayat Samiti	Total No. of Education Extension Officers	Total No. of Primary Schools	SESSIONS					
			1976-77		1977-78		1978-79	
			DI	SV	DI	SV	DI	SV
Talera	3	120	98	38	88	76	91	78
Nainwa	2	90	80	35	66	35	92	44
Deedwana	3	109	111	57	141	62	112	59
Nagaur	2	88	106	68	133	75	103	35
Shergarh	1	55	30	33	40	25	20	44
Kherwada	2	132	112	59	109	41	87	55

Symbols: DI = Detailed Inspection
SV = Surprise Visit

4.55 The above table clearly indicates that the number of detailed inspections during the last three years in Talera, Shergarh and Kherwada Panchayat Samities have been less than the number of primary schools. This means that all the primary schools were not covered by a detailed inspection in a year. The position about detailed inspection was not upto the mark in Nainwa Panchayat Samiti during 1976-77 and 1977-78. The position of Deedwana and Nagaur Panchayat Samities in regard to detailed inspections have been satisfactory. As regards the surprise visits the position in all the sample Panchayat Samities have been more or less unsatisfactory. It shows that surprise visits were not paid by the Education Extension Officers in a planned manner and were done when they happened to visit the village in connection with other developmental programmes.

4.56 All the Education Extension Officers have stated that about 50 percent of their time at the headquarters is spent in tasks which are not related to elementary education but assigned to them by the Block Development Officers. As they are also required to undertake tours related to non-educational tasks, they have to inspect/visit the schools during such tours. Thus it is evident that the inspections/visits done during such tours lack the desired sincerity of purpose and consequently they are more or less ritual inspections/ visits.

4.57 During discussions it has been found that the Education Extension Officers have not maintained any chart indicating the frequency of detailed and surprise inspections of each school under their control. The individual file of each school for follow-up of the inspection reports is also not maintained. Their last inspection reports were analysed and it was found that the reports are prepared in the prescribed proforma but this proforma does not include points regarding census of children, non-attending children, drop-outs, incentives and correctness of record of ungraded unit. The inspection reports are handed over to concerned Headmasters at the time of pay distribution at respective pay centres. It is found that these inspection reports provide a little guidance to the teachers and the headmasters for increasing the enrolment and for improving the quality of education. The follow-up of the inspection reports is also nominal.

4.58 The Block Development Officer rarely inspects a primary school. Sometimes he visits

a school when he happens to be in the village for other developmental activities. But he does not send any visit note to the concerned school in writing. The Block Development Officer does not maintain any record about the supervision of the work of the Education Extension Officers done by him. The position of enrolment in each school and the variations in the enrolment at the school level are not assessed periodically by the Block Development Officer. Consequently the Education Extension Officers are also not serious about compiling the relevant data, analysing them and taking the required follow-up action. The supervision by the Block Development Officer on the academic standard in Primary Schools is negligible.

School Complex System

- 4.59 It has been reported that out of 604 primary schools in sample Panchayat Samities only 57 primary schools are members of the School Complex system. These schools are attached to the nearest secondary/higher secondary schools which are centres of School Complexes. Thus about only 9.4% Primary Schools of sample Panchayat Samities are covered under this system. During discussions it was stated that the Education Extension Officers are not involved in the activities of the School Complex Centres and as such they are not able to motivate the the member Primary Schools to take active part in the activities of the School Complexes. The concerned Education Extension Officers have stated that the Primary Schools covered under this scheme have not received any substantial benefit from the concerned School Complex Centres for improving the quality of elementary education.

Non-Formal Education

- 4.60 Non-formal education centres for the children of 8-14 age-group are run by the District Education Officers or Voluntary Organisations. The Panchayat Samiti Administration is not involved in the running of non-formal education centres. Consequently two different agencies are working at the village level i.e. Panchayat Samiti manages the Primary Schools in the villages whereas the non-formal education centres(where-ever they exist) are run either by the District Education Officer or by a Voluntary Organisation. There is hardly any co-ordination between the two agencies of formal and non-formal education either at the village level or at the block level.

In-service Training of Teachers

- 4.61 The Block Development Officers and the Education Extension Officers of sample Panchayat Samities have stated that they have not organised any in-service training programme for the teachers at the block level. In this regard it was stated that administrative and academic instructions are given verbally by the Education Extension Officers to the Head Masters at the time of pay distribution. It was also mentioned that when teachers are invited to attend in-service training organised by the Education Department, they are normally not paid the T.A. and the same is expected to be paid by the Panchayat Samiti. Payment of T.A. by Panchayat Samities out of their own income take long time and as such the teachers feel reluctant to participate in the concerned training.

Co-ordination with other Agencies

- 4.62 The block level functionaries admitted that no effort has so far been made to link the activities of elementary education with the activities of other developmental agencies at the block level. They, however, conceded about the urgent need to establish close co-ordination between the functionaries of elementary education and the other developmental agencies at the block level so that optimum collective efforts are possible to be made to achieve the goal of universalisation of elementary education.

Structural Changes

- 4.63 Free and frank discussions were held with the Block Development Officers and the Education Extension Officers to assess the adequacy of the existing block level administration for achieving the targets of universal elementary education. Neither the Block Development Officers nor the Education Extension Officers are happy with the existing situation. The Block Development Officers stated that the staff in the Panchayat Samities is inadequate and with the increasing pressure of rural oriented developmental programmes they are over worked. As such they are not able to devote sufficient time for the cause of elementary education. Moreover we are not technical persons in regard to elementary education, they responded. According to Block Development Officers the entire responsibility for quantitative and qualitative improvement of elementary education lay on the shoulders of the Education Extension Officers. On the other hand the Education Extension Officers stated that the Block Development Officers assign to them

several tasks which are not related to elementary education. They are not provided Jeep for inspection work. They are also not consulted in the transfers and postings of teachers with the result that inefficient teachers continue to stay at the place of their choice. "When we are not involved in the financial management of the schools, how can we be held responsible for the paucity of furniture, equipment and teaching aids in the schools", the Education Extension Officers re-acted.

- 4.64 To the question, "Whether elementary education should continue with Panchayat Samities and its administration be strengthened or should it be taken back by the Education Department?", the response of all the Block Development Officers was that elementary education is the major activity of the Panchayat Samities and as such it should continue with them. They added that suitable administrative changes may be made at the block level, if necessary. The majority of the Education Extension Officers favoured the idea of transferring elementary education from Panchayat Samities to the Education Department. When responses were invited to the suggestion that instead of transferring elementary education from Panchayat Samities to Education Department an independent Block Development Officer from the cadre of Head Masters of Higher Secondary/Secondary School be appointed in each Panchayat Samiti and the Upper Primary Schools are also transferred under his charge, all the Education Extension Officers welcomed this idea and remarked that it would improve the quantity and quality of elementary education in the Panchayat Samities to a great extent. The Block Development

Officers also re-acted favourably to this suggestion. A few Education Extension Officers thought that the State Government might not accept such a drastic change and in that case they pleaded that all Block Development Officers must invariably be drawn from the cadre of Head Masters of Higher Secondary/ Secondary Schools. All the block level functionaries were unanimously of the view that without suitable structural changes at the block level the goal of universal elementary education in the rural, desert and tribal areas of Rajasthan is going to remain a distant reality.

(C) DISTRICT LEVEL ANALYSIS

- 4.65 The information data pertaining to the two sample districts of Bundi and Nagaur were collected. The interview schedules were administered to the District Education Officers, Senior Deputy District Education Officers and the Deputy District Education Officers. On the basis of the facts and opinions obtained through information data, interview schedules, observations and discussions the position of administrative procedures and practices about elementary education in relation to its universalisation at the district level is described here.

Enrolment Strategies

- 4.66 The district level functionaries stated that the Education Department has not introduced any system of taking yearly Census of the children of age group 6-14. When annual census is not done, the identification of non-enrolled and drop-out children has not been

possible. "As regards the identification of of non-attending children, we have not evolved any scientific procedure to identify such children so far," the district level functionaries replied in response to a query in this respect. During discussions several questions were put to the district level functionaries to find out the strategies which they might have adopted for increasing the enrolment and whether they have been aware of the position of enrolment from time to time in their jurisdiction. Their replies have clearly indicated that the district level functionaries have adopted only one strategy of 'Enrolment Drive' for increasing the enrolment. The 'Enrolment Drive' has also not been monitored and evaluated properly by them. It was also noticed that the district level functionaries did not know the position of enrolment from time to time in their jurisdiction. All of them conceded that in fact several strategies are necessary to be adopted for increasing the enrolment.

Enrolment Trends

4.67 The position of enrolment of children of 6-11 age-group in the two sample districts with reference to March 1976, March 1977, March 1978 and September 1978 is given in the following table.

Table No. 16

Position of enrolment of children of 6-11 age-group in sample districts as on March 1976, March 1977, March 1978 and September, 1978

Name of District	3/76	3/77	I/D	3/78	I/D	9/78	I/D
Bundi	19357	19508	+0.78	19594	+0.44	20580	+5.03
Nagaur	56948	60926	+6.98	62114	+1.94	60324	-2.88

Symbol: I/D = Percentage increase/decrease in enrolment.

4.68 The above table reveals that in Bundi District increase in enrolment in March 1977 and March 1978 has been insignificant whereas enrolment in March 1978 has slightly decreased. The position of enrolment in September, 1978 shows increase by 5.03% but this is not a stable position because this figure pertains to September, 1978. In Nagaur district the enrolment has been continuously decreasing. The reasons for the decrease in enrolment could not be explained by the concerned District Education Officer. These trends in enrolment indicate that insignificant efforts have been made at the district level for increasing the enrolment.

Appointment of Teachers

4.69 The District Education Officers of the two sample districts stated that the existing system of transferring senior most teachers working in the Panchayat Samities against 75% of the vacancies of III grade (primary school grade) in the Education Department is not useful. The transfer of experienced teachers from Panchayat Samities to the Education Department and appointment of fresh hands in the Panchayat Samities adversely affects the quality of teachers in the Panchayat Samities. Hence this system should be discontinued and teachers from Panchayat Samities should be transferred to the Education Department only when they are promoted in the II grade (Trained Graduate Grade).

4.70 The District Education Officers also stated that the selection of teachers for the Panchayat Samities by the Rajasthan Zila Parishad and Panchayat Samities Services Selection Commission, Jaipur are made quite late and consequently temporary appointments

of teachers are made independently by the Panchayat Samities. On the other hand the District Education Officer is the appointing authority for making regular appointments to the III grade in the Education Department. Thus operation of two different agencies in a District for the appointment of III grade teachers results delay in appointments because several candidates happen to be common in the two selection lists. They, therefore, emphasised that the appointment of teachers both in the Panchayat Samities as well as in the Education Department should be made from the Merit List prepared by the District Education Officer.

School Buildings

- 4.71 The District Education Officers stated that the State Government does not provide any funds for construction of school buildings. This is the responsibility of the local village community. They also indicated that position of school buildings vary from place to place and area to area and the school building facilities are inadequate at some places.

Hostels/ Ashram Schools

- 4.72 The Education Department does not have hostels attached with the schools. The Social Welfare Department runs hostels for the children belonging to scheduled tribes and scheduled castes but they are not attached with any school. Some voluntary agencies also run hostels for children of scheduled tribes and scheduled castes and are given grant-in-aid by the Social Welfare Department. Suitable co-ordination between the Social Welfare Department and the Education Department at the district level does not exist for ensuring better administration of hostels and around educational growth of the hosteliars. No Ashram School exists in the sample districts of Bundi and Nagaur.

Scholarships and Incentives

- 4.73 The District Education Officers have accepted that the scholarships to children of scheduled castes and scheduled tribes studying in classes VI to VIII are normally disbursed in the later part of the session. Any other kind of incentive is not provided in the sample districts to the non-enrolled children for attracting them to schools. All the district level functionaries feel that if incentives in the form of free text-books, uniforms, attendance scholarships and mid-day meals are provided to the non-enrolled children belonging to poorer families, the enrolment of such children would get considerable impetus.

Furniture, Equipment and Teaching Aids

- 4.74 It has been found that the District Education Officers of the sample district neither assess the requirement of furniture, equipment and teaching-aids of the Upper Primary Schools every year nor maintain any record of the requirements sent by the schools at their own initiative. In fact the District Education Officer makes central purchases of various items of furniture, equipment and teaching-aids according to the availability of funds for Upper Primary Schools. Thereafter various items are distributed to the upper primary schools on proportional basis. The two District Education Officers were not in a position to indicate the requirement of funds for equipping all the Upper Primary Schools of their Districts with minimum furniture, equipment and teaching aids.

- 4.75 The District Education Officers assisted by the Senior Deputy District Education Officer

have not been found to be effective in supervising the primary schools run by Panchayat Samities. The enquiries have revealed that they have not made adequate and persistent efforts to prevail upon the Panchayat Samities to provide the necessary furniture, equipment and teaching aids to the rural primary schools. This is evident from the fact that the funds of Education Cess continue to be unutilised in the sample Panchayat Samities.

Fixed Contingency

- 4.76 The District Education Officers of the two sample districts have stated that the 1957 rates of Fixed Contingency are inadequate to meet the contingent expenses of the schools due to increased prices. This affects the efficiency of the schools adversely .

Stay of Teachers in Villages

- 4.77 During discussions with the district level functionaries of the two sample districts it was found that neither any record about the non-stay of headmasters and teachers in the villages is maintained at the district level nor any effort is made by them to persuade the headmasters and teachers to stay at the place of their postings. The district level functionaries accepted that several headmasters and teachers do not stay at the place of their posting which adversely affects the tone and working of the concerned schools.

Inspection and Supervision

- 4.78 A District Education Officer is expected to inspect 20% upper primary schools, 20% urban primary schools and 5% rural primary schools of his district in each academic session. A Senior

7 Deputy District Education Officer should inspect 150 primary schools at the rate of 15 primary schools per month during an academic year. A Deputy District Education Officer is supposed to inspect all the Upper Primary Schools under his jurisdiction, 30% urban primary schools and 15% rural primary schools of his jurisdiction in a year.

4.79 Bundi District has got 86 Upper Primary Schools and according to the norms the District Education Officer should have inspected 17 upper primary schools every year but he has inspected only 5 upper primary schools during 1977-78 and 8 Upper Primary Schools during 1978-79. He was also expected to inspect 41 rural primary schools out of 412 such schools in the district but he has inspected only 2 rural primary schools during 1977-78 and 3 rural primary schools during 1978-79. The Senior Deputy Education Officer inspected 53 and 65 primary schools during 1977-78 and 1978-79 respectively against the quota of 150 primary schools every year. The Deputy District Education Officers inspected the Upper Primary Schools according to the norms but the coverage of urban and rural primary schools was not adequate. Thus it is evident that the number of inspections done by the District Education Officer and Senior Deputy District Education Officer fell short of the prescribed norms.

4.80 The District Education Officer, Nagaur, according to norms, should have inspected 45 Upper Primary Schools every year whereas he has inspected only 20 Upper Primary Schools during 1977-78 and 13 Upper Primary Schools during 1978-79. The Senior Deputy District Education Officer inspected 66 Primary Schools during 1977-78 and

75 Primary Schools during 1978-79 against the norms of 150 primary schools per year. The Deputy District Education Officers inspected each Upper Primary School every year but the coverage of urban and rural primary schools was not sufficient. It is, therefore, evident that the District Education Officer and the Senior Deputy District Education Officer did not complete the quota of inspections as per the norms.

- 4.81 A study of the inspection reports of the district level functionaries revealed that they do not provide sufficient guidance to the headmasters and teachers for increasing the enrolment and for improving the quality of elementary education. The follow-up of the inspection reports is nominal. The inspecting officers do not maintain any chart indicating the frequency of detailed and surprise inspections of each school under their charge. The individual inspection report file of each school is also not maintained. The existing proforma of inspection report does not include points regarding census of children, non-enrolled children, non-attending children, drop-outs, incentives and correctness of the record of ungraded unit. The supervisory control of the District Education Officers of the sample districts over the inspections done by the Senior Deputy District Education Officer, Deputy District Education Officers and Education Extension Officers have not been effective because their inspection work was not evaluated periodically by them in terms of quantity and quality.

School Complex System

- 4.82 The number of school complexes in Bundi and Nagaur Districts are 18 and 31 respectively. These complex centres are located in Higher Secondary or Secondary Schools. The coverage of Primary and Upper Primary Schools is not cent percent. The District Education Officer does not evaluate the effectiveness of the school complexes for improving the quality of education in the affiliated upper primary schools and primary schools. During discussions it was felt that the desired seriousness to make school complex an effective media for sharing the educational know-how and physical facilities is lacking in centre schools, member schools as well in the inspecting officers.

Non-formal Education Centres

- 4.83 The scheme of non-formal education for the children of 8-14 age-group has not been started in the sample districts of Bundi and Nagaur. The concerned District Education Officers feel that non-formal education centres can be useful in enrolling the drop-outs and non-enrolled children who are unable to attend the formal schools due to economic reasons.

In-service Training of Teachers

- 4.84 The District Education Officers of the two sample districts stated that the State Institute of Educational Research and Training, Udaipur is responsible for organising in-service training programmes for the teachers of Primary and Upper Primary Schools. They admitted that the record of teachers who have received in-service

training is not maintained at the district level. Without such a record the District Education Officer is not in a position to estimate the quantum of in-service training programmes needed in his district. During discussions it was found that there exists no system to follow-up the in-service training either by the trainers or by the district level functionaries.

Co-ordination with other Agencies

- 4.85 There is no system to co-ordinate the activities of various developmental agencies with the Education Department at the district level for quantitative and qualitative improvement of elementary education in the district. However the District Education Officers feel that there is an urgent need to establish such co-ordination.

Structural Changes

- 4.86 Detailed discussions were held with the District Education Officers of two sample districts alongwith other district level functionaries about the adequacy of the existing administration of elementary education of the district level in relation to universalisation of elementary education. All of them admitted that the present district level administration does not have the required grip on elementary education in the district more particularly the elementary education under the Panchayat Samities. The District Education Officers pleaded that they are actually over-worked and have to devote most of their time to the administrative work. As such they are not in a position to devote sufficient time to the various aspects of enrolment and quality of elementary education in the district.

4.87 When the District Education Officers were asked to suggest changes in the administration of elementary education at the district level, they stated that the various tasks which are necessary for achieving the targets of universal elementary education can not be performed efficiently by the existing administrative set-up of elementary education at the district level and hence it would be appropriate if a separate District Education Officer is appointed exclusively for elementary education. They also agreed with suggestion made by the block level functionaries that a separate Block Development Officer from the cadre of Head Masters of Higher Secondary/ Secondary Schools should be appointed in each Panchayat Samiti exclusively for elementary education upto Class VIII. "Then only the District Education Officer will be able to supervise and monitor effectively and quantity and quality of elementary education under the Panchayat Samities " the two District Education Officers opined.

(D) DIVISIONAL LEVEL ANALYSIS

4.88 In order to find out the position of administration of elementary education at the Divisional Level, a study of the office of the Joint Director of Education, Jaipur was made. The Joint Director of Education, Jaipur controls the districts of Jaipur-I, Jaipur-II, Alwar, Ajmer, Bharatpur. As a result of discussions it is found that the office of the Joint Director, Jaipur has not known the position of enrolment of elementary education in its jurisdiction from time to time. The position of 'Enrolment Drive' is not monitored at the divisional level. The impact of the

Divisional Officers on the qualitative improvement of elementary education is negligible.

- 4.89 The utility of the existing administration of elementary education at Divisional level in relation to the programme of universalisation was discussed in details with the Joint Director of Education, Jaipur. The suggestions given by village, block and district level functionaries about structural changes were also discussed with him. The Joint Director of Education, Jaipur stated that the entire administrative machinery of elementary education needs overhauling and minor changes here or there would not help much. He advocated that there is an urgent need to create an independent department of elementary education from Block Level to the State Level and there is hardly any need to involve divisional level in the administration of elementary education.

(E) DIRECTORATE LEVEL ANALYSIS

- 4.90 The Officers of the Directorate dealing with elementary education are already aware of the implications of the programme of universalisation of elementary education. They have done several exercises for preparing the Sixth Five Year Plan of the State for elementary education. They conceded that at present the impact of the Directorate on the Block level administration of elementary education is negligible. They also feel that the District Education Officers are not able to exercise administrative control on quantitative and qualitative aspects of elementary education to the desired extent. Therefore, structural changes are necessary to be made at the block and the district level to gear up the administration of elementary education.

4.91 Census of children, identification of non-enrolled children, identification of drop-outs and identification of non-attending children is not done at present. These practices are essential to be introduced in the State. Periodical monitoring and evaluation of enrolment is to be improved sufficiently at all levels. The quality of elementary education is to be improved for increasing the attracting power of the schools. For all these programmes several strategies will have to be worked out and implemented vigorously at various levels. The officers at the Directorate level are convinced that the existing administrative arrangements at the Directorate level are inadequate to meet the challenge of universalisation. They have stated that there are two alternatives i.e. either to strengthen the existing administration at the Directorate or to establish a separate Directorate for Elementary Education and they would prefer the second alternative because then exclusive attention would be possible to be given to elementary education.

4.92 The administrative control of elementary education under the Panchayat Samities is with the Director, Community Development and Panchayati Raj, Jaipur and the academic control is with the Education Department. Enquiries were made in the Directorate of Community Development and Panchayati Raj, Jaipur to find out the existing position of various administrative practices. It has been found that the Directorate of Community Development and Panchayati Raj is mainly concerned with the financial management of Primary Schools under the

Panchayat Samities. The Directorate neither monitors the collection of 'Education Cess' nor persuades the Panchayat Samities to utilise the funds of the Education Cess for improving the physical conditions of the primary schools.

(F) SECRETARIATE LEVEL ANALYSIS

- 4.93 Discussions were held with the Officer-on-Special Duty, Education Department, posted in the State Secretariate at Jaipur about the administrative arrangements for elementary education at the Secretariate level. As a result of these discussions it is felt that for achieving the targets of universal elementary education much work will have to be done at the Secretariate level in regard to planning, implementation, monitoring, evaluation, follow-up and co-ordination. Hence it is necessary to strengthen the administration of elementary education in the State Secretariate by setting-up a separate Cell under the charge of an officer of the cadre of Joint Director of Education.

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CHAPTER -VFINDINGS

On the basis of the analysis of the data collected in connection with the study, the findings about the existing administration of elementary education in relation to the programme of universalisation from village level to the State Level in Rajasthan are given below.

(A) VILLAGE LEVEL

- 5.01 There is no system of taking regular annual census of the children of the age group 6-14 at the village level. In absence of the census of children, the identification of non-enrolled children and the identification of the drop-outs had not been possible. The identification of the non-attending children is also not done by the schools in a scientific manner because the Education Department has not issued any guidelines in this respect.
- 5.02 The schools are given targets for increasing the enrolment of children of 6-11 age group every year during Enrolment Drive (July to September). In absence of necessary efforts for the retention of enrolled children, the major part of the additional enrolment gradually relapses into non-attendance and finally results into drop-outs. Consequently the Enrolment Drives have not been able to increase the enrolment to the desired extent. The enrolment trends in the sample schools also indicate that appropriate efforts in a planned manner for involving the local community in increasing the enrolment are lacking at the village level.

- 5.03 Scholarships to the children belonging to scheduled tribes and scheduled castes studying in classes VI to VIII are sanctioned on monthly basis but these scholarships are disbursed to the students at the fag . end of the session which fail to serve the purpose and rather affects adversely the students belonging to poorer families.
- 5.04 Hostel facilities are normally not available in the Upper Primary Schools. Consequently students after passing class V can not avail of the facilities of upper primary education if their villages are not within the walking distance of the nearest upper primary school. In tribal areas, the number of Ashram Schools is insignificant. The number of hostels for the children belonging to scheduled castes and scheduled tribes, managed by the Social Welfare Department, is not sufficient.
- 5.05 Normally no incentive is provided to the non-enrolled children to attract them to the schools. In some villages mid-day meals are given under the CARE FEEDING PROGRAMME which help in increasing the enrolment and retaining it to some extent. In tribal areas free uniforms, free textbooks and stationery are being given under the Tribal Sub Plan. The impact of these incentives on enrolment has not been assessed but it was observed that they are useful in increasing the enrolment and retaining it to a considerable extent.
- 5.06 The local community, as expected, is responsible for providing school buildings. Exclusive dependence on the local community for this purpose does not work well at all the places, as a result of which school buildings at some places continue to be inadequate.

- 5.07 The requirement of furniture, equipment and teaching aids of the schools is not assessed every year. Adequate funds are not available in the budget for these items. The condition of furniture, equipment and teaching aids needs improvement in majority of the schools. The trend indicates that the response of the local community for providing these items to the schools is not likely to be encouraging.
- 5.08 The State Government had decided the rates of Fixed Contingency in 1957 as given in para 4.27 of this report. These rates have not been revised since then. In some districts the system of giving Fixed Contingency to schools has been discontinued due to some audit objections. In view of the tremendous increase in the prices it is felt by the schools that 1957 rates of Fixed Contingency are inadequate and need suitable revision so that day-to-day needs of the schools may be met with satisfactorily.
- 5.09 The Headmasters and teachers of several primary and upper primary schools do not reside at the places of their posting. This problem is more chronic in regard to the schools located on road-side or nearer the towns and big villages. Non stay of Headmasters and teachers at the place of their posting create the problems of late coming of teachers, truancy of teachers and disturbance in the co-curricular activities of the schools.
- 5.10 The Headmasters and teachers of primary and upper primary schools are not serious to the required extent to implementation and follow-up of the suggestions made by the inspecting officers in their inspection reports. This appears to be due to the fact that the inspecting officer i.e. Education Extension Officer

in case of primary schools and Deputy District Education Officer in the case of Upper Primary Schools is not vested with the powers either to take disciplinary action against them or to transfer them to inconvenient places.

5.11 All the primary and upper primary schools are not covered under the scheme of School Complex. The existing school complexes are not effective to the desired extent due to lack of interest on the part of the centre schools as well as the affiliated schools.

5.12 Non formal education centres are run either by the District Education Officers or by a Voluntary Organisation. About 50% enrolled children attend the centres. At the village level there is no co-ordination between the formal schools and the non formal education centres because the primary schools in the rural areas are run by the Panchayat Samities and the non formal education centres are run by another agency. The attendance, supervision and quality of education at the non-formal education centres lack regular monitoring and improvement. It was also observed that non formal education centres were not sufficient.

5.13 There is no system of co-ordination between the school functionaries at the village level and the personnel of other developmental agencies at the village level i.e. Gram-Sewak, Patwari, Vaidya, etc. for increasing the enrolment and for mobilising resources of the local community for providing physical facilities in the schools.

5.14 The existing position of elementary education under the Panchayat Samities is not satisfactory. The staff of sample schools think that either Primary Schools be taken back by the Education Department from Panchayat Samities or a separate Block Development Officer from the cadre of Education Department be appointed exclusively for elementary education. Then only the expected improvements in elementary education can take place.

(B) BLOCK LEVEL

5.15 In the absence of regular annual census of the children at village level, the position of non-enrolled and drop-out children schoolwise is not known at the block level. There being no system to identify the non-attending children in a scientific manner, the quantum of non-attending children schoolwise is also not known at the block level. In absence of these data no planned efforts are possible to be made at the block level to develop suitable strategies for increasing the general enrolment and the enrolment of girls and the children belonging to scheduled castes and scheduled tribes. For intensive efforts the identification of pockets(villages) in the Panchayat Samities having high percentage of non-enrolled and drop-out children is out of question at present.

5.16 At the block level proper monitoring and evaluation of Enrolment Drive (July to September) is not done. The position of enrolment in the schools just before the enrolment drive is not assessed at the block level. Sample checking about the correctness of reported figures of increase in enrolment during the Enrolment Drive is also not done. The enrolment trends in

sample Panchayat Samities have shown different types of fluctuations in the enrolment which indicate that the enrolment figures are more or less automatic and the Enrolment Drives have not made any significant impact on the enrolment.

5.17 Panchayat Samities do not provide scholarships or any kind of incentives to the non-enrolled children for attracting them to schools. The present manpower in the education section at the Block level office is not adequate to implement and monitor the massive programme of providing the incentives like free textbooks, uniforms, attendance scholarships etc. for the non-enrolled children.

5.18 The construction, development and maintenance of the school buildings is regarded to be the responsibility of the local community. The success in this respect mainly depends upon the initiative and the leadership of the Block Development Officer and the elected representatives of the people for Gram Panchayats and Panchayat Samities. So far no planned and systematic efforts have been made in this respect. Even the funds of the Education Cess have not been utilised by a number of Panchayat Samities for improving the school buildings.

5.19 The requirement of furniture, equipment and teaching aids in rural primary schools is not assessed annually at the Block Level. Consequently efforts to mobilise local community resources for providing these items to the schools have also not been made. Even the funds of the Education Cess have not been utilised by the concerned Panchayat Samities for providing necessary furniture, equipment and teaching aids to the schools.

- 5.20 The block level functionaries do not maintain any record of non stay of Headmasters and teachers at the places of their posting. The position of the availability of reasonable residential facilities for Headmasters and teachers in the villages is also not known to the block level administration.
- 5.21 An Education Extension Officer is expected to be on tour for 120 days and 80 nights in a year. This implies that he should conduct atleast one detailed inspection and pay atleast one surprise visit to each Primary School every year. This is not done because the Block Development Officers assign several non-educational tasks to the Education Extension Officers which take away about 50% of their time.
- 5.22 The proforma of inspection of a primary school does not include points regarding census of children, non-attending children, drop-outs, incentives, correctness of the record of ungraded unit, involvement of local community, etc. which are significant in relation to the programme of universalisation. The inspections are not done by the Education Extension Officers in a pre-planned manner. The inspection reports provide a little guidance to the school for increasing the enrolment and for improving the quality of education. The inspecting officers normally do not indicate in their inspection reports the strategies to be adopted by the schools for improving the enrolment and their retention. The inspecting officers also generally do not mention in the inspection reports whether they contacted the people of the local community during inspections for involving them in the affairs of the schools.

The follow up of the inspection reports is also nominal.

- 6.23 The Education Extension Officers are not involved in the activities of the school complex centres and as such they are not able to motivate the member primary schools to take active part in the activity of the school complex. Not all the rural primary schools have been taken under the system of school complex.
- 6.24 There is no programme of providing in-service training to teachers of primary schools at the block level. In fact the Education Extension Officers themselves need intensive training to be able to work as effective resource persons for organising in-service training for primary teachers.
- 6.25 Practically no effort is being made to link the activities of elementary education with the other developmental agencies at the block level for increasing the enrolment and for making elementary education relevant to the needs of the local community.
- 5.26 At the block level there is no co-ordination between the Panchayat Samiti and the agencies running the non-formal education centres in the villages.
- 5.27 In a Development Block all the primary schools are run by a Panchayat Samiti which is an elected body under the system of democratic decentralisation. The State Government transfers the funds on 100% grant-in-aid basis from the budget of the Education Department to the P.D.Account of the Panchayat Samiti for running the primary schools. Education

Extension Officers and ministerial staff are provided in each Panchayat Samiti. The Education Extension Officers assist the Block Development Officer in the administration of primary schools. The Education Extension Officers are also responsible for academic supervision and guidance to the primary schools under their charge. For academic matters they are responsible to the District Education Officer. In the jurisdiction of the Panchayat Samiti the upper primary schools are run directly by the Education Department through the agency of District Education Officer. And the supervisory authority for Upper Primary Schools is the Deputy District Education Officer. Thus at the stage of elementary education (classes I to VIII) administration in Rajasthan is not unified. The performance of the administration of block level for increasing the enrolment and for improving the quality of elementary education in the State since 1959 have not been satisfactory. The majority of Primary School teachers and the Education Extension Officers have been feeling dissatisfied under the Panchayat Samiti administration.

(C) DISTRICT LEVEL

- 5.28 The District Education Officer is responsible for the elementary and secondary education in the district. For supervising primary education in Panchayat Samities, he is assisted by a Senior Deputy District Education Officer who works on the staff of his office. The Deputy District Education Officer assists him for managing and supervising the urban primary schools and all the urban and rural upper primary schools of the district. As the Deputy District Education Officers were found less effective, when kept in the office of the District Education Officer,

it had been decided to create separate offices of the Deputy District Education Officers and locate them nearer to their schools in a phased manner. There is a separate office of Deputy District Education Officer(Girls) for managing and supervising the urban girls primary schools and all the urban and rural girls upper primary schools in each district. In this set-up the position of enrolment of age-group 6-14 is not encouraging in relation to the programme of universalisation because the District Education Officer is not able to concentrate properly on elementary education on account of his multifarious duties and responsibilities. At present the District Education Officer is not continuously and regularly monitoring and evaluating the position of enrolment in urban areas as well as under the various Panchayat Samities of the District.

5.29 75% of the vacancies of the III grade teachers (Primary School grade) in the Education Department are filled-in by transfer of senior most teachers working in the Panchayat Samities. Thus there is a continuous flow of primary school teachers from Panchayat Samities to the Education Department. Transfer of experienced teachers from Panchayat Samities to the Education Department and appointment of fresh hands in the Panchayat Samities adversely affect the quality of teachers in the Panchayat Samities.

5.30 The regular appointment of teachers in Panchayat Samities are made by the Rajasthan Zila Parishad and Panchayat Samiti Services Selection Commission, Jaipur. There is a time lag in the

selection of teachers by this Commission. Consequently temporary appointment of the teachers are made independently by the Panchayat Samities. The District Education Officer is the appointing authority for making regular appointment to the III grade teachers for the Education Department. Thus operation of two different agencies in a district for appointment of III grade teachers results into delay in appointments because several candidates happen to be common in the two selection lists.

5.31 The Social Welfare Department manages Hostels for the children belonging to scheduled tribes and scheduled castes but they are not attached to any school. There is no co-ordination between the Social Welfare Department and the Education Department at the district level for ensuring better administration of hostels and around educational growth of the hosteliers.

5.32 There is no system that a District Education Officer assesses the requirement of furniture, equipment and teaching aids of upper primary schools every year. The condition of furniture, equipment and teaching aids in upper primary schools need improvement but adequate budget provision is not available for recouping the deficiencies. The supervision of the primary schools run by Panchayat Samities by the district level functionaries regarding furniture, equipment and teaching aids has not been satisfactory. This is evident from the fact that the funds of the Education Cess continue to lie un-utilised in several Panchayat Samities.

5.33 The District Education Officer does not maintain any record about the non-stay of

Headmasters and Teachers at the places of their posting. They also do not make any efforts to persuade such teachers to stay at the places of their posting. This state of affairs adversely affect the tone and working of the concerned schools.

5.34 The impact of the District Education Officer on the inspecting officers of primary and upper primary schools for improving the standard of elementary education is almost insignificant. The Senior Deputy District Education Officer exclusively meant for supervising primary schools in Panchayat Samities is also not effective to the required extent because he is assigned several other administrative work by the District Education Officer.

5.35 The District Education Officer and the Senior Deputy District Education Officer do not complete the inspections of primary and upper primary schools according to the prescribed norms. Their inspection reports do not provide sufficient guidance to the Headmasters and Teachers for increasing the enrolment and for improving the quality of elementary education. The follow-up of the inspection reports is also nominal. The district level inspecting officers do not maintain individual inspections report file of the concerned schools.

5.36 The coverage of primary and upper primary schools under the system of School Complex has not been cent percent. The District Education Officer does not evaluate the effectiveness of the school complexes for improving the quality of elementary

education in the affiliated primary and upper primary schools.

- 5.37 The District Education Officer does not maintain any record of teachers of upper primary schools who have received in-service training. Without such a record the District Education Officer is not in a position to estimate the quantum of in-service training programmes needed for teachers of upper primary schools in his district. The in-service training is neither followed-up by the trainers nor by the district level functionaries.
- 5.38 At present there is no co-ordination at the district level between the Zila Parishad, District Education Officer and the various development departments and agencies for creating an appropriate climate among the masses for universalisation of elementary education.
- 5.39 The present district level administration does not have the required grip on elementary education in the district more particularly the elementary education under the Panchayat Samities. The existing administrative set-up at the district level can not perform efficiently the various tasks which are necessary for achieving the targets of universal elementary education.

(D) DIVISIONAL LEVEL

- 5.40 Rajasthan Education Department has got eight Divisional Offices. Out of these, three Divisional Offices are exclusively meant for Girls Education. The Divisional Officer is expected to work as a link between the district

level administration and the Directorate but at present he is least concerned about the quantitative and qualitative position of elementary education from district level to the village level in his jurisdiction. He only selects the Education Extension Officers according to a set criteria and places them at the disposal of concerned District Education Officers for posting. The Annual Performance Appraisal Reports of the Education Extension Officers are formally countersigned by the Divisional Officer and they are kept in his office.

(E) DIRECTORATE LEVEL

- 5.41 The Directorate of Primary & Secondary Education, Rajasthan, Bikaner has a Section under the charge of a Joint Director of Education for dealing with matters related to elementary education. This Section prepares the Five Year Plans and Annual Plans for elementary education. It also circulates enrolment targets every year worked out in the an arithmetical manner. It also deals with policy matters related to elementary education and sends necessary proposals to State Government. There is no system at the Directorate level to monitor and evaluate continuously the position of enrolment in the various districts . The statistics of enrolment are collected by the Statistics Section of the Directorate in a traditional manner. Various types of figures of enrolment are published by the Statistics Section of the Directorate every year without any explanatory analysis. There is hardly any directives flowing from the Directorate level to the district level about the strategies to be adopted for increasing the enrolment, retention of enrolment and the

qualitative improvement of elementary education. In fact the Directorate only knows the symptoms of quality and quantity of elementary education in the State but their detailed analysis, so vital for proper diagnosis of the problems of elementary education, is not known to it.

5.42 Census of children, identification of non-enrolled children, identification of drop-outs and identification of non-attending children are to be introduced in the State. Periodical monitoring and evaluation of enrolment is to be improved sufficiently at all levels. The quality of elementary education has to be improved for increasing the attracting power of the schools. For all these tasks several strategies are to be worked out and suitable directives are to be issued for their implementation from the Directorate. The existing administrative machinery for elementary education at the directorate level is lacking in adequate manpower and system for accomplishing these tasks and hence it requires considerable strengthening.

5.43 Out of 19854 primary schools in the State 17563 i.e. about 89% rural primary schools are managed by the Director, Community Development & Panchayat Raj, Jaipur. In spite of such a large number of schools functioning under the Department of Community Development & Panchayat Raj proper co-ordination does not exist between Directorate of Education, Bikaner, Directorate of Community Development & Panchayat Raj, Jaipur, Development Commissioner, Rajasthan, Jaipur and Education Commissioner, Rajasthan, Jaipur regarding administration and development of elementary education in the State.

(F) STATE LEVEL

5.44 The Education Commissioner, Rajasthan, Jaipur is the Head of the Education Department at the Secretariate level. The position of elementary education in the State is known to the State Government mainly through the Directorate of Education, Bikaner. The policies and programmes of the State Government regarding elementary education are implemented through the Director, Primary & Secondary Education, Rajasthan, Bikaner and the Director, Community Development & Panchayat Raj, Rajasthan, Jaipur. The administrative machinery in the Education Department at the Secretariate level is insufficient for effective planning, implementation, monitoring, evaluation, follow up and coordination of the various programmes of elementary education in relation to its universalisation.

CHAPTER - VI

RECOMMENDATIONS

The findings about the existing administration of elementary education from village level to State level in Rajasthan have been indicated in Chapter-V. The pointwise recommendations as emerged from the findings for strengthening and streamlining the existing administration of elementary education at various levels in Rajasthan in relation to the programme of universalisation are given below.

(A) VILLAGE LEVEL

- 6.1:1 The system of taking regular annual census of children of age-group 6-14 at the village level should be introduced so that the identification of non-enrolled children and the drop-outs is possible to be made. The Directorate of Education should develop and circulate suitable proformas for the children's census and the children's census register to be maintained by the schools. Detailed guidelines should be issued by the Directorate for using the various data of the census for increasing the enrolment.
- 6.1:2 Detailed instructions and guidelines should be issued by the Directorate of Education for the continuous identification of non-attending children in a scientific manner and about the efforts for making them regular in the schools.
- 6.1:3 The detailed job charts of the Head Masters and teachers should be developed and circulated so that the above tasks become their primary

responsibility and the attitude of the teachers also change accordingly.

6.1:4 The State Government should constitute a 'Village Education Committee' involving the local community for the universalisation of elementary education in the village. The Head Master, Gram-Sewak, Patwari, Sarpanch, etc. may be included in this committee. It may be five to seven men committee. The responsibility of this committee should be to involve and persuade the local community for spreading elementary education through formal schooling, non-formal education centres and adult education centres. The role of this committee should be to supervise and guide the programme of universalisation. This committee should make continuous efforts for changing the attitude of parents of non-enrolled children.

6.2E1 The present practice of having Enrolment Drive every year from July to September should be discontinued. Instead of restricting the efforts for increasing the enrolment from July to September, such efforts should be made by the schools throughout the session. It would be appropriate if the targets of retention are given and the performance of the Head Masters and the teachers is evaluated on this basis. In future the emphasis should be shifted from 'enrolment' to 'attendance'.

6.2:2 After detailed analysis of the villages having single teacher schools, planned efforts should be made to convert single teacher schools into double teacher schools on the basis of the potential of expected enrolment and the recommendations of the Village Education Committee and the concerned Education Extension

Officer. If necessary, the existing norms of enrolment should be relaxed.

- 6.2:3 In villages having non-formal education centres for 8-14 age-group, the enrolment in class I (ungraded unit) should be restricted to age six only. The children lesser than six should be enrolled in children's play centre and the children above six should be persuaded to join the non-formal education centre.
- 6.2:4 The instruct-ional hours in the ungraded unit should be about three hours a day. This should be done in such a way that appropriate changes in the existing teaching-learning practices are brought about so that the quality of education does not suffer.
- 6.3:1 The Directorate of Education should simplify the procedure for sanction of renewal and fresh scholarships to the students belonging to scheduled tribes and scheduled castes of classes VI to VIII so that the scholarship is disbursed to the concerned students regularly at the end of each month.
- 6.4:1 In the desert areas the villages are scattered. Since an upper primary school can not be opened in each village it is necessary that hostel facilities attached with upper primary schools at selected places are created in desert areas in a phased manner so that the facilities of upper primary education can be availed of by the children of distant villages having only a primary school. In tribal areas a large number of Ashram Schools upto class VIII should be opened so that the tribal children of small villages are able

to get facilities of Elementary Education upto class VIII.

6.5:1 Appropriate system should be developed to identify the non-enrolled children for whom incentives are necessary in view of their economic conditions. On the basis of a well defined criteria, appropriate incentives in the form of free text books, uniforms, attendance scholarships, mid day meals etc. should be provided to the needy non-enrolled children. It would be better if 'Food Packets' are given as mid-day meals.

6.6:1 The State Government/Panchayat Samiti should provide financial assistance for school buildings where mobilisation of 100% resources from local community is not feasible due to poverty.

6.7:1 As regards furniture, equipment and teaching aids dependence on the resources of the local community is not likely to work well. Hence adequate provision should be made in the budget of the Education Department for improving the existing position of furniture, equipment and teaching aids in the schools in a phased manner. Whereever the Panchayat Samiti has levied Education Cess the same can be easily depended upon for this purpose.

6.8:1 The rates of Fixed Contingency for a single-teacher primary school, a multi-teacher primary school and an upper primary school should be raised to Rs.5/-, 10/- and Rs.15/- per month respectively. The rate of fixed contingency per additional section from classes III to VIII of primary and Upper primary schools should be raised to Re.1/-

per month. The Fixed Contingency be payable for 10 months in a session. It is not necessary to keep a separate rate for a double teacher school. This revision is essential so that the day-to-day needs of the schools may be met with satisfactory. The additional expenditure on this account would be about Rs. 13.50 lac per year. (Appendix-II)

- 6.9:1 The proposed Village Education Committee should manage reasonable residential facilities for Headmaster and teachers in the village so that they may be persuaded to reside in the village.
- 6.10:1 In the job chart of the Head Masters and the teachers specific mention should be made about their responsibility to implement and follow-up the suggestions made by inspecting officers in their inspection reports for increasing the enrolment and for improving of teaching-learning practices.
- 6.11:1 The scheme of school complex should be adopted universally so that almost all the schools are covered under it. Orientation courses for the heads of centre schools should be organised so that the affiliated schools get the desired benefit of guidance and teaching aids from the centre schools for making improvements in the various school practices about teaching and testing.
- 6.12:1 The number of non-formal education centres for the children of age group 8-14 should be increased in a big way. The agency to organise the non-formal education centres and the primary/upper primary schools should be the same so that the Village Education Committee is required to deal with only one administrative agency for formal and non-formal education.

6.13:1 At the village level the proposed Village Education Committee should be made responsible for the regular co-ordination of school functionaries with the village level personnel of other developmental agencies for the development of elementary education.

6.14:1 The recommendations for changes in the administration at block level will be made under the Block Level recommendations.

(B) BLOCK LEVEL

6.15:1 There should be a system at the block level that the authorities could monitor the annual census of the children of age-group 6-14. On the basis of the data of the children's census the village-wise position of non-enrolled and drop-out children and such girls and children belonging to scheduled castes/ scheduled tribes should be worked out at the block level. This should enable the block level authorities to develop appropriate areawise strategies for increasing the general enrolment as well as the enrolment of girls and children belonging to scheduled castes/ scheduled tribes. These data will also enable the block level authorities to identify the pockets(villages) in the Panchayat Samiti where the percentage of non-enrolled children is quite high. The block level administration should plan for intensive efforts to be made in such pockets.

6.15:2 At the block level the school-wise and class-wise position of non-attending children should be analysed. The concerned Education Extension Officer should persue the schools to make the non-attending children regular.

The figures of average attendance school-wise and class-wise should be reviewed quarterly by the concerned Education Extension Officer. He should also check by surprise visits the correctness of reported figures of enrolment and average attendance. Serious view should be taken in respect of Head Masters and teachers who are found to have resorted to over-reporting of enrolment and fake average attendance.

- 6.16:1 The present practice of organising Enrolment Drive every year from July to September should be discontinued. The Block Level authorities should make efforts to increase enrolment throughout the session. They should also give targets of retention of each school. In future the emphasis should be shifted from 'enrolment' to 'attendance'. The block level authorities should issue instructions to the schools to the effect that over-reporting of enrolment or reporting of fake attendance would be liable to disciplinary action.
- 6.16:2 The block level administration should monitor and evaluate quarterly the average attendance of the children in the schools. Obviously the performance of the Head Masters and the teachers should be judged every year by the block level administration on the basis of increase in the enrolment and the extent of its retention.
- 6.17:1 In order to implement the programme of incentives properly, the present administrative machinery needs strengthening. It is proposed that one additional post of

Upper Division Clerk should be created in the Education Section of each Panchayat Samiti. It will require Rs. 1.18 lac as non-recurring expenditure and Rs. 19.32 lac as annual recurring expenditure. (Appendix-III).

6.18:1 The Block Development Officer and the elected representatives of the people for Gram Panchayats and Panchayat Samities should take due initiative for mobilising the resources of the local community for school buildings in a planned and systematic manner. The funds of the Education Cess should be fully utilised by the concerned Panchayat Samities for improving the school buildings. The Directorate of Community Development and Panchayati Raj, Jaipur should persuade the maximum number of Panchayat Samities to levy Education Cess as this would be the best and the surest method of mobilising the resources of the village community in an indirect way. The State Government should also issue suitable directives to the revenue collecting authorities to collect the Education Cess regularly.

6.19:1 The block level administration should assess the requirement of furniture, equipment and teaching aids in rural primary schools every year. The funds of the Education Cess should be fully utilised by the concerned Panchayat Samities for this purpose. Planned and systematic efforts to mobilise the local community resources for this purpose be also made by each Panchayat Samiti.

6.20:1 The block level administration should maintain the record of non-stay of headmasters and teachers at the places of their posting. They should also manage reasonable residential facilities for the headmasters and teachers

in the villages with the help of Village Education Committees. Appropriate administrative measures should be taken by the block administration to persuade the headmasters and the teachers to stay in the villages where reasonable residential facilities are available.

- 6.21:1 The State Government should issue administrative instructions to the Panchayat Samities to the effect that the Block Development Officer should not assign any other work to the Education Extension Officers to that they are able to devote full time to the various tasks related to the quantitative and qualitative improvement of elementary education. This would increase the frequency of inspections and visits by the Education Extension Officers and would also improve the quality of their inspection and supervision.
- 6.22:1 The Directorate of Education should revise the existing proformas of inspection of primary and upper primary schools. In the revised proformas points regarding census of children, non-enrolled children, non-attending children drop-outs, effectiveness of ungraded unit system, involvement of local community etc., should be included. The revised proformas should be such that the entire picture of quantitative and qualitative aspects of elementary education is fully reflected in the inspection reports.
- 6.22:2 Detailed guidelines and instructions should be issued by the Directorate of Education to the Education Extension Officers / Deputy District Education Officers about the modern techniques of planned inspection and supervision

and their effective follow-up.

- 6.22:3 The Education Extension Officer and the Deputy District Education Officer should be empowered to inflict minor penalty on the Head Masters and teachers of schools under their charge under the Classification, Control and Appeal Rules. Sufficient weightage should be given to the proposals of the Education Extension Officer for transfer of Head Masters and teachers under his charge. The Deputy District Education Officer should be empowered to transfer III grade teachers within his jurisdiction and his recommendations for the transfer of Head Masters of Upper Primary Schools should be given enough weightage by the concerned District Education Officer.
- 6.23:1 The coverage of rural primary schools under the system of School Complex should be increased to the maximum possible extent. The Education Extension Officers should be involved in the activities of the concerned School Complex centres so that they are able to motivate the member primary schools to take active part in the activities of the school complex.
- 6.24:1 Regular programme of providing in-service training to the teachers of primary schools should be organised at the block level. Necessary funds should be provided in the regular budget for this purpose. The Education Extension Officers should be given an intensive training so that they are able to work as effective resource persons for organising in-service training at the block level. The in-service training programmes of the teachers should

give due emphasis on various strategies which are necessary to be adopted for achieving the goal of universalisation.

6.25:1 The State Government should constitute a Block Co-ordination Committee for elementary education. The representatives of the Panchayat Samities, Education Department and other development agencies may be included in the Committee. The main role of this Committee should be to co-ordinate the activities of the Education Department with other development agencies for creation of a suitable climate for universalisation of elementary education in the block. This Committee should also help the Education Department in making the elementary education relevant to the needs of the village community.

6.26:1 Till one agency is made responsible for running the formal education and non-formal education in the villages, it is essential that the block level administration is involved in the supervision of non-formal education centres in its jurisdiction. Suitable co-ordination between the Panchayat Samities and the agency running the non-formal education should be established.

6.27:1 Out of 19854 primary schools in the State 17563 i.e. about 89% rural primary schools are managed by the Panchayat Samities. Various Committee reports and Study reports have clearly stated that primary education should not be continued with the Panchayat Samities. The Education Commission(1964-66) had recommended the creation of District School Boards for achieving the goals of universal elementary education. It is felt

that the existing structure of democratic decentralisation will have to be continued. It is also likely that the existing three tier system of i.e. Zila Parishad (District Level) , Panchayat Samiti (Block Level) and Gram-Panchayat (Village-Level) would continue in the State. Taking into account these realities it is obvious that the creation of independent District School Boards would not be feasible in Rajasthan. As the existing block level administration has neither been able to win the confidence of teachers and Education Extension Officers nor been able to improve quantity and quality of elementary education to the desired extent, it would be appropriate to have two independent administrative establishments at the block level i.e. one for elementary education . and the other for rest of the development programmes. One administrative unit should be headed by Block Education Officer assisted by Education Extension Officers and the necessary office staff exclusively meant for elementary education. The other administrative unit should be headed by Block Development Officer assisted by various extension officers and separate office staff for various development programmes other than elementary education. In such a set up the Block Education Officer should be of the rank of Senior Deputy District Education Officer. The rural upper primary schools should then be transferred to the Panchayat Samities and the Block Education Officer should be made responsible for managing all the rural primary and upper primary schools in a Panchayat Samiti. It would thus provide unified administration for elementary education (Classes I to VIII) in the State. The Block Education Officer

shall operate a separate P.D.Account. Necessary amendments will have to be made in the Rajasthan Panchayat Samities Zila Parishad Act, 1959. The existing offices of the Deputy District Education Officers, managing upper primary schools, will have to be abolished. This would require a major policy decision by the State Government and as such the financial implications would be worked out after this recommendation is accepted by the State Government in principle as it involves collection of several data from various sources.

(C) DISTRICT LEVEL

- 6.28:1 The Directorate of Education should issue detailed guidelines to the District Education Officers for continuous and regular monitoring and evaluation of the position of enrolment in urban areas as well as in the various Panchayat Samities of the district.
- 6.29:1 The existing system of filling in 75% vacancies of III grade teachers (Primary School Grade) in the Education Department by transfer of senior most teachers working in Panchayat Samities should be discontinued. It would be appropriate if III grade teachers of Panchayat Samities who are trained graduates are transferred to the Education Department when they are eligible for promotion to II Grade.
- 6.30:1 The existing system of recruitment of teachers for the schools under Panchayat Samities by the Rajasthan Zila Parishad and Panchayat Samiti Services Selection Commission, Rajasthan, Jaipur does not serve any useful purpose. It would be appropriate if

recruitment of teachers is made in the Panchayat Samities as well as in the Education Department from the common merit list of candidates selected by the District Education Officer according to a purely objective criteria.

- 6.31:1 The State Government should issue appropriate instructions to the Social Welfare Department for co-ordinating with the Education Department the administration of the hostels run for the children belonging to scheduled tribes and scheduled castes so that the concerned schools may be able to contribute towards the alround educational growth of the hosteliars.
- 6.32:1 The District Education Officer should assess the requirement of furniture, equipment and teaching aids in Upper Primary Schools every year. The State Government should provide adequate budget every year for this purpose. The District Education Officer should see that the Panchayat Samities provide necessary furniture, equipment and teaching aids in the rural primary schools and the concerned Panchayat Samities fully utilise the funds of the Education Cess for this purpose.
- 6.33:1 The District Education Officer should maintain the record of non-stay of headmasters and teachers at the place of their posting. They should also take suitable administrative measures to persuade the headmasters and teachers to stay in villages if modest residential facilities are available there.
- 6.34:1 The District Education Officer should not assign any other administrative work to

the Senior Deputy District Education Officer and should utilise him exclusively for supervising the elementary education under the Panchayat Samities. The District Education Officer should review the inspection reports of Senior Deputy District Education Officer, District Deputy Education Officers and the Education Extension Officers/ Sub Deputy District Education Officers so as to ensure that the quality of supervision and inspection is conducive to the improvement of quantity and quality of elementary education.

- 6.35:1 The Directorate of Education should issue instructions for strict adherence to the prescribed norms of inspections by various inspecting officers. The inspections should be done in a pre-planned manner. A system should also be introduced for the maintenance of individual inspection file of each school for effective follow-up of its inspection reports.
- 6.36:1 The District Education Officer should develop a system of evaluating the effectiveness of the School Complexes for improving the quality of elementary education in the affiliated primary and upper primary schools.
- 6.37:1 At the district level proper record should be maintained about the headmasters and teachers of upper primary schools who have received in-service training. On the basis of such a record in-service training programmes for the uncovered teachers should be planned every year. The State Government should provide adequate funds in the budget for such programme. A system to follow-up the in-service training of headmasters and teachers by the district level functionaries should also be developed.

- 6.38:1 The State Government should constitute a District Co-ordination Committee under the chairmanship of the District Development Officer (Collector). The district level representatives of the Education Department, other Development Departments and representatives of the people may be kept in this Committee. The main role of this Committee should be to arrange co-ordination between the Education Department and other development departments. This committee should also be made responsible for creation of a proper climate among the masses through the various means of mass-media in regard to the universalisation of elementary education.
- 3.39:1 As the existing administrative set up at the district level cannot perform effectively the various tasks which are necessary in relation to the programme of universalisation of elementary education, it is essential to establish a separate office of the District Education Officer for elementary education in 27 districts of the State. For this purpose a minimum staff will have to be sanctioned for each office of the District Elementary Education Officer. In addition to this, the post of Senior Deputy District Education Officer and Sub-Deputy Inspectors and other ministerial and Class IV staff working in connection with elementary education should also be transferred from the office of the present District Elementary Education Officer. The estimated non-recurring expenditure on this account would be Rs. 32.40 lac and the annual additional recurring expenditure would be Rs. 35.64 lac. (Appendix-IV).

(D) DIVISIONAL LEVEL

6.40:1 As the existing divisional offices of the Education Department in the State are least concerned about the quantitative and qualitative position of elementary education in their divisions, it would be appropriate if the divisional set up is not involved in the administration of universalisation of elementary education.

(E) DIRECTORATE LEVEL

6.41:1 The elementary education is required to be given highest priority at the Directorate level in relation to the programme of universalisation. Strengthening of the elementary section of the Directorate of Primary and Secondary Education, Rajasthan, Bikaner is not likely to yield the expected results. A separate Director of Elementary Education vested with the powers of the Head of the Department would be able to concentrate exclusively on the various tasks and problems of elementary education in relation to its universalisation. Special attention to census of children, increase in enrolment, retention of enrolment, curriculum development, improvement of text-books and teaching-learning material, teacher improvement, effective supervision and non-formal education would be possible by having a separate Directorate for Elementary Education. As the Directorate of Community Development and Panchayat Raj and Directorate of Adult Education are already at Jaipur, it would be appropriate if the Directorate of Elementary Education is also set-up at Jaipur so as to ensure proper co-ordination of elementary education with these two Directorates and also with the State Government.

6.42:1 The existing elementary section of the Directorate alongwith the ministerial staff dealing with statistics, teacher education, establishment, grant-in-aid, planning, budget and accounts etc. related to elementary education in the Directorate should be transferred to the proposed Directorate of Elementary Education. In addition to this some posts of Officers, ministerial staff and class IV servants will have to be newly created because simply bifurcating the existing Directorate would not be sufficient. The estimated non-recurring expenditure for establishment of the new Directorate would be Rs. 1.60 lac and the estimated additional annual recurring expenditure would be Rs. 4.00 lac. (Appendix-V).

6.42:2 Intensive in-service training of administrative functionaries from Block level to the Directorate level should be organised so that they are able to understand and perform the various tasks related to the universalisation of elementary education in an effective manner.

6.42:3 The proforma of Annual Performance Appraisal Reports of various administrative functionaries of elementary education should be revised by the Directorate so that they are related to their responsibilities in relation to the programme of universalisation.

(F) STATE LEVEL

6.43:1 A high power State level co-ordination Committee should be set up by the State Government under the chairmanship of the

Chief Secretary. This Committee may include Education Commissioner, Finance Commissioner, Development Commissioner, Director, Community Development and Panchayat Raj, Director of Education, Director of Adult Education, Director of Elementary Education and Director of SIERT. This Committee should be responsible for effective co-ordination between the various officers at the State level related to the administration of elementary education.

6.44:1 In order to implement the massive programme of elementary education in the State it is necessary to establish a separate cell in the Education Department at the State Secretariate. This Cell should be headed by an Officer-on-Special Duty drawn from the cadre of the Education Department. The proposed Cell should be made responsible for planning implementation, co-ordination, monitoring and evaluation of elementary education at the Secretariate level. The estimated non recurring expenditure for establishment of the proposed cell would be Rs. 0.25 lac and the estimated additional annual expenditure would be Rs. 1.25 lac. (Appendix-VI).

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APPENDIX-I

DISTRICTWISE ENROLMENT OF CHILDREN OF AGE GROUP 6 TO 14 AS ON 30.9.1977

S.No.	Name of the District	Population			Enrolment 6-14			Percentage of enrolment		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1.	Jhunjhunu	125	118	243	119778	32230	152008	95.82	27.31	62.55
2.	Kota	159	142	301	127899	47724	175623	80.43	33.60	58.34
3.	Ajmer	151	139	290	107506	49923	157429	71.19	35.91	54.28
4.	Bikaner	79	69	148	51180	25447	76627	64.78	36.87	51.77
5.	Pali	125	120	245	100163	25177	125340	80.13	20.98	51.15
6.	Alwar	190	170	360	139939	40182	180121	73.65	23.63	50.03
7.	Jaipur	345	308	653	244903	77075	321978	70.98	25.02	49.30
8.	Jodhpur	160	145	305	106832	39040	145872	66.77	26.92	47.82
9.	Ganganagar	202	176	378	123005	49561	172566	60.89	28.15	45.65
10.	Bharatpur	213	179	392	142253	35522	177775	66.78	19.84	45.35
11.	Sirohi	54	54	108	35973	11508	47481	66.61	21.31	43.96
12.	Churu	120	112	232	78850	21330	100180	65.70	19.04	43.18
13.	Sawai Madhopur	168	145	313	111208	23851	135059	66.19	16.44	43.14
14.	Dungarpur	68	72	140	45549	13727	59276	66.98	19.06	42.34
15.	Banswara	88	88	176	56698	17184	73882	64.42	19.52	41.97
16.	Udaipur	235	231	466	143507	47560	191067	61.06	20.58	41.00
17.	Bundi	62	57	119	37012	10742	47754	59.69	18.84	40.12
18.	Jhalawar	84	79	163	49633	14691	64324	59.08	18.59	39.46
19.	Tonk	85	78	163	51271	12819	64090	60.31	16.43	39.31
20.	Sikar	139	133	272	114836	24584	139420	82.61	18.48	37.47
21.	Chittorgarh	131	122	253	71676	22710	94386	54.71	18.61	37.30
22.	Nagaur	173	165	338	101529	23496	125025	58.68	14.24	36.98
23.	Shilwara	139	130	269	69591	22347	91938	50.06	17.19	31.17
24.	Jalore	90	83	173	46224	8455	54679	51.36	10.18	31.60
25.	Jaisalmer	23	20	43	9547	2647	12194	41.50	13.23	28.35
26.	Barmer	105	95	200	44224	9010	53234	42.11	9.48	26.61
Total:		3513	3230	6743	2330786	708542	3039328	66.34	21.93	45.07

(105)
APPENDIX-II

Estimated additional expenditure on account of proposed increase in rates of Fixed Contingency

School	Estimated Number	Increase per month	Additional expenditure for 10 months
Single Teacher Primary School	11000	Rs. 3.25	Rs.3,57,500
Multi-teacher Primary School	9000	Rs. 6.00	Rs.5,40,000
Upper Primary School	4500	Rs. 9.00	Rs.4,05,000
Additional Sections from III to VIII	9500	Rs. 0.50	Rs. 47,500
		Total	Rs.13,50,000

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APPENDIX-III

Estimated expenditure for 237 posts of Upper Division Clerks

Details	No. of posts	Scale No.	Provision for 12 months (in lac)
<u>Salaries</u>			
(a) <u>Pay of Establishment</u>			
Upper Division Clerk @ 570/-	237	(9)	16.21
(b) <u>Allowances</u>			
D.A.	237(60)		1.70
(c) Travelling Allowance @ Rs.400/- p.a.			
			0.94
(d) Medical Allowance @ Rs.200/- p.a.			
			0.47
			19.32
<u>Office Expenses</u>			
Furniture & Equipment @ Rs.500/-(N.P.)			1.18
			Total Rs.20.50

Summary:

Non-Recurring	Rs. 1.18 lac
Recurring	Rs.19.32 lac

APPENDIX-IVEstimated expenditure for one office of
District Elementary Education Officer

Details	No.of posts	Scale No.	Provision for 10 months (in lac)
<u>Salaries</u>			
(a) <u>Pay of Officers</u>			
District Elementary Education Officer (1150-1600) @ 1550/-	1	(22)	0.18
(b) <u>Pay of Establishment</u>			
Office Assistant (460-770) @ 710/-	1	(12)	0.09
Computer (385-650) @ 610/-	1	(9)	0.07
Steno.II (450-770) @ 710/-	1	(12)	0.09
L.D.C.(including Driver) (355-570) @ 355/-	3	(7)	0.13
Class IV Servant (240)-290) @ 240/-	3	(1)	0.09
			0.65
(c) <u>Allowances</u>			
D.A. 1(87)2(70)1(60) 3(50)3(35)			0.07
House Rent Allowance			0.15
Travelling Allowance			0.15
Medical Charges			0.10
(d) <u>Office Expenses</u>			
Recurring items			0.20
Furniture & Equipment (N.R.)			0.50
Purchase of diesel Jeep(N.R.) @ 0.60 lac.			0.60
Telephones(Two) (N.R.)			0.10
			1.87
			2.52
Grand Total for <u>One</u> District.			
<u>Summary:</u>			
Non-recurring	1.20		
Recurring	1.32		
	2.52		
<u>For 27 Districts</u>			
Non recurring	1.20x27	=	32.40
Recurring	1.32x27	=	35.64
			Grand Total Rs.68.04 lac

APPENDIX-VEstimated additional expenditure for separate
Directorate of Elementary Education

Details	No. of Posts	Scale No.	Provision for 12 months (in lac)
<u>Salaries</u>			
<u>(a) Pay of Officers</u>			
Director (1900-2200) @ 2050/-	1	(30)	0.25
Assistant Director (1000-1600) @ 1350/-	2	(21)	0.32
Research Officer (750-1350) @ 1020/-	1	(19)	0.12
Assistant Director (Statistics) (750-1350) @ 1020/-	1	(19)	0.12
Accounts Officer (750-1350) @ 1020/-	1	(19)	0.12
Total (a)			<u>0.93</u>
<u>(b) Pay of establishment</u>			
Office Superintendent-I (550-1050) @ 810/-	1	(15)	0.10
Steno-I (470-830) @ 610/-	1	(13)	0.07
Office Assistant (460-770) @ 610/-	2	(12)	0.14
U.D.C. (385-650) @ 570/-	4	(9)	0.27
L.D.C. (355-570) @ 355/-	8	(7)	0.34
Driver (355-570) @ 355/-	1	(7)	0.04
Class IV Servants (240-290) @ 240/-	10	(1)	0.29
Total (b)			<u>1.25</u>
<u>(c) Allowances</u>			
D.A. 1(27)2(87)3(100)1(80) 7(60)9(50)10(35)			0.23
Total (c)			<u>0.23</u>
Total (a)+(b)+(c) Rs.			<u>2.41</u>
Travelling Allowance @ 900/- p.a.			0.30
Medical Charges @ 600/- p.a.			0.20
<u>Office Expenses</u>			
Recurring Charges			0.45
Telephones (four) (N.R.)			0.20
Furniture & equipment (NR)			0.80
Purchase of diesel jeep (NR)			0.60
Rent for office @ 2000/-			0.24
House Rent & City Allowance			0.40
Grand Total			<u>5.60</u>
<u>Summary:</u>			
Non-recurring	Rs. 1.60 lac		
Recurring	Rs. 4.00 lac		
	<u>Rs. 5.60 lac</u>		

APPENDIX-VI

Estimated expenditure for Elementary
Education Cell in the Secretariate at Jaipur

Details	No.of Posts	Scale No.	Provision for 12 months (in lac)
<u>Salaries</u>			
<u>(a) Pay of Officers</u>			
Officer-on-Special Duty (1550-1700)@ 1830/-	1	(26)	0.22
Statistical Officer (650-1250) @ 1070/-	1	(18)	0.13
Assistant Accounts Officer(620-1100)@ 985/-	1	(17)	0.12
Total (a)			0.47
<u>(b) Pay of Establishment</u>			
Steno-I (470-830) @ 610/-	1	(13)	0.07
Office Assistant (460-770) @ 610/-	1	(12)	0.07
L.D.C. (355-570) @ 355/-	3	(7)	0.12
Class IV Servants (240-290)@ 240/-	3	(1)	0.09
Total (b)			0.35
<u>(c) Allowances</u>			
D.A. 1(87)1(110)1(100) 2(60)3(50) 3(35)			0.08
House Rent & City Allowance			0.16
Total (c)			0.24
Total (a)+(b)+(c)			1.06
Travelling Allowance			0.08
Medical Charges			0.03
<u>Office Expenses</u>			
Recurring Charges			0.08
Furniture & equipment (NR)			0.15
Telephones(two) (NR)			0.10
Grand Total			Rs.1.50

Summary:

Non-recurring Rs. 0.25 lac

Recurring

Rs. 1.25

Rs. 1.50

Sub. National Systems Unit,
National Institute of Education
Planning and Administration
17-B, SriAurobindo Marg, New Delhi
DOC. No. ...
Date: ...