



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

**Report of the
Comptroller and Auditor General of India
on
School Education in the State**



**Government of Odisha
School & Mass Education Department
Report No. 5 of 2025
(Performance Audit - Civil)**

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Preface

This Report for the period ended March 2023 has been prepared for submission to the Governor of Odisha under Article 151 of the Constitution of India for being laid before the State Legislature.

This Report contains significant results of Performance Audit on 'School Education in the State', relating to School and Mass Education Department, Government of Odisha.

The instances mentioned in this Report are those which came to notice in the course of test audit for the financial years from 2018-19 to 2022-23.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

Executive Summary

About the Report

Article 21-A of the Constitution of India guarantees the Right to Education as a fundamental right. The Right of Children to Free and Compulsory Education (RTE) Act, 2009, was enacted by the Parliament and is effective from April 2010. The Act entitles all children between the age of 6-14 years to free and compulsory admission and completion of elementary education. The Global Education Development Agenda, reflected in Goal 4 of the 2030 Agenda for Sustainable Development, adopted by India in 2015, seeks to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all” by 2030. The Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Centrally Sponsored Scheme on Teacher Education (CSSTE) were the three major school education development programmes launched by the Government of India (GoI). In April 2018, the GoI introduced the ‘Samagra Shiksha Scheme’ subsuming all three schemes viz., SSA, RMSA and CSSTE. The Scheme envisions inclusive and equitable quality education from pre-school to Senior Secondary stages. It also aims at bridging social and gender gaps in school education by ensuring equity and inclusion at all levels of school education.

Why did we take up this Audit?

In the above background, a Performance Audit on School Education was conducted in the State. The Performance Audit was carried out between April 2023 and December 2023. The coverage of the audit was from 2018-19 to 2022-23 to assess whether universal access to school education was made available to all children, quality of education was ensured at all learning levels and monitoring and evaluation of varied aspects of implementation were effective in bringing timely corrective measures.

Major Audit Findings

Audit noticed that the objective of the universal access to school education was not achieved in the State due to dropout of students at different levels of education. There was improvement in infrastructure facilities in Government schools, but large number of schools were still functioning without the prescribed infrastructure. Teachers, who play a pivotal role in the schooling system, were not available in schools according to norms, hampering the quality of education in Government and Government aided schools. The broad findings of the Performance Audit are summarised below:

- Planning was not participatory and bottoms-up. The district level planning team had not been constituted in any of the sampled districts and none of the sampled blocks had constituted block level planning team.
- The budget provisions and expenditure made by the School and Mass Education (SME) Department showed persistent savings and surrender of funds, ranging from 5 per cent (2022-23) to 18 per cent (2021-22) with overall savings/ surrender of 12 per cent during 2018-23. The utilisation of funds ranged between 44 and 50 per cent under Samagra Shiksha Scheme.

- Gross Enrolment Ratio in Secondary and Higher Secondary levels declined in the State compared to rise at the National level, so did the Net Enrolment Rate compared to the National level. The Transition rate from Secondary to Higher Secondary level declined compared to rise at National level during 2018-19 to 2022-23.
- From the data furnished by the District Project Coordinators (DPCs) of six test-checked districts, Audit noticed that 16,410 Children with Special Needs (CwSN) were eligible for Transport and Escort allowances during 2018-23. However, 380 (2.3 *per cent*) eligible CwSNs in three sampled districts were deprived of this benefit, as the DPCs had transferred the allowances to dormant/ wrong bank accounts of CwSN/ parents.
- 10 sampled Block Education Officers (BEOs) had identified 1,458 CwSN through medical assessment camps during 2018-23, who required assistive aids and appliances. However, 311 (21 *per cent*) identified CwSNs were not provided with such devices during 2018-23.
- In 13 to 26 *per cent* schools, ramp facilities did not exist while 31 to 44 *per cent* schools lacked CwSN friendly toilet facilities during 2018-23.
- The State had made provision for imparting self-defence trainings to girls of 22,237 to 21,956 schools, during 2018-23. However, only 3,363 to 21,943 schools were actually provided with funds for conducting these self-defence classes, resulting in shortfall in provision of funds in 13 to 19,260 schools.
- The Department could not ensure availability of prescribed infrastructure in Government and Government aided schools. Large number of schools were functioning without conforming to the infrastructure norms, as on March 2023.
- Adverse Student-Classroom Ratio (SCR) was noticed in 5,443 (12 *per cent*), 5,603 (24 *per cent*), 3,725 (42 *per cent*) and 681 (57 *per cent*) schools for Primary, Upper Primary, Secondary and Higher Secondary classes respectively in the State. In 44 (46 *per cent*) test-checked schools, adverse SCR was noticed during 2022-23. In 18 (23 *per cent*) test-checked schools, single classroom was used for multiple classes. In 41 (43 *per cent*) test-checked schools, the students were found sitting on the floor due to absence of furniture.
- Audit noticed 21,958 (48 *per cent*), 10,022 (43 *per cent*), 896 (10 *per cent*) and 527 (89 *per cent*) schools of the State had adverse Pupil-Teacher Ratio (PTR) in Primary, Upper Primary, Secondary and Higher Secondary classes, respectively.
- Vocational Education (VE) was introduced in a limited manner. Against the target to cover 877 Secondary and Higher Secondary schools for VE during 2018-23, the Department introduced VE in 646 schools. Besides, 113 Secondary and Higher Secondary schools running vocational education did not have functional laboratory facilities.
- 3.51 lakh eligible students were deprived of the benefit of free uniforms in the State during 2018-23. In 71 test-checked schools, uniforms were

distributed to students with delays ranging between one and 520 days during 2018-23.

- In 23 to 37 test-checked schools, books were distributed to students with delays ranging between four and 417 days during 2018-23. In 46 test-checked schools, 4,249 students had not been provided with books.
- 1.73 lakh (*six per cent*) students were deprived of bicycle incentives in the State. Audit also noticed this issue during test-check of 42 schools wherein 1,671 students (*11 per cent*) were deprived of the benefit during 2018-23.
- There was shortfall in review of the progress of the implementation of Samagra Shiksha Scheme by the Executive Committee, during 2018-23.
- In 14 out of 77 sampled schools, the School Management Committees were functioning with members ranging from 10 to 18, against the requirement of 19 members.
- The State had not constituted the Research Approval Committee for approving research and evaluation studies for assessment of the impact of the Scheme.

What do we recommend?

It is recommended that:

- 1. The perspective and annual plans should be formulated with active participation of the local communities and stakeholders for proper assessment and fulfilment of local educational needs.***
- 2. In view of large scale shortages in teaching staff and deficiencies in physical infrastructure in schools, the budgetary outlay for school education may be increased appropriately for the all-round development of school education.***
- 3. Efficient utilisation of allocated funds may be ensured to deliver the educational needs of the students to the best extent.***
- 4. GER and NER, being the critical indicators of percentage of population enrolled in a particular level of education, should be assessed based on actual age-wise population, through household survey.***
- 5. The reasons for decline in GER and NER should be clearly identified and corrective measures should be taken not only to arrest the decline, but also to improve GER and NER in order to ensure access to education for all.***
- 6. The reasons for drop in transition of students from secondary to higher secondary level should be identified, the higher secondary schooling facilities should be improved for smooth transition and the socio-economic issues should be addressed by introducing suitable interventions.***
- 7. Intervention programmes like awareness campaigns and counselling should be undertaken extensively to address high percentage of drop***

- out of children. Also, measures for improvement in quality of education need to be taken.*
- 8. The fall in the enrolment numbers across different grades of school education should be analysed and corrective measures be taken.*
 - 9. The habitation-wise school mapping should be done in a periodical manner and schooling facilities should be improved to meet the neighbourhood schooling norms.*
 - 10. The Department should ensure accurate data collection through surveys mandated under the RTE Act and Samagra Shiksha Scheme for effective policy formulation, so that Out of School Children can be identified and mainstreamed to fulfil the objective of Universal Education.*
 - 11. The Department should create widespread awareness and frame effective monitoring mechanism to ensure timely transfer of allowances to the eligible CwSN.*
 - 12. Steps should be taken by the State Government to ensure CwSN friendly infrastructure in schools to enable them to have equal access to quality education.*
 - 13. Adequate monitoring and need-based intervention towards larger retention of CwSN in school education needs to be properly addressed at different levels of implementation.*
 - 14. Infrastructure facilities in schools, being an essential requirement for effective teaching-learning, should be properly assessed and construction constraints resolved effectively for completion of infrastructure works in time.*
 - 15. The ICT needs of schools in terms of infrastructure and human resources should be ensured to enhance the students' learning outcomes and enable them to gain from benefits of digital technology.*
 - 16. Progress of infrastructure projects should be monitored effectively to ensure timely completion of projects and delivery of benefit to the students.*
 - 17. The Department may take steps to maintain the normative Pupil-Teacher Ratio by engaging additional teachers in the schools experiencing shortfalls.*
 - 18. The Department may rationalise deployment of teachers based on the enrolment of students, by withdrawing teachers from schools having excess teachers and posting them in schools experiencing shortages.*
 - 19. The Department may strengthen capacity of the teacher training institutes along with creating awareness regarding relevance of training by providing adequate resources and monitoring their functions.*
 - 20. Immediate steps need to be taken for formulation of State Curriculum Framework in line with the pronouncements made in the National Education Policy, 2020.*

- 21. Vocational education in the State may be revamped by providing adequate resources in terms of instructors, tools and equipment in the laboratories, as well as introducing new subjects and establishing linkages to enhance student employability.*
- 22. Specific timelines should be set for placement of indents by the Department as well as for supply of books by the supplying agencies, and penalty should be levied in case of non-adherence.*
- 23. The communication and awareness measures should be carried out effectively to sensitise the Weaker Sections and Disadvantaged Groups about the provisions of the RTE Act to enable their children to avail the right to free education in the neighbourhood schools.*
- 24. The State and district level monitoring bodies should actively review the programme implementation and carry out corrective measures for improvement in school education.*
- 25. The Department may ensure that inspections by district and block level authorities are increased to the level as stipulated. Representatives of all the stakeholders should be included in the School Management Committees and the Committees should remain engaged with the issues relevant to the development of schools.*

Chapter 1

Introduction

Chapter 1**Introduction****1.1 Introduction**

“A child without education is like a bird without wings.” —Tibetan Proverb

Universal access to quality education is the key to economic growth, social justice and equality. Education opens up opportunities, empowers people with skills and knowledge and enhances efficiency and quality of life which, in turn, acts as the basis for sustained economic growth. Article 21-A of the Constitution of India guarantees, the Right to Education as a fundamental right. Accordingly, the Right of Children to Free and Compulsory Education (RTE) Act, 2009, was enacted by the Parliament and made effective from April 2010. The Act entitles all children between the age of 6-14 years to free and compulsory admission, attendance and completion of elementary education.

The global education development agenda, reflected in Goal 4 (SDG-4) of the 2030 Agenda for Sustainable Development, adopted by India in 2015, seeks to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all” by 2030. The Goal SDG 4.1 states, “by 2030, ensure that all boys and girls complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes”. SDG 4.5 states, “by 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous people and children in vulnerable situations”.

Successive Governments at the Centre have initiated a wide range of programmes/ schemes in association with the Governments of the States/ Union Territories for educational development. Centrally Sponsored Schemes like Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and the Centrally Sponsored Scheme for Restructuring and Reorganisation of Teacher Education (CSSTE) were the three major educational development programmes of the Ministry of Education, Government of India, implemented in partnership with States /UTs.

Under SSA, the Programme for Universalisation of Elementary Education (Grades I-VIII) was implemented in alignment with the provisions of the RTE Act to ensure universal access and retention, bridging gender and social gaps in education and enhancement of learning levels of children.

RMSA was introduced to enhance access to and improve the quality of secondary education (Grades IX and X with certain components for Grades IX to XII).

CSSTE aimed to provide infrastructural and institutional support to Government Teacher Education Institutions (TEIs) for teachers’ education/ training. The common objectives of all the schemes were to enhance access through the expansion of quality school education; promote equity through inclusion of disadvantaged groups and weaker sections and improve the quality of education for all.

In April 2018, the Government of India (GoI) introduced Samagra Shiksha, an integrated Scheme for School Education, subsuming SSA, RMSA and CSST. Samagra Shiksha envisions inclusive and equitable quality education from Pre-school to Senior Secondary stages, in line with SDG 4 on education. The main outcomes of the Scheme are envisaged as universal access, equity and quality, promoting vocational education and strengthening TEIs. Samagra Shiksha Scheme aims to ensure that all children have access to equitable and inclusive classroom environment by taking care of their diverse background, multilingual needs and making them active participants in the learning process. It also aims at bridging social and gender gaps in school education by ensuring equity and inclusion at all levels of school education.

1.1.1 Organisational structure of School and Mass Education Department

The School and Mass Education (SME) Department, headed by a Secretary is responsible for overall administration of Elementary, Secondary and Higher Secondary education in Odisha, with the assistance of the Directorate of Elementary Education, Directorate of Secondary Education and Directorate of Higher Secondary Education. The District Education Officers (DEOs) and Block Education Officers (BEOs) are the district and block level administrative units for management of school education in the State. The Directorate of Teacher Education and State Council of Education, Research and Training (SCERT) and the Text Book Production and Marketing (TBP&M) provide academic and resource support through improvement of syllabus, teachers' education, production and distribution of text books. Besides, other independent bodies/ authorities *i.e.* Odisha School Education Programme Authority¹ (OSEPA), Odisha Adarsha Vidyalaya Sangathan (OAVS), Mo School, Board of Secondary Education (BSE) and Council of Higher Secondary Education (CHSE) are functioning under the Department to regulate, control and develop school education in the State.

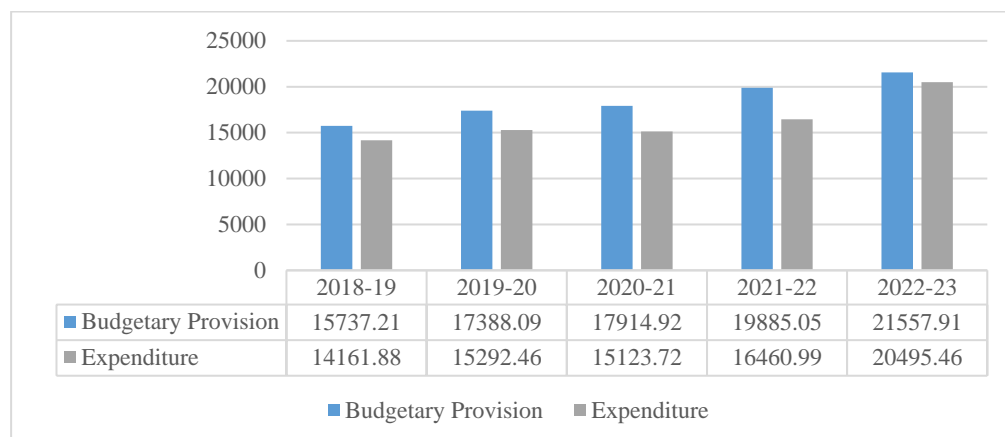
OSEPA acts as the nodal implementing agency for School Education programmes in Odisha. The functioning of the OSEPA is regulated by a Governing Body, headed by a President², responsible for issuing policy guidance. The Executive Committee (EC), responsible for implementation of schemes and programmes, entrusted to OSEPA for execution, is headed by the Chief Secretary, as the Chairperson and the Secretary of the SME Department as the Vice Chairperson. The State Project Director (SPD) is the Chief Executive of OSEPA, who is responsible for its day to day functioning. The field formation of OSEPA comprises of District Project Office in each district headed by the District Collector, supported by the DEOs, District Project Co-ordinators (DPCs) responsible for the implementation of programmes in their respective districts. At the Block level, the affairs are managed by BEOs and Block Resource Centre Coordinators (BRCCs).

1.1.2 Trends in expenditure on school education in the State

The budgetary provisions for the SME Department *vis-à-vis* actual expenditure in the FYs from 2018-19 to 2022-23, are presented in **Chart 1.1**.

¹ A registered society, functions under the administrative control of the SME Department

² Chief Minister, Odisha

Chart 1.1 Budgetary provision vis-a-vis actual expenditure*(Figures ₹ in crore)*

(Source: Appropriation Accounts of respective years of the State and information furnished by SME Department, Government of Odisha)

Detailed analysis of the budget and expenditure of the SME Department has been discussed in **Chapter 2** (Planning and Financial Management) of this Report.

1.2 Audit objectives

The objectives of the Performance Audit were to analyse whether:

- the plan and interventions along with the measures towards implementation were effective in ensuring universal access to quality education.
- the learning environment including institutional infrastructure, learning resources, aid and interventions was adequate and effective in serving the quality educational and aspirational needs of the students.
- the monitoring and evaluation of varied aspects of implementation were effective in bringing timely corrective measures.

1.3 Audit criteria

The Performance Audit findings were benchmarked against criteria derived from the following sources:

- RTE Act 2009, Odisha RTE Rules, 2010
- Guidelines and Implementation Framework of RMSA and Samagra Shiksha, issued by GoI
- Manual of Financial Management and Procurement of Samagra Shiksha Scheme
- Annual Work Plan and Budgets of Samagra Shiksha
- National Education Policy, 2020
- Notifications of National Council of Teacher Education
- Orders and circulars issued by Government of India and Government of Odisha
- Odisha General Financial Rules, 1979 (corrected up to August 2000)

1.4 Scope and methodology of Audit

The Performance Audit was conducted between April 2023 and December 2023, covering the years from 2018-19 to 2022-23. The audit exercise involved examination of records/ database of the SME Department, OSEPA, SCERT, CHSE and BSE, at the State level. At the district level, Audit examined records of the DEOs, DPCs, District Welfare Officers (DWOs) and District Institute of Education and Training (DIET) of six districts, selected through stratified random sampling, on the basis of district-wise SC/ ST population and literacy level of each of the 30 districts of the State. From each of the sampled districts, two BEOs were selected, adopting similar methodology. Under each sampled BEO, nine schools, imparting primary, upper primary, secondary and higher secondary classes were selected on basis of random sampling. The sampled schools under each BEO included one private unaided school.

Table 1.1: Details of sampled districts, blocks and schools covered under audit

Sl. No.	Sampled District	Sampled Block	No. of schools
1	Bhadrak	1. Bhandaripokhari	Nine schools under each Block
		2. Bonth	
2	Koraput	3. Boipariguda	
		4. Semiliguda	
3	Nabarangpur	5. Kosagumuda	
		6. Nandahandi	
4	Nuapada	7. Komna	
		8. Nuapada	
5	Sambalpur	9. Bamra	
		10. Maneswar	
6	Subarnapur	11. Birmaharajpur	
		12. Ullunda	
Total	Total sampled districts - 6	Total sampled BEOs - 12	Total sampled schools - 108

Apart from examination of records, Audit conducted Joint Physical Inspection (JPI) of infrastructure, along with the officials of the sampled units concerned and obtained photographic as well as audio and video evidences, wherever required. In order to assess satisfaction level of the stakeholders and effectiveness of education imparted, Audit conducted beneficiary survey of 608 students/ parents and learning outcome test of 636 students.

The Audit objectives, criteria, scope and methodology of the Performance Audit were shared with the Commissioner-cum-Secretary, SME Department in an Entry Conference, held on 17 April 2023. The SME Department was requested several times for conduct of Exit Conference, but no response was received (February 2025). Replies of the Department, wherever received, have been incorporated appropriately in the Report.

Chapter 2

Planning and

Financial Management

Chapter 2

Planning and Financial Management

This Chapter focuses on the process of Planning and efficiency in Financial Management. The process of planning and elements to be considered therein need to be in consonance with the guidelines of the Samagra Shiksha Implementation Framework (SSIF) to achieve universalisation of education within the stipulated time frame. The available financial resources as well as their efficient utilisation have been examined in Audit. The audit findings along with conclusions are outlined below:

- The School and Mass Education Department had not prepared the Perspective Plan for the period 2018-20. The Perspective Plans for the years 2020-21 onwards had primarily used the Unified District Information System for Education (UDISE)+ data sources relating to schools, student's enrolment, infrastructure and teachers, instead of following a bottom-up approach *i.e.*, through household surveys.
- School Management Committees (SMCs)/ School Management and Development Committees (SMDCs) had not been constituted in seven out of 85 sampled Government and Government-aided schools during 2018-23. Thirty-eight schools had not prepared School Development Plans, despite constitution of SMCs and SMDCs. Apart from this, district level planning team had not been constituted in any of the sampled districts and none of the sampled blocks had constituted the block level planning team, as of March 2023. Thus, the process of planning was not bottom-up despite being envisaged in the SSIF.
- Spending by the State on education ranged between 3.50 (2018-19) and 3.27 (2022-23) *per cent* of the GSDP for 2018-23, against the recommendation made in the National Education Policy (1968) to spend at least 6 *per cent* of GSDP.
- The Department surrendered ₹ 1,159.31 crore in FY 2019-22, from the budgetary allocation made for the capital expenditure. This is indicative of inability of the Department to create tangible educational assets, despite existence of damaged infrastructure in large number of schools in the sampled districts.

Paragraphs 14.3, 14.4 and 14.5 of the Samagra Shiksha Implementation Framework (SSIF) envisage planning as a continuous process that helps to reach a particular goal or objective in the shortest and the best possible way. This process of planning includes long-term perspective plans and annual plans for universalisation of education within the stipulated time frame. The planning process should be bottom-up, participatory, beginning with the

formation of a core planning team at different levels and development of plans after assessing the local specificity and educational needs and aspirations of the people based on consultative meetings and interaction with the community and target groups.

2.1 Deficiencies in Planning

2.1.1 Non-preparation of Perspective Plan at State level

The SSIF stipulates that there would be a State component plan, both perspective and annual for universalisation of education within the stipulated time frame. Each district shall be required to prepare a perspective plan (for three to five years) based on data collected through household surveys. Keeping in view the Perspective Plan, the Annual Work Plan & Budget (AWP&B) is to be prepared for assessment of the situation and identification of strategies for achieving the goals of the scheme. The district plans would be consolidated at the State level.

Audit noticed that while the State had not prepared the Perspective Plan for the period 2018-20, a State Perspective Plan for 2021-22 to 2025-26 had been prepared but only for Elementary and Secondary educations. In the preparation of the State Perspective Plans, the State had primarily used the UDISE+ data sources relating to schools, student's enrolment, infrastructure and teachers, instead of a bottom-up approach. The Department did not ensure the preparation of district plans through household surveys and consolidation of the same for the preparation of the integrated State Perspective Plan. As such, the long-term goal and specificity of the districts had not been taken into consideration in formulation of the State Perspective Plan. Instead, the State had used the UDISE+ data, which was not consistent with the actual status of infrastructure, as discussed in **Chapter 5** of this Report.

The Department stated (October 2024) that it was not possible to use household data, and therefore UDISE+ data had been used in preparation of the State Perspective Plan. The reply is not acceptable since the data of only existing schools was captured in UDISE+ which helped in identifying deficiencies in existing schools, but the assessment for educational needs and aspirations of the local population was not captured in UDISE+.

2.1.2 Absence of participatory and bottom-up planning

SSIF stipulates participatory and bottom-up planning to reflect the local specificity, educational needs and aspirations of the people. As per Paragraphs 14.2, 14.16 and 14.17 of the SSIF, the School Management Committee (SMC)/ School Management and Development Committee (SMDC) shall in collaboration with the community, PRI members and other stakeholders prepare the School Development Plan (SDP) annually. The BEO shall also facilitate preparation of this SDP. The district and block planning team, in turn, shall review all the SDPs, prioritise them and consolidate the school/habitation plan at the district level into an AWP&B. The district plans shall be considered at the State level for formulation of the Integrated State Consolidated Plan for Samagra Shiksha.

In this context, Audit noticed that:

- In seven out of 85 sampled Government and Government-aided schools³, SMCs/ SMDCs had not been constituted during 2018-23.
- The district level planning team had not been constituted in any of the sampled districts and none of the sampled blocks had constituted the block level planning team, as of March 2023.
- Of the 78 sampled schools, in which SMCs/ SMDCs were constituted, 38 (49 *per cent*) schools had not prepared SDP for 2018-23, 28 schools had prepared SDP for periods ranging from one to four years. Only 12 schools had prepared SDPs for 2018-23 and submitted to the BEOs for consolidation and review.
- The BEOs did not have records and reports in support of preparation and submission of SDPs by the schools and compilation of SDP at Block level. The BEOs merely issued instructions to the schools for preparation of SDP, but did not ensure its preparation by them or its compilation at the block level.
- Two sampled schools, (i) Project Upper Primary School, Pandriguda, identified the need for a dining hall, approach road, boundary wall in their SDPs (2021-22) and (ii) Project Upper Primary School, Banaguda identified the need for construction of complete boundary wall in their SDP (2021-22). However, these gaps had not been addressed as of March 2023. This was indicative of the fact that the needs and requirements at the ground level were not being considered during the planning process.

Thus, the educational needs and concerns of the local stakeholders were not taken into consideration in formulation of the district and State plans.

The Department did not offer (October 2024) any views on constitution of SMC/ SMDC, block and district level planning teams. It, however, stated that, about 95.63 *per cent* schools had prepared SDP during 2024-25. The reply is not acceptable because SDP provides requirements at school level and compilation of all SDPs at the block and district levels is equally important for formulation of 'Integrated State Consolidated Plan' to reflect the local specificity and needs.

2.1.3 Non-preparation of School Safety Plan

In pursuance of the direction of the Hon'ble Supreme Court of India, SME Department issued (February 2018) Plan of Action to all DEOs for preparation of the School Disaster Management Plan (SDMP) and School Safety Plan (SSP) for ensuring security and safety of children in all categories⁴ of Elementary and Secondary schools. As per the modalities, the SMCs/ SMDCs in Government and Government-aided schools and the management of the


³ Excluding test-checked 12 Private un-aided schools, 10 Government aided Higher Secondary schools and one non-functional school. The guidelines (October 2022) of the Director of Higher Secondary Education, SME Department, stipulated constitution of SMDC in all Government Higher Secondary schools

⁴ Government, Government aided, Private and Special category

Private unaided schools shall prepare the SSPs. The DEOs shall monitor the process to ensure timely preparation of the SSPs and their implementation. The State Advisory Council (December 2015) constituted under the RTE Act, advised the Government to ensure fire safety measures in all schools.

Audit noticed that out of 64⁵ sampled schools, only 14 (22 *per cent*) schools had prepared SSPs. The norms of school safety measures were not adhered to by most of the sampled schools, as discussed below:

- The DPC conducted structural audit of school buildings in 14 sampled schools only, including 12 schools which had prepared SSPs. Students in the sampled schools continued their classes in unsafe/damaged classrooms, as shown in **Pictures 2.1** and **2.2** and discussed in **Chapter 5** of this Report.

	
<p><i>Picture 2.1 (photograph taken on 09.09.2023)</i></p>	<p><i>Picture 2.2 (Photograph taken on 08.11.2023)</i></p>
<p><i>Maa Saraswati Shishu Mandir, Gorposh where classrooms were situated on the 1st floor of the building and the children had to climb the open staircase made of iron bars, to reach the classes.</i></p>	<p><i>Dilapidated ceiling of classroom used for teaching children of Class V in Government Upper Primary School, Bharuamunda, Komna Block of Nuapada.</i></p>

- 08 (12 *per cent*) schools did not have functional fire extinguishers.
- 20 (31 *per cent*) schools did not have Safety Guidelines Display Board for the students for acquainting them about the fire safety measures.
- In 47 (73 *per cent*) schools, teachers had not undergone training on disaster management.
- 35 (55 *per cent*) schools had not adopted CCTV surveillances measures for the safety of the students.

Thus, the State and the district authorities had failed to ensure preparation and implementation of school safety plans and measures for the safety of the students.

The Department accepted the fact and stated that (October 2024) 95.63 *per cent* schools had prepared School Safety Plans, 87 *per cent* schools had completed structural audit and 97.14 *per cent* schools had complied with fire extinguisher norms, during 2024.

⁵ Test-checked Government, Government aided and Private schools (Elementary and Secondary schools).

Recommendation 2.1

The perspective and annual plans should be formulated with active participation of the local communities and stakeholders for proper assessment and fulfilment of local educational needs.

2.2 Financial Management**2.2.1 Public spending on education vis-a-vis Gross State Domestic Product (GSDP)**

National Education Policy (1986) recommended spending at least 6 per cent of the GDP on Education. Paragraph 26.2 of NEP (2020) also envisaged increasing the public investment on Education Sector to 6 per cent of GDP at the earliest by the Centre and the States working together.

Audit noticed that the public spending by the State on education⁶ ranged between 3.50 (2018-19) and 3.27 (2022-23) per cent of the GSDP during 2018-23. The percentage of spending gradually declined during 2020-23. Thus, the State had not reached the target for public spending on education recommended in the NEP in any of these years. The details are given in **Table 2.1**.

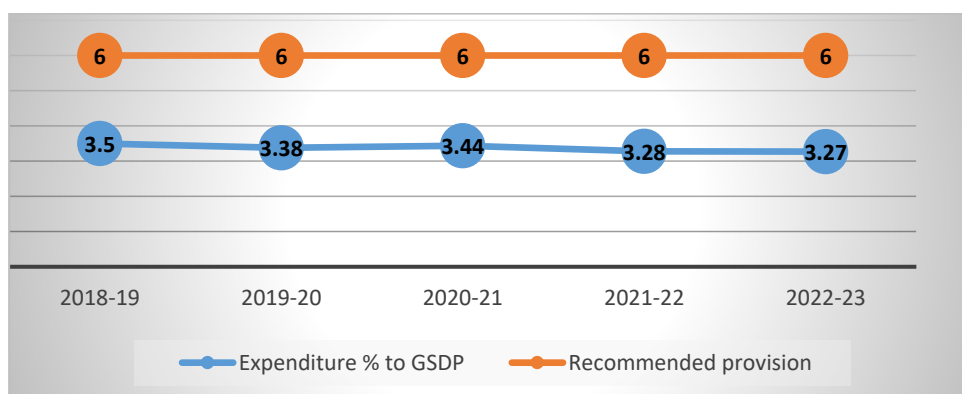
Table 2.1: Expenditure in the education sector in comparison to the GSDP during the FYs 2018-19 to 2022-23

Year	Odisha GDP (₹ in crore)	Expenditure under education (₹ in crore)	Percentage of Expenditure to GSDP
2018-19	4,98,576	17,471.31	3.50
2019-20	5,46,413	18,469.10	3.38
2020-21	5,42,889	18,671.13	3.44
2021-22	6,38,342	20,923.65	3.28
2022-23	7,74,869	25,329.69	3.27

(Source: State Finances Audit Report and Finance Account)

The percentage of spending on education to GSDP vis-à-vis the stipulation made in the NEP, is shown in **Chart 2.1**.

Chart 2.1: Percentage of expenditure on education to GSDP against recommendation of NEP



(Source: State Finances Audit Report and Finance Account)

⁶ Education includes (i) General Education (ii) Technical Education and (iii) Medical Education

2.2.2 Declining share of the budget of the SME Department in the budget provision of the State

During 2018-19, the budget provision of the SME Department was ₹15,737 crore, which was increased to ₹21,558 crore during 2022-23. Although there was an increase in the absolute figures of the Department's budget provision, the percentage of its share in the overall budget provision of the State had declined consistently from 11.61 per cent in 2018-19 to 9.64 per cent in 2022-23, as summarised in **Table 2.2**.

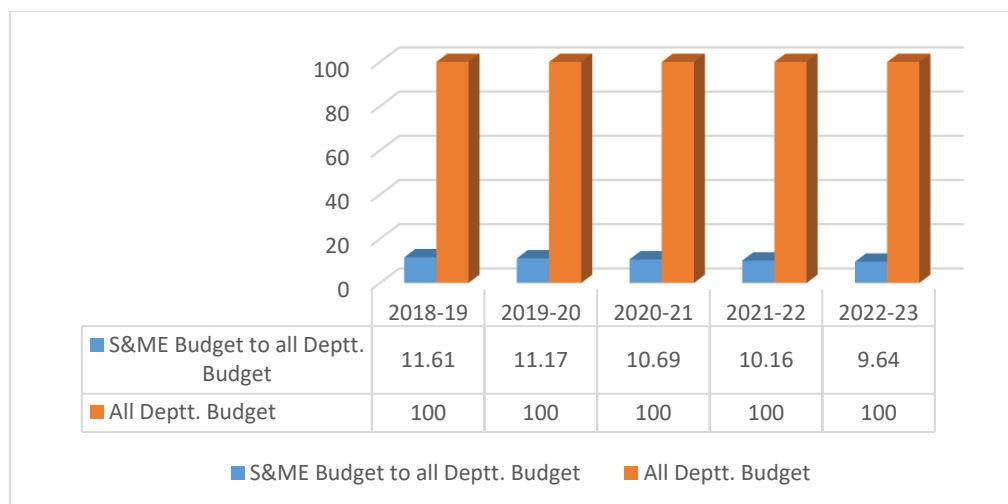
Table 2.2: Budget for the SME Department vis-à-vis State Budget for the FYs from 2018-19 to 2022-23

Year	Demand-wise gross budget provision (Appropriation Accounts)		
	Total State budget (₹ in crore)	Budget for SME Department (₹ in crore)	Percentage of State budget
2018-19	1,35,513.59	15,737.21	11.61
2019-20	1,55,630.54	17,388.09	11.17
2020-21	1,67,633.27	17,914.92	10.69
2021-22	1,95,723.37	19,885.05	10.16
2022-23	2,23,676.36	21,557.91	9.64

(Source: Appropriation Accounts of the State)

The declining trends in budget for the SME Department are shown in **Chart 2.2**.

Chart 2.2: Declining trends in budget provision of SME Department vis a vis Overall budget of the State



(Source: Appropriation Accounts of the State)

2.2.3 Persistent savings and surrender of funds on appropriation/ grants

Analysis of the budget provisions and corresponding expenditure made by the SME Department for the years 2018-23 showed persistent savings and surrender of funds (both Capital and Revenue), ranging from 5 per cent (2022-23) to 18 per cent (2021-22) of the grants/ appropriation with overall savings/ surrender of 12 per cent during 2018-23. Surrender of provision under Capital head, amounting to ₹1,159.31 crore by the Department in FY 2019-22, indicated inability of the Department to create tangible educational assets, despite damaged infrastructure, as noted in sampled districts (**Paragraph 5.3**

of *Chapter 5*). The details of the savings and surrenders are given in *Table 2.3*.

Table 2.3: Budget provision, expenditure and surrender of funds by SME Department

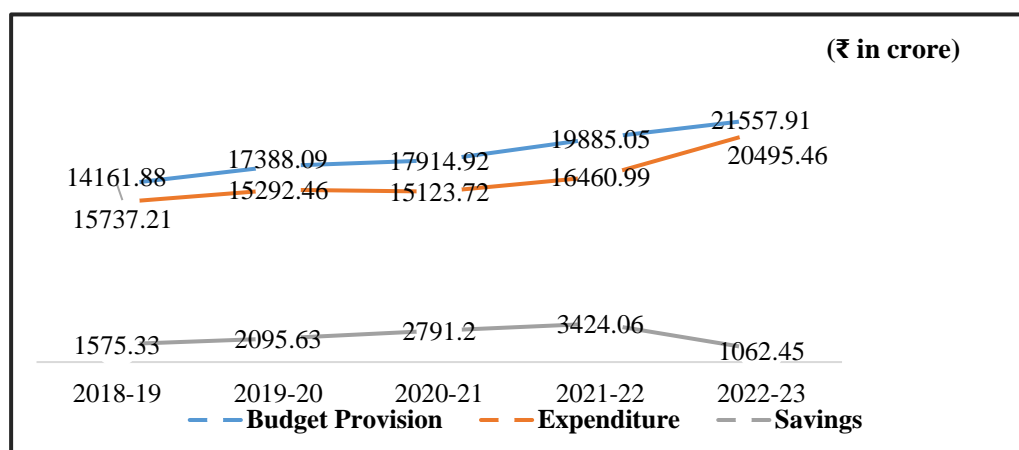
(₹ in crore)

Particulars		2018-19	2019-20	2020-21	2021-22	2022-23	Total
Budget Provision		15,737.21	17,388.09	17,914.92	19,885.05	21,557.91	92,483.18
Utilisation		14,161.88	15,292.46	15,123.72	16,460.99	20,495.46	81,534.51
Savings		1,575.33	2,095.63	2,791.2	3,424.06	1,062.45	10,948.67
Percentage of savings		10	12	16	17	5	12
Amount Surrendered	Capital	50.91	114.86	329	715.45	4.29	1,214.51
	Revenue	1,521.91	1,979.51	2,460.14	2,906.85	1,056.01	9,924.42
Total funds surrendered		1,572.82	2,094.37	2,789.14	3,622.3	1,060.3	11,138.93
Percentage of surrender		10	12	16	18	5	12

(Source: Appropriation Accounts of the respective years)

The budget provision, expenditure incurred and savings for the period 2018-23, are showing in *Chart 2.3*.

Chart 2.3: Savings out of the budget provision



(Source: Appropriation Accounts of the respective years)

2.2.4 Under-utilisation of funds of Samagra Shiksha

The fund-sharing pattern between the Centre and the State under Samagra Shiksha was in the ratio of 60:40. The budget proposals were prepared by OSEPA in the form of AWP&B, covering the interventions specified in the Samagra Shiksha, which was appraised and approved by the Project Approval Board (PAB), GoI, Ministry of Human Resources.

Audit noticed that the State had retained huge unspent balances during 2018-23. The utilisation of funds by the State ranged between 44 and 50 per cent of the available funds during 2018-23.

The year-wise (2018-23) availability and utilisation of funds are detailed in *Table 2.4* and *Chart 2.4*.

Table 2.4: Availability and utilisation of funds by OSEPA

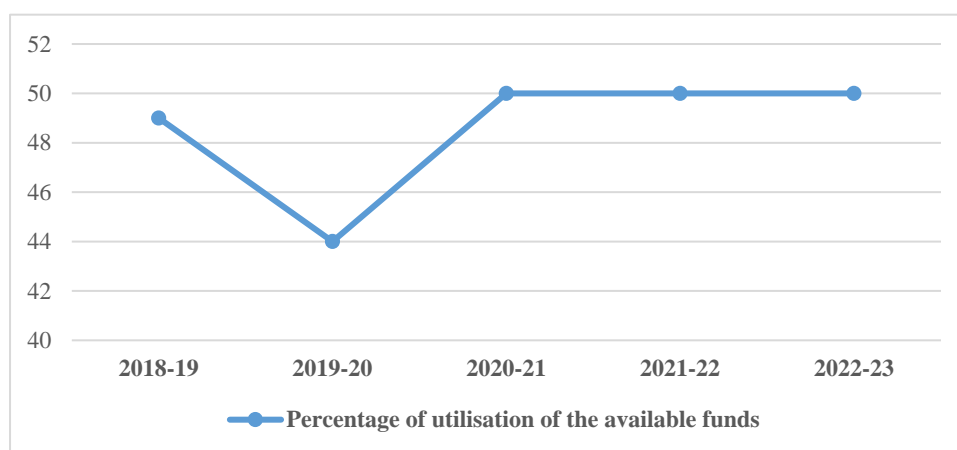
(₹ in crore)

Particulars	2018-19	2019-20	2020-21	2021-22	2022-23
Approved Outlay as per	4,199.81	4,411.53	4,150.84	3,028.34	3,936.23

Particulars	2018-19	2019-20	2020-21	2021-22	2022-23
AWP&B					
Unspent balance at the beginning of the year	200.88	228.41	724.3	531.27	257.93
Opening balance (Advance)	1,859.73	2,136.86	2,393.52	2,141.33	2,143.84
Total receipt during the year	2,605.12	3,216.48	2,246.8	2,083.94	3,962.41
Total funds available	4,665.73	5,581.75	5,364.62	4,756.54	6,364.19
Expenditure incurred	2,300.47	2,463.92	2,692.02	2,354.76	3,182.48
Closing balance (Advance)	2,136.85	2,393.52	2,141.33	2,143.84	2,869.68
Unspent balance at the close of the year	228.41	724.3	531.26	257.93	312.04
Percentage of utilisation of the available funds	49	44	50	50	50

(Source: Information furnished by OSEPA)

Chart 2.4: Percentage of Utilisation of available funds



(Source: Information furnished by OSEPA)

The Department stated (October 2024) that while calculating the total funds available, the opening balance (advance) should not be taken into consideration, as the same had already been released to the sub-district level in the previous year. The reply is not acceptable, since unadjusted/ unutilised amount of the previous year is a part of opening balance of the next year.

2.2.4.1 Under-utilisation of funds by the sampled districts

In the sampled districts, utilisation of funds ranged between 68 (Nabarangpur) and 96 per cent (Koraput) of the total release for the period 2018-23. Audit noticed that non-utilisation of funds provided under training programs and teachers' salaries, etc., were the main reasons for under-utilisation of funds by the districts. The details are given in **Table 2.5**.

Table 2.5: Under-utilisation of funds by the sampled districts

(₹ in crore)

Sampled district	Total funds available during 2018-23	Utilisation during 2018-23	Percentage of utilisation	Unspent amount during 2018-23	Percentage of unspent amount
Bhadrak	541.26	428.07	79	113.19	21
Koraput	679.26	651.10	96	28.16	4
Nabarangpur	790.36	535.51	68	254.85	32
Nuapada	262.46	220.86	84	41.60	16
Sambalpur	429.38	309.30	72	120.08	28
Sonepur	255.29	211.60	83	43.69	17
Total	2,958.01	2,356.44	80.00	601.57	20

(Source: Information furnished by the sampled districts)

2.2.5 Delayed release of funds

As per Manual of Financial Management and Procurement (FMP) for Samagra Shiksha, there shall be two instalments each year from GoI, one in April-May and the second in September for implementation of the programme. The second instalment shall be based on utilisation of 50 per cent of the funds already released by the GoI and release of the commensurate State share by the State Government. The first instalment would cater to the expenditure need for April to September and the second instalment for October to March. In the first instalment, the recurring grant would constitute up to 75 per cent and non-recurring grant up to 50 per cent of the total amount sanctioned during the year.

From the analysis of funds released by GoI and GoO for 2018-23, Audit noticed that GoI had released ₹1,141.22 crore (15 per cent) and the GoO had released the corresponding matching share of ₹ 1,182.86 crore (21 per cent) during the last month of each financial year i.e. March. As a result, the expenditure could not be made under the scheme, leading to unspent balances and adjustment of funds by the GoI from the Central share in the following year. The details are given in Table 2.6.

Table 2.6: Funds released during the month of March (₹ in crore)

Year	Total amount released by GoI	Amount released in the month of March by GoI	Total amount released by GoO	Amount released in the month of March by GoO
2018-19	1,238.81	133.76	1,327.22	206.18
2019-20	1,892.89	0	1,273.39	96.83
2020-21	1,301.45	40.91	877.52	228.22
2021-22	1,238.07	322.77	825.38	222.45
2022-23	1,836.67	643.78	1,224.45	429.18
Total	7,507.89	1,141.22	5,527.96	1,182.86

(Source: Information collected from the records of OSEPA)

The Department stated (October 2024) that after submission of requisite documents during August to December, GoI releases the funds during December to March of the financial year. Had the Department submitted the

documents well in time, GoI would have released funds timely, as stipulated in the guidelines.

2.2.6 Loss of Central assistance due to failure in utilisation

As per Manual of Financial Management and Procurement (FMP) of Samagra Shiksha, GoI would release up to 25 *per cent* of the expenditure incurred under the Scheme against recurring activities of the previous year as *ad-hoc* grant during the month of April-May. However, the amount would be released after adjusting the unspent balance of the recurring grant of the previous year. The States/ UTs may utilise the unspent balance of the previous year for the recurring activities approved during the current year.

Audit noticed that OSEPA retained huge unspent recurring balances at the close of each financial year, ranging from ₹ 199.37 crore to ₹ 694.30 crore, during 2018-23. Consequently, the GoI curtailed the committed Central share to the extent of ₹ 369.10 crore, during 2019-22. The details are given in **Table 2.7**.

Table 2.7: Short release of Central share (₹ in crore)

Year	Committed share of GoI	Actual amount released by GoI	Short release by GoI
2019-20	1,894.84	1,892.89	1.95
2020-21	1,453.34	1,301.46	151.88
2021-22	1,453.34	1,238.07	215.27
Total	4,801.52	4,432.42	369.10

(Source: Records of OSEPA)

The OSEPA admitted the fact of loss of the Central share for the above period.

Recommendation 2.2

In view of large scale shortages in teaching staff and deficiencies in physical infrastructure in schools, the budgetary outlay for school education may be increased appropriately for the all-round development of school education.

Recommendation 2.3

Efficient utilisation of allocated funds may be ensured to deliver the educational needs of the student to the best extent.

Chapter 3

Access to Education

Chapter 3

Access to Education

This Chapter discusses the key educational indicators as well as the data integrity based on which the indicators have been worked out. Highlights of the audit findings are:

- Gross Enrolment Ratio in Secondary and Higher Secondary levels declined in the State compared to increase at the National level during 2022-23 over 2018-19, so did the Net Enrolment Rate compared to the National level, the reasons for which had not been analysed by the Department.
- Enrolment data, available in UDISE+ database, used for calculating Gross Enrolment Ratio, was not in agreement with that used for serving Mid-Day-Meals in schools, during 2018-23.
- The Transition rate from Secondary to Higher secondary level was less than the National rate in 2022-23 and the Transition rates in the said level of education had registered negative growth in 2022-23 as compared to 2018-19. Besides, the recorded Transition rate from Upper Primary to Secondary in 2018-19 for Bhadrak and Nuapada districts was more than 100 *per cent*, which was not possible.
- The Retention rate witnessed growth at Secondary level in the State but was less than the all-India growth rate. The Retention rate at Higher Secondary level was below the all-India rate, during 2022-23.
- During 2018-23, 1.50 lakh to 5.47 lakh children enrolled in Classes I to XI, discontinued education before reaching the immediate higher class and the percentage of dropout across the classes ranged from 3.12 to 7.26 *per cent*. Besides, 61,487 out of school children, between the age group of 6 to 18 years, had not been brought back into the school education system during 2018-23.

3.1 Comparative view on the indicators related to education

The Right of Children to Free and Compulsory Education Act, 2009 (RTE Act) provides every child of the age of six to fourteen years, the right to free and compulsory education in a school till the completion of his or her elementary education. Enhancing access, retention, transition and reducing dropout are the expected outcomes of the Samagra Shiksha Scheme. Further, Paragraph 4.4.11 of the Samagra Shiksha Implementation Framework (SSIF) aims at 100 *per cent* retention of students from Pre-school to Senior Secondary level. Paragraph 3.1

of the National Education Policy (NEP), 2020 also aims to achieve the goal of 100 per cent Gross Enrolment Ratio (GER) in Pre-school to Secondary level education, by 2030. The GER, Net Enrolment Rate (NER), Retention, Transition and Dropout rates are the key indicators of the educational status of the State.

3.1.1 Gross Enrolment Ratio

As per UDISE+ published by the Ministry of Education, Department of School Education and Literacy, Government of India (GoI), GER is the total enrolment in a particular level of school education, regardless of age, expressed as a percentage of the population of the official age group which corresponds to the given level of school education (example: GER Primary = Enrolment in Class I to V divided by projected population in the age group of 6 to 10 years). Thus, enrolment of children in schools and the corresponding official school age-wise population are the determining parameters to derive GER.

Rule 8 of the Odisha RTE Rules, 2010 read with Section 9 of the RTE Act, casts responsibility upon the local authority to maintain updated records of all children up to the age of fourteen years residing within its jurisdiction, through a household survey. Paragraphs 4.4.1 and 4.4.2 of the SSIF emphasise on carrying out survey on actual school-age population, maintaining data on enrolment, teachers, school infrastructure and establishing State specific norms and standards for managing school networks.

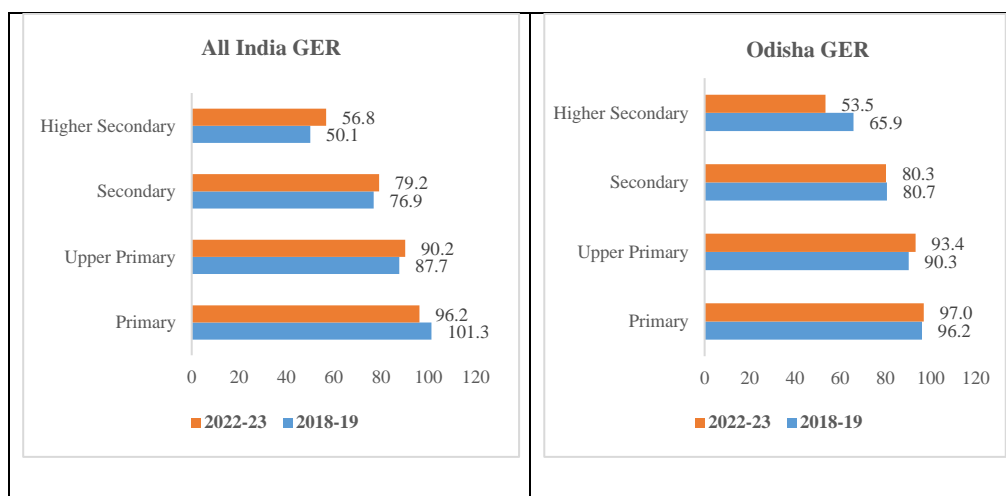
Audit noticed that all schools having active UDISE+ code uploaded enrolment figures for all classes into a web based national database viz., UDISE+, maintained by the Ministry of Education, GoI. Insofar as children’s population is concerned, no survey was conducted by the State to determine age-wise population of school going children in the State. Instead, the population of the school going children, as projected by the National Institute of Educational Planning and Administration (NIEPA), Ministry of Education, GoI were used as base data for calculating different indicators. The GER across different levels of education in 2018-19 and 2022-23, as found in the UDISE+ database, is shown in *Table 3.1* and *Chart 3.1*.

Table 3.1: GER at different levels of education

(Figures represent percentage)

Level of education	GER	Year		Rise/ decline (-)
		2018-19	2022-23	
Primary	All India	101.3	96.2	(-) 5.10
	Odisha	96.2	97.0	0.80
Upper Primary	All India	87.7	90.2	2.50
	Odisha	90.3	93.4	3.10
Secondary	All India	76.9	79.2	2.30
	Odisha	80.7	80.3	(-) 0.40
Higher Secondary	All India	50.1	56.8	6.70
	Odisha	65.9	53.5	(-) 12.40

(Source: UDISE+ database)

Chart 3.1: Chart showing GER at different levels of education at all India level and in Odisha

(Source: UDISE+ database)

The above figures indicated that improvement was noticed in the GER at Primary and Upper Primary levels in the State from 2018-19 to 2022-23. In the Secondary and Higher Secondary levels, GER declined as against growth at all India level, during the same period.

The GER in the six sampled districts is shown in **Table 3.2**.

Table 3.2: GER of the six sampled districts in 2018-19 and 2022-23

(Figures represent percentage)

Level of education	Bhadrak	Koraput	Nabarangpur	Nuapada	Sambalpur	Sonepur
2018-19						
Primary	98.72	105.18	105.51	99.15	99.54	95.76
Upper Primary	96.57	93.51	96.14	98.5	98.53	93.17
Secondary	96.76	72.51	73.59	113.62	75.54	89.23
Higher Secondary	89.58	64.92	66.53	96.69	73.09	82.42
2022-23						
Primary	102.26	98.47	103.18	81.81	102.94	77.87
Upper primary	100.18	83.62	90.57	80.28	98.12	81
Secondary	87.23	60.6	58.67	84.48	83.03	85.65
Higher secondary	50.65	29.87	23.02	45.59	72.96	74.12
Rise / decline (-)						
Primary	3.54	-6.71	-2.33	-17.34	3.40	-17.89
Upper Primary	3.61	-9.89	-5.57	-18.22	-0.41	-12.17
Secondary	-9.53	-11.91	-14.92	-29.14	7.49	-3.58
Higher Secondary	-38.93	-35.05	-43.51	-51.10	-0.13	-8.30

(Source: Data furnished by OSEPA)

As per the above-mentioned data, in the six sampled districts, growth in GER was achieved in two districts (Bhadrak and Sambalpur) at the Primary level. Further, at the Upper Primary level and Secondary levels, growth was achieved in one district each *i.e.* Bhadrak and Sambalpur, respectively. The decline in

GER was high across all the six sampled districts at Higher Secondary level, ranging from 0.13 *per cent* (Sambalpur) to 51.10 *per cent* (Nuapada).

On the credibility of GER data, Audit observed that the enrolment data fed by the schools into UDISE+ differed from the data reported by the same schools for account of Mid-Day Meals (MDM) by around 10,454 to 2,50,137 students (discussed in *Paragraph 3.2.2*), raising doubts on the accuracy of the enrolment data. During 2018-21, the enrolment data for MDM reported by State Project Management Unit (SPMU) of PM POSHAN was higher than the enrolment data of OSEPA, while during 2021-23, the enrolment data of OSEPA was higher than the reported enrolment data for MDM. Further, as GER is the percentage of population of a certain age group enrolled in schools, collection of age group-wise population in the State is vital for determining GER accurately. However, OSEPA, without conducting any survey to ascertain age group-wise population, depended upon the age-wise child population projected by NIEPA for each year, to compute GER. Whenever NIEPA's projected child population figures were found to be less than the actual enrolment figure captured in the UDISE+, OSEPA added the Out of School children population to the actual enrolment figure and the total figure was taken as the projected children population of the State.

Thus, the procedure adopted by OSEPA to compute GER was erroneous to the extent that unreliable projected population figures had been adopted to compute GER for different levels of education. As such, the GER figures derived by OSEPA did not present an accurate picture.

Absence of effective measures to arrest dropout numbers of students, especially during transition from Upper Primary to Secondary and Secondary to Higher Secondary levels (*Paragraph 3.1.4*) as well as inadequate school infrastructure and facilities (*Chapter 5*) were some of the indicative reasons for decline in GER.

The Department accepted (October 2024) the fact that no household survey had been conducted to determine the GER, but did not provide assurance about taking remedial measures to rectify the existing faulty procedure. The Department also added that they had been conducting enrolment campaigns like Shiksha Sachetanata Ratha and Pravesh Utsav, as well as recruiting teachers and developing infrastructure to increase GER.

3.1.2 Net Enrolment Rate

As per the UDISE+, Net Enrolment Rate (NER) is the total number of pupils enrolled in a particular level of school education who are of the corresponding official age group, expressed as a percentage of the population of the official age group, which corresponds to the given level of school education (Example: NER primary = Children of age 6 to 10 years enrolled in Classes I to V divided by projected population in age group 6 to 10 years). The NER, at different levels of education, at the National level and State levels, as reported in the UDISE+, is shown in *Table 3.3* and *Chart 3.2*.

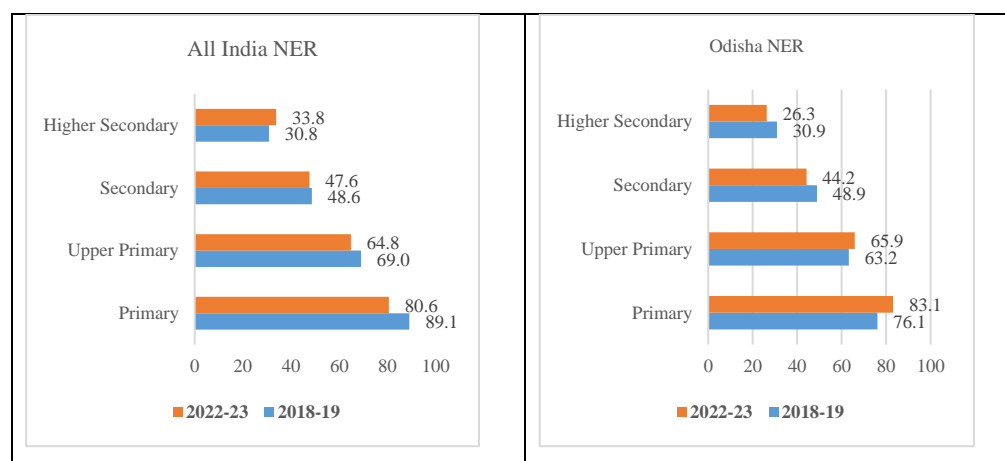
Table 3.3: Net Enrolment Rate at different levels of education in 2018-19 and 2022-23

(Figures represent percentage)

Level of education	NER	Year		Rise/ decline (-)
		2018-19	2022-23	
Primary	All India	89.1	80.6	(-) 8.50
	Odisha	76.1	83.1	7.00
Upper primary	All India	69.0	64.8	(-) 4.20
	Odisha	63.2	65.9	2.70
Secondary	All India	48.6	47.6	(-) 1.00
	Odisha	48.9	44.2	(-) 4.70
Higher Secondary	All India	30.8	33.8	3.00
	Odisha	30.9	26.3	(-) 4.60

(Source: UDISE+ database)

Chart 3.2: Chart showing NER at different levels of education at All India level and in Odisha



(Source: UDISE+ database)

From the above, NER of Odisha was lower than the National figure at Secondary and Higher Secondary levels. Further, decline in NER was noticed in the above two levels in the State in 2022-23 as compared to 2018-19.

The NER in the six sampled districts is shown in **Table 3.4**.

Table 3.4: NER of the six sampled districts in 2018-19 and 2022-23

(Figures represent percentage)

Level of education	Bhadrak	Koraput	Nabarangpur	Nuapada	Sambalpur	Sonepur
2018-19						
Primary	86.05	90.46	90.96	92.61	85.85	85.54
Upper Primary	81.66	97.96	94.88	94.01	86.51	85.73
Secondary	60.23	48.39	51.9	71.46	49.9	59.91
Higher Secondary	60.26	48.32	51.87	71.46	49.92	59.93
2022-23						
Primary	86.05	86.59	90.37	73.23	87.27	65.72
Upper Primary	69.01	63.3	67.75	60.84	66.7	55.67

Level of education	Bhadrak	Koraput	Nabarangpur	Nuapada	Sambalpur	Sonepur
Secondary	47.01	35.72	34.88	43.38	43.69	43.9
Higher Secondary	20.75	17	12.89	21.64	37.06	34.69
<i>Rise / decline (-)</i>						
Primary	0.00	-3.87	-0.59	-19.38	1.42	-19.82
Upper Primary	-12.65	-34.66	-27.13	-33.17	-19.81	-30.06
Secondary	-13.22	-12.67	-17.02	-28.08	-6.21	-16.01
Higher Secondary	-39.51	-31.32	-38.98	-49.82	-12.86	-25.24

(Source: Data furnished by OSEPA)

Out of the six sampled districts, the NER declined in four districts (Koraput, Nabarangpur, Nuapada and Sonepur), at all levels of education in 2022-23 as compared to 2018-19. Further, the NER at Higher Secondary level declined significantly in all the six districts during the same period. In two districts (Nuapada and Sonepur), the NER at Primary and Upper Primary levels was less than the State average, whereas in another three districts (Koraput, Nabarangpur and Nuapada), the NER at Secondary and Higher Secondary levels was less than the State average, during 2022-23.

The reasons for such decline in NER had not been analysed by OSEPA. However, ineffective measures to arrest the dropout of students during the transition from Upper primary to Secondary as well as inadequate school infrastructure and facilities were the indicative reasons for decline in NER, as discussed in succeeding paragraphs.

Audit, however, observed that the credibility of NER derived by OSEPA was as doubtful as the GER data (highlighted in *Paragraph 3.1.1*). The two essential inputs for computation of NER are (i) total number of pupils enrolled in a level of education, belonging to the age-group of that level of school education and (ii) total child population of the State of that age-group. OSEPA had, however, not collected age-wise child population data, rather it had used the age-wise child population figure, projected by NIEPA. Thus, the methodology adopted by OSEPA to compute NER was erroneous and as such, the NER figures derived by OSEPA were not accurate.

The Department noted (October 2024) the observation of Audit and stated that age-wise actual child population would be assessed in future.

Recommendation 3.1

GER and NER, being the critical indicators of percentage of population enrolled in a particular level of education, should be assessed based on actual age-wise population, through household survey.

Recommendation 3.2

The reasons for decline in GER and NER should be clearly identified and corrective measures should be taken not only to arrest the decline, but also to improve GER and NER in order to ensure access to education for all.

3.1.3 Retention Rate

As per the UDISE+, Retention rate is the percentage of a cohort of pupils (or schools) enrolled in the first grade of a given level of education in a given academic year, who are expected to reach the last grade of the level. **Table 3.5** and **Chart 3.3** indicate the retention rate of all-India and Odisha, at different levels of school education.

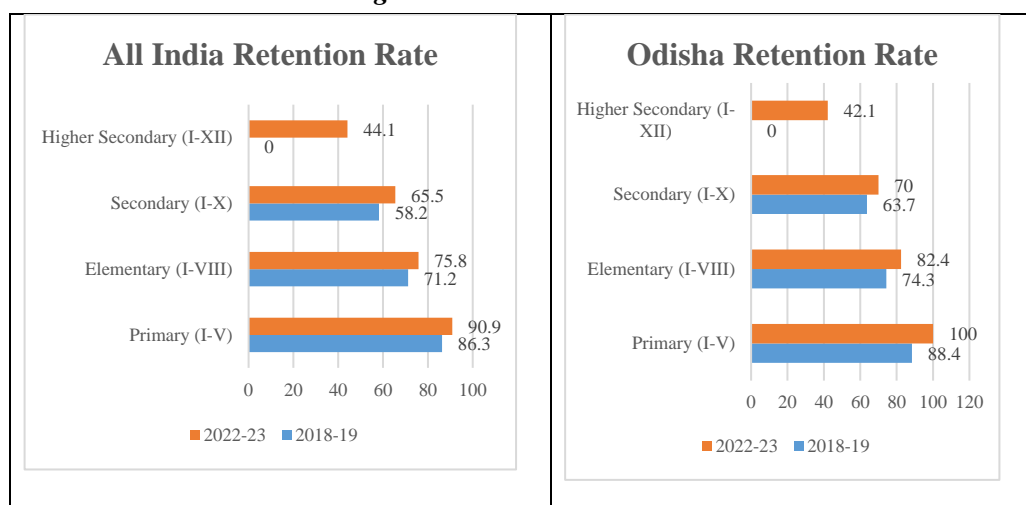
Table 3.5: Retention rate at different levels of education in 2018-19 and 2022-23

(Figures represent percentage)

Level of education	Retention Rate	Year		Rise/ decline (-)
		2018-19	2022-23	
Primary (I-V)	All India	86.3	90.9	4.60
	Odisha	88.4	100.0	11.60
Elementary (I-VIII)	All India	71.2	75.8	4.60
	Odisha	74.3	82.4	8.10
Secondary (I-X)	All India	58.2	65.5	7.30
	Odisha	63.7	70.0	6.30
Higher Secondary (I-XII)	All India	Data not available	44.1	---
	Odisha	Data not available	42.1	---

(Source: UDISE+ database)

Chart 3.3: Chart showing Retention rate at different levels of education in all India and Odisha during 2018-19 and 2022-23



(Source: UDISE+ database)

The above data indicated that the Retention rates in Primary, Elementary and Secondary levels of education were increasing both at the all-India and the State levels, during 2018-19 and 2022-23. However, the growth rate in the State was less than the all-India growth rate at Secondary level and the Retention rate at Higher Secondary level was below the all-India rate, during 2022-23.

The Retention rate in the six sampled districts is shown in **Table 3.6**.

Table 3.6: Retention rate of each level of School Education of the sampled districts
(Figures represent percentage)

District	Bhadrak	Koraput	Nabarangpur	Nuapada	Sambalpur	Sonepur
2018-19						
Primary (I-V)	98.24	93.73	96.90	97.40	93.64	95.83
Elementary (I-VIII)	99.27	91.52	88.79	98.67	91.75	95.37
Secondary (I-X)	98.09	91.61	94.66	94.14	91.05	93.15
2022-23						
Primary (I-V)	100	100	100	100	100	100
Elementary (I-VIII)	88.55	70.12	84.56	64.26	84.42	96.05
Secondary (I-X)	74.51	48.79	53.73	64.5	73.73	86.76
Rise / decline (-)						
Primary (I-V)	1.76	6.27	3.10	2.60	6.36	4.17
Elementary (I-VIII)	-10.72	-21.40	-4.23	-34.41	-7.33	0.68
Secondary (I-X)	-23.58	-42.82	-40.93	-29.64	-17.32	-6.39

(Source: Information furnished by OSEPA)

The above table indicates that there was decline in Retention rate at Elementary and Secondary levels in most of the sampled districts, despite overall increase shown in Retention rate at these levels in the State, during 2022-23 compared to 2018-19.

Audit observed that inadequate academic infrastructure and teaching facilities coupled with socio-economic problems were the indicative reasons for the decline in retention rates at Elementary and Secondary levels, as discussed in detail in *Paragraph 3.1.5.2* and *Chapters 5 and 6* of this Report.

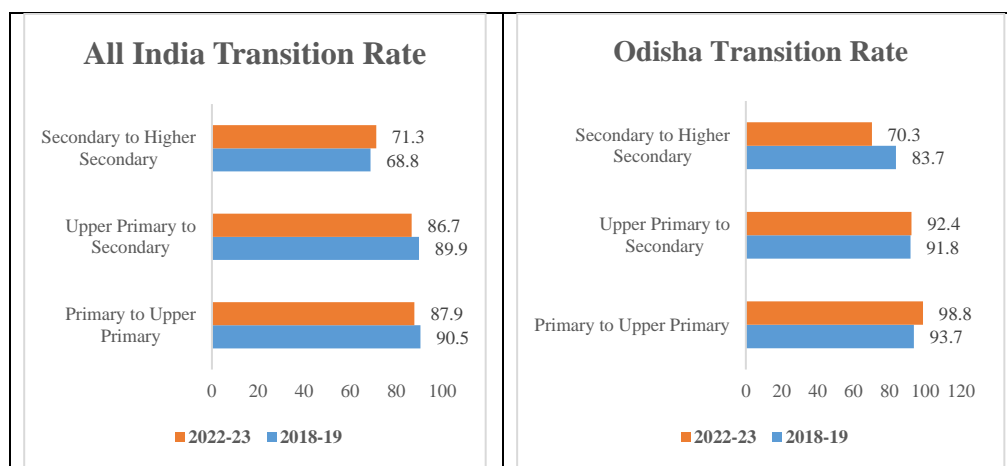
3.1.4 Transition rate

As per the Result Framework Document for the SME Department, Transition rate is the proportion of pupils (students) at a given level of education in a given school year who get enrolled to the next higher level of education (e.g. Primary to Upper Primary or Upper Primary to Secondary) in the next year. Transition rate at all-India and State levels for different levels of education are shown in *Table 3.7* and *Chart 3.4*.

Table 3.7: Transition rate of different levels of education in 2018-19 and 2022-23
(Figures represent percentage)

Level of education	Transition Rate	Year		Rise / decline (-)
		2018-19	2022-23	
Primary to Upper Primary	All India	90.5	87.9	(-) 2.60
	Odisha	93.7	98.8	5.10
Upper Primary to Secondary	All India	89.9	86.7	(-) 3.20
	Odisha	91.8	92.4	0.60
Secondary to Higher Secondary	All India	68.8	71.3	2.50
	Odisha	83.7	70.3	(-) 13.40

(Source: UDISE+ database)

Chart 3.4: Chart showing Transition rate at different levels of education for all-India and Odisha

(Source: UDISE+ database)

It would be observed from the above that the Transition rates from Primary to Upper Primary and Upper Primary to Secondary levels registered growth in the State compared to decline at the National level during 2022-23 over 2018-19. However, Transition rate from Secondary to Higher Secondary level remained lower than the National average in 2022-23. Besides, the Transition rate in this level of education had also registered negative growth in 2022-23 as compared to 2018-19.

The Transition rate in Secondary to Higher Secondary was only 70.3, indicating that approximately thirty *per cent* of the students were not able to make the transition to higher classes, either due to dropping out of school or due to not qualifying for promotion to the next level.

The Transition Rates in the six sampled districts are shown in *Table 3.8*.

Table 3.8: Transition rate of various levels of education in the sampled districts

(Figures represent percentage)

District	Bhadrak	Koraput	Nabarangpur	Nuapada	Sambalpur	Sonepur
2018-19						
Primary to Upper Primary	97.08	87.95	90.39	95.63	92.24	92.42
Upper Primary to Secondary	101.04	85.73	73.98	102.95	90.96	99.28
Secondary to Higher Secondary	72.56	65.56	54.47	61.89	96.42	100.00
2022-23						
Primary to Upper Primary	100	96.23	98.73	96.94	100	99.91
Upper Primary to Secondary	96.87	82.96	76.08	88.67	90.93	98.09
Secondary to Higher Secondary	60.97	58.6	46.17	50.85	86.24	80.89
Rise / decline (-)						
Primary to Upper Primary	2.92	8.28	8.34	1.31	7.76	7.49

District	Bhadrak	Koraput	Nabarangpur	Nuapada	Sambalpur	Sonepur
Upper Primary to Secondary	-4.17	-2.77	2.10	-14.28	-0.03	-1.19
Secondary to Higher Secondary	-11.59	-6.96	-8.30	-11.04	-10.18	-19.11

(Source: Data furnished by OSEPA)

It would be seen from the above table that the Transition rate in Upper Primary to Secondary in 2018-19 for Bhadrak and Nuapada districts was 101.04 and 102.95 *per cent* respectively, which was misleading as Transition rate cannot be more than 100 *per cent*. This is indicative of lack of proper maintenance and analysis of data by the OSEPA, which is vital for planning and policy formulation for improving school education.

In the six sampled districts, the Transition rate from Primary to Upper Primary level improved in 2022-23 over 2018-19. In case of transition from Upper Primary to Secondary level in four sampled districts (leaving aside Bhadrak and Nuapada on account of distorted data), the rate declined in three districts. A sharp decline was noticed in the Transition rate from Secondary to Higher Secondary education in all six districts. Besides, in three sampled districts (Koraput, Nabarangpur and Nuapada), the transition rate from Primary to Upper Primary was less than the State rate in 2022-23. Similarly, the rate was less than the State rate in 2022-23, for transition from Upper Primary to Secondary in four sampled districts (Koraput, Nabarangpur, Nuapada and Sambalpur) and from Secondary to Higher Secondary in respect four sampled districts (Bhadrak, Koraput, Nabarangpur and Nuapada).

Audit attributed the lower Transition rates to inadequate quality of teaching due to lack of sufficient teaching staff, poor infrastructure and socio-economic reasons.

The Department did not offer (October 2024) any views, stating that the matter related to the Board of Secondary Education, Odisha. This response of the Department is not acceptable as it is responsible for development of school education in the State and NER is a critical indicator in that regard. Moreover, since BSE functions under the administrative supervision of the Department, the latter should have secured views of the BSE on the matter.

Recommendation 3.3

The reasons for drop in transition of students from secondary to Higher Secondary level should be identified, the higher secondary schooling facilities should be improved for smooth transition and the socio-economic issues should be addressed by introducing suitable interventions.

3.1.5 Dropout rate

As per UDISE+, the Dropout rate is the proportion of pupils from a cohort enrolled at a given level in a given school year, who are no longer enrolled at any grade in the following school year. Dropout rate at the State level as

compared to All India level for different levels of education is indicated in **Table 3.9** and **Chart 3.5**.

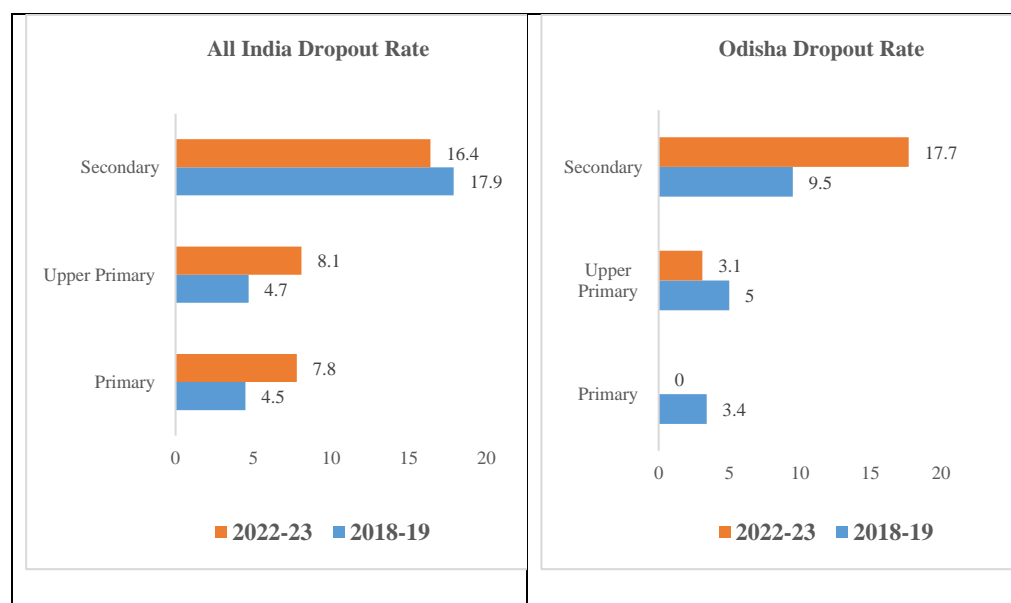
Table 3.9: Dropout rate at different levels of education

(Figures represent percentage)

Level of education	Dropout Rate	Year	
		2018-19	2022-23
Primary	All India	4.5	7.8
	Odisha	3.4	0
Upper Primary	All India	4.7	8.1
	Odisha	5.0	3.1
Secondary	All India	17.9	16.4
	Odisha	9.5	17.7
Higher Secondary	All India	Not available in UDISE+	
	Odisha	Not available in UDISE+	

(Source: UDISE+ database)

Chart 3.5: Chart showing dropout rate at different levels of education for All India and Odisha



(Source: UDISE+ database)

The above data indicated that in 2022-23, at secondary level, the State witnessed increased dropout rate at 17.7 per cent. Thus, the dropout rate in Secondary level increased by 86 per cent over 2018-19. Inadequate academic infrastructure and educational facilities coupled with socio-economic hardships were the indicative reasons for the higher percentage of dropouts in the State.

Audit noted that 1.50 lakh to 5.47 lakh children enrolled in Classes I to XI during 2018-23, discontinued education before reaching the next class i.e. Class II to Class XII. The percentage of dropout across the classes ranged from 3.12 to 7.26 per cent.

Audit analysed transition from Secondary to Higher Secondary i.e. results of Class X examinations for the academic years from 2018-19 to 2022-23, except 2020-21 (examination not held due to COVID-19) conducted by the Board of Secondary Education, Odisha. In these four years, of 23.61 lakh students

enrolled in Class X, 2.74 lakh (12 per cent) students did not appear in the Board examination.

The Dropout rate in the six sampled districts is shown in **Table 3.10**.

Table 3.10: Dropout rate at different levels of education in the sampled districts

(Figures represent percentage)

District	Bhadrak	Koraput	Nabarangpur	Nuapada	Sambalpur	Sonepur
2018-19						
Primary	1.76	6.27	3.10	2.60	6.36	4.17
Upper Primary	0.73	8.48	11.21	1.33	8.25	4.63
Secondary	11.62	14.01	18.70	21.88	14.02	12.86
2022-23						
Primary	0	0	0	0.4	0	0
Upper Primary	1.5	5.9	7.9	6.3	3.8	0
Secondary	21.1	24.3	31.6	29.6	10.1	11.2
Rise / decline (-)						
Primary	-1.76	-6.27	-3.10	-2.20	-6.36	-4.17
Upper Primary	0.77	-2.58	-3.31	4.97	-4.45	-4.63
Secondary	9.48	10.29	12.90	7.72	-3.92	-1.66

(Source: Data furnished by OSEPA)

The above table shows that two sampled districts (Bhadrak and Nuapada) witnessed a rise in the dropout rate at Upper Primary level, whereas four districts (Bhadrak, Koraput, Nabarangpur and Nuapada) witnessed a sharp rise in Dropout rate at the Secondary level, during 2022-23 as compared to 2018-19.

The Department's reply (October 2024) was silent on the increase in dropout rate in Secondary level. It, however, stated that the dropout rate would turn out to be lesser, if enrolments in open schools, technical institutions, unregistered schools, correspondence courses, etc., are considered. It further added that as much as 1.40 lakh and 3.02 lakh students had been enrolled in 2022-23 and 2023-24, respectively, in such educational institutions. However, the Department did not indicate source of such enrolment figures, as the UDISE+ database was the only platform to record enrolments and such enrolments did not appear in UDISE+.

3.1.5.1 Dropout of children and the associated reasons

Audit conducted a beneficiary survey at 108 sampled schools in six districts, covering 608 children, who left schools at different stages of education during the period 2018-23. Audit found that out of the 608 children, 341 (56 per cent) children dropped out of education and the remaining 267 children had switched over to other schools. The survey covered gender-wise and social community-wise children, who had been dropped out from education. The results of survey are tabulated in **Table 3.11**.

Table 3.11: Results of survey on dropout of children from school education

Classes	No. of children covered under the opinion survey						No. of children who discontinued education, out of the children surveyed						Category-wise number of children who discontinued education	Percentage of dropout children to children covered under the opinion survey		
	Boys			Girls			Boys			Girls						
	ST	SC	Oth	ST	SC	Oth	ST	SC	Oth	ST	SC	Oth			ST	SC
Primary	35	15	17	25	19	20	3	2	1	3	1	2	6	3	3	9
Upper Primary	44	20	40	29	18	32	22	6	9	17	6	8	39	12	17	37
Secondary	30	25	21	47	27	13	29	24	19	39	24	13	68	48	32	91
Higher Secondary	17	23	25	19	23	24	15	19	23	17	19	20	32	38	43	86
Total	126	83	103	120	87	89	69	51	52	76	50	43	145	101	95	56

(Source: Admission and attendance registers of the sampled schools and beneficiary survey)

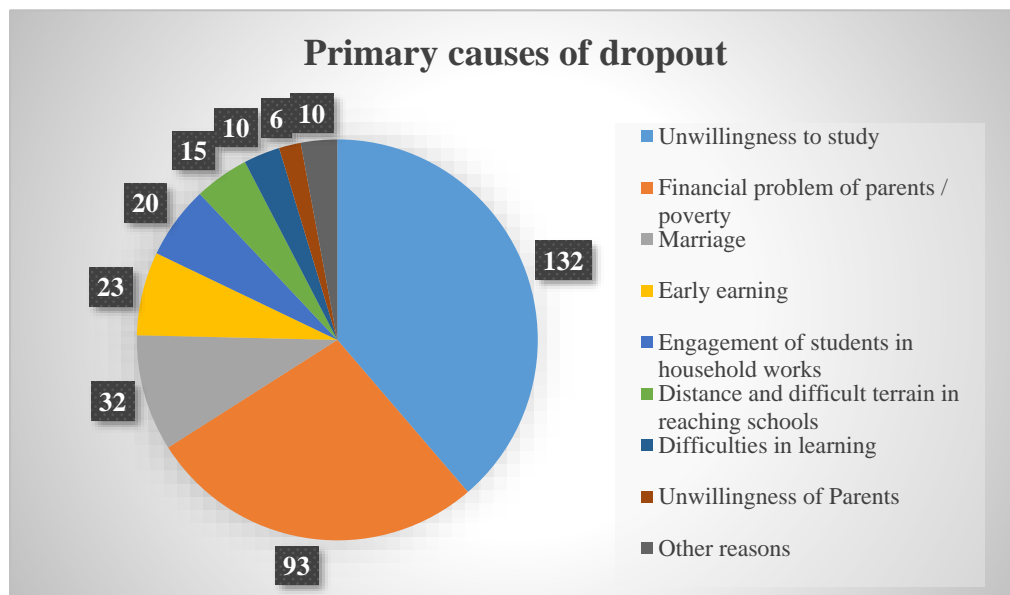
Based on the feedback from respondent parents/ relatives (239)/ villagers/ neighbours (17)/ dropout students (85), it was noted that there were a number of primary as well as associated causes of dropout/ discontinuation of education. These causes, although distinct, are not mutually exclusive and may not be taken in isolation. However, Audit categorised the causes into two categories - primary and accompanying causes to bring out a better understanding of the overall factors leading to dropout/discontinuation of education.

3.1.5.2 Reasons attributed by the respondents to the dropout

- **Unwillingness to study:** 132 out of 341 (39 per cent) respondents stated that the students dropped/ discontinued studies due to unwillingness to pursue education further.
- **Financial problem of parents/ poverty:** 93 out of 341 (27 per cent) respondents stated that the students dropped out of further education due to poverty/ financial problems of parents.
- **Marriage:** 32 out of 341 (nine per cent) respondents dropped/ discontinued studies due to marriage.
- **Early earning:** 23 out of 341 (seven per cent) moved to other States/ places to earn a living and discontinued studies thereafter.
- **Engagement of students in household works, assisting parents in agriculture and other works:** 20 out of 341 (six per cent) respondents stated that they discontinued their studies due to engagement in household works and to assist parents in agriculture and other works.
- **Distance and difficult terrain in reaching schools:** 15 out of 341 (four per cent) students dropped/ discontinued studies due to difficult terrain/ distance involved in reaching the school, leading to less interest towards studies.
- **Difficulties in learning:** 10 out of 341 (three per cent) respondents stated that the students discontinued studies due to learning difficulties.

- **Unwillingness of Parents:** Six out of 341 (two *per cent*) respondents stated that the students dropped/ discontinued studies due to unwillingness of their parents to continue with their education.
- **Other reasons:** 10 out of 341 (three *per cent*) respondents stated that the students dropped/ discontinued studies due to closure of school (06), continuous illness (03) and family problems (01).

Chart 3.6: Chart showing primary causes of dropout among children



(Source: Results of beneficiary survey conducted by Audit in test-checked schools)

3.1.5.3 Accompanying/associated causes

- **Lack of parental guidance:** Respondent parents/ relatives of 48 out of 341 (14 *per cent*) dropout students were of the view that children took their own decision and discontinued studies because of unwillingness to study and parents also failed to guide them properly.
- **Poor Literacy level of parents:** Respondent parents of 29 out of 341 (nine *per cent*) students who discontinued education were rural and illiterate and did not have an understanding of the need for continuing education.

The Department stated (October 2024) that a number of measures like Learning Recovery Plan, Learning Enhancement Programme, Multi Lingual Education Programme, awareness campaign, provision of residential hostels facilities, scholarships, free textbooks and uniforms had been initiated to reduce the dropout of students. However, despite the constructive measures taken up by the Department, causes of dropout rate, mostly socio-economic causes, still remained unaddressed.

Recommendation 3.4

Intervention programmes like awareness campaigns and counselling should be undertaken extensively to address high percentage of drop out of children. Also, measures for improvement in quality of education need to be taken.

3.2 Availability of schools

The SME Department notified (May 2018 and March 2020) a policy for Rationalisation of schools in the State with the broad objective of improving Pupil-Teacher Ratio, having better infrastructure facilities in consolidated schools, better academic environment with increased staff and larger peer groups of students. It aims to bring larger parent and community participation with better monitoring and utilisation of public resources.

As per the scheme of rationalisation, different schools located in the same campus or within 100 metres were to be merged to form a single institution. Government Elementary and Secondary schools having enrolment of less than or equal to 20 were to be merged in nearby schools, irrespective of distance. Rationalisation of schools, after a detailed analysis, had also been suggested by the Project Approval Board, Ministry of Education, while approving the Annual Work Plan and Budget, 2020-21 of OSEPA.

There were 68,717 schools (State Government and State Government aided: 61,022 and Privately managed and others⁷: 7,695) functioning in the State, as of March 2019. In pursuance of the scheme of rationalisation, 7,685 Government schools were merged with nearby Government schools. As of March 2023, total number of schools was 61,891 (State Government, State Government aided: 54,478 and Privately managed and others: 7,413), which included newly established schools as well as schools closed after the rationalisation exercise.

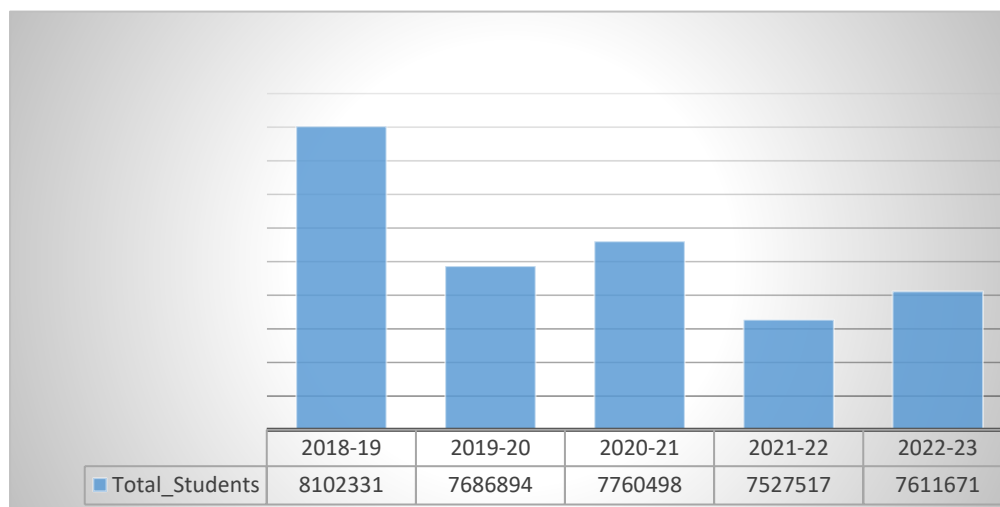
However, Audit observed that the objectives of rationalisation to improve Pupil-Teacher ratio, infrastructure facilities and enrolment of children had not been achieved, as discussed in *Chapters 5* and *6* of this Report and evident from the following paragraphs:

3.2.1 Decline in enrolment

As per the data furnished by OSEPA, number of students enrolled in Primary to Higher Secondary levels had declined from 81.02 lakh in 2018-19 to 76.12 lakh in 2022-23, as depicted in **Chart 3.7**.

⁷ Privately managed schools, schools established by Government of India, Special schools, Madrasas, Schools established by trusts and other body corporates

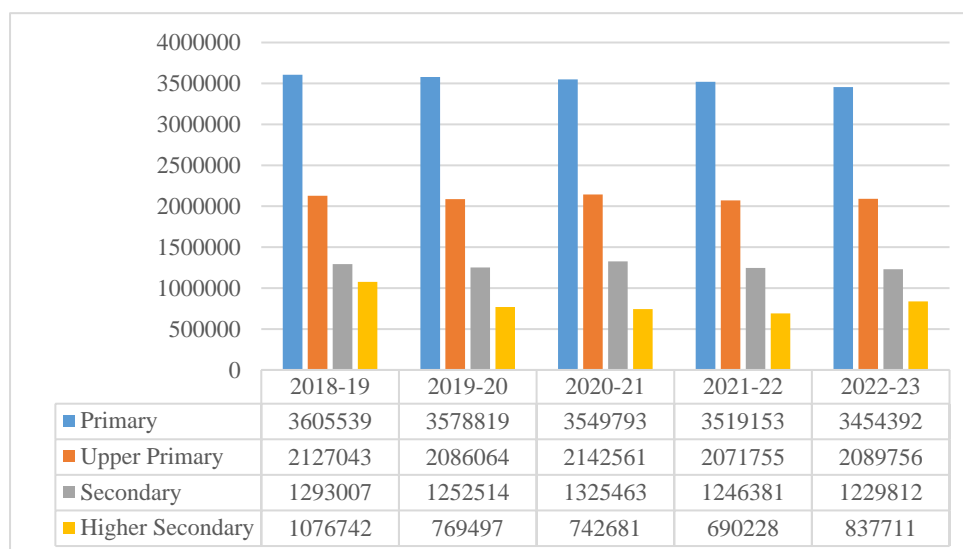
Chart 3.7: Year-wise total number of students enrolled across all levels of school education from 2018-19 to 2022-23 in the State



(Source: Information furnished by OSEPA)

Audit analysed the trend of enrolments at each level of education for the years from 2018-19 to 2022-23, which revealed that the enrolment had declined at all levels, as shown in the **Chart 3.8**.

Chart 3.8: Enrolment of students from Primary to Higher Secondary levels during 2018-19 to 2022-23



(Source: Information furnished by OSEPA)

So far as enrolment of SC/ ST students is concerned, their enrolment had declined from 37.08 lakh in 2018-19 to 34.90 lakh in 2022-23. Likewise, the enrolment of girl students had fallen from 39.52 lakh in 2018-19 to 37.08 lakh in 2022-23.

Audit observed that implementation of Rationalisation Policy of Schools had not ensured improved enrolment by providing better educational environment and infrastructural facilities through merger of schools. Similarly, the Rationalisation policy of the SME Department had also failed in improving Pupil Teacher Ratio (PTR), as discussed in **Chapter 6** of this Report.

Even enrolment of socially vulnerable groups like SC/ ST or girls had decreased over the span of five years from 2018-19 to 2022-23, as discussed in **Paragraph 4.2.1** of this Report. Meanwhile, the Orissa High Court on a writ⁸ against Rationalisation of schools, set aside (4 May 2021) the notifications on Rationalisation of schools, issued by the SME Department.

The Department did not offer specific views on the declining enrolments.

3.2.2 Disparity in enrolment data between different entities of Government

Children enrolled in Classes I to VIII are covered under the PM POSHAN programme of the GoI and are provided MDM at schools. Audit collected the year-wise figures of students enrolled in the aforesaid classes during the years 2018-19 to 2022-23, from two agencies viz., OSEPA and the State Project Management Unit (SPMU) of PM POSHAN. The comparative data maintained by the two agencies are presented in **Table 3.12**.

Table 3.12: Enrolment Data of children (Classes I to VIII) maintained by different agencies

Year	No. of children enrolled in Classes I to VIII		Difference	Percentage of difference
	As per OSEPA	As per PM POSHAN		
2018-19	45,91,520	48,41,657	(-)2,50,137	5.45
2019-20	44,53,735	46,41,593	(-)1,87,858	4.22
2020-21	44,37,112	45,13,758	(-)76,646	1.73
2021-22	45,00,044	44,28,963	(+)71,081	1.58
2022-23	45,04,532	44,94,078	(+)10,454	0.23

(Source: Data furnished by OSEPA and State Project Management Unit, PM POSHAN)

Audit observed that in none of the years from 2018-19 to 2022-23, the enrolment figures between the above-mentioned two Government agencies were in agreement and the difference ranged between 0.23 and 5.45 per cent. While in the initial three years the enrolment figures for MDM as per PM POSHAN were higher than the data maintained by OSEPA, in two subsequent years, the position was reverse.

While the accuracy of the enrolment data is vital for analysing performance against critical educational indicators, it is also crucial for devising necessary interventions. The disparity in enrolment data raises doubt about performance against key indicators and also impacts formulation of effective policy interventions.

⁸ WPC 27401 of 2020

The Department did not offer any specific views on the discrepancies in enrolment data.

Recommendation 3.5

The fall in the enrolment numbers across different grades of school education should be analysed and corrective measures be taken.

3.3 Habitation-wise school mapping not done

As per Odisha RTE Rules, 2010, schools shall be established within a distance of one and three kilometres of the neighbourhood, for children of Classes I–V and VI–VIII, respectively. Paragraph 4.4.1 of SSIF suggests undertaking Geographical Information System based school mapping for establishing new schools and upgrading existing schools. This was to be done in adherence to the norms laid down by the State under the RTE Act and related norms for Secondary and Higher Secondary levels. Habitation-wise school mapping was to be done to ensure that all habitations had access to all levels of school education. Further, as per Paragraph 4.4.5 of SSIF, the neighbourhood norms notified by the State would be applicable for opening of new Secondary and Higher Secondary schools to provide universal access to quality education. In case of any State, which had not notified the neighbourhood norms for Secondary and Higher Secondary schools, the scheme provided support to children for access to Secondary schools within a distance of five kilometres and Higher Secondary schools within a distance of seven to ten kilometres of habitation, ensuring their viability (*i.e.*, ensuring adequate enrolment) and cost effectiveness. Paragraph 4.4.6 of SSIF stipulates providing transport/ escort facilities to children residing in remote habitations with sparse population, *etc.*

The total habitations, habitations served by Primary Schools, Upper Primary Schools and unviable habitations in the State, as of March 2019 and March 2023, are shown in **Table 3.13**.

Table 3.13: Habitation-wise school mapping

Particulars	March 2019	March 2023
Total number of habitations	90,731	90,731
Primary schools		
Habitation unviable for opening school	2,981	2,981
Habitation covered with Primary Schools within 1 km	87,750	87,750
Habitation without Primary Schools within 1 km	0	0
Upper Primary schools		
Habitation unviable for opening school	2,010	2,010
Habitation covered with Upper Primary Schools within 3 km	88,721	88,721
Habitation without Upper Primary Schools within 3 km	0	0
Secondary and Higher Secondary Schools		
Habitation covered with Secondary schools and Higher secondary schools within a distance of 5 km and 7- 10 km	Habitation mapping not done	

(Source: Data furnished by OSEPA)

From **Table 3.13**, it can be seen that the figures of March 2019 and those of March 2023 were exactly the same. On being asked by Audit, OSEPA stated that habitation-wise school mapping had not been conducted during 2018-19 to

2022-23 and was last done during the year 2014-15. In the absence of a fresh habitation mapping exercise, the present status of habitations and habitations not served with Primary and Upper Primary Schools could not be ascertained. Thus, there was a chance of the State not providing the universal access to education for all children in the age group of 6-14 years.

The State had neither notified the neighbourhood norms nor had it done habitation-wise school mapping to assess the need to establish Secondary and Higher Secondary school facilities. It had also not identified child population in the age group of 15 to 18 years of unviable habitations to ensure universal access to all levels of school education (March 2023). This may be an indicative reason for the dropout of children particularly during the transition from Upper Primary to Secondary and Secondary to Higher Secondary levels of education.

The Department stated (October 2024) that the geo-mapping of schools had been completed during 2024 to assess needs of schools for upgradation of Upper Primary to Secondary and Secondary to Higher Secondary schools, to ensure smooth transition of students at different levels.

3.3.1 Variation between the State and district habitation report

Audit compared habitation mapping reports with regard to coverage of habitations by Primary School and Upper Primary School, furnished by OSEPA and sampled districts. In case of four out of six sampled districts, Audit noticed differences in data, as shown in *Table 3.14*.

Table 3.14: Variation in habitation mapping reports of State (OSEPA) and Districts

Particulars	Bhadrak		Koraput		Nuapada		Sambalpur	
	District	OSEPA	District	OSEPA	District	OSEPA	District	OSEPA
Total habitations	2,520	2,520	3,058	3,946	2,228	2,340	2,816	2,278
Habitation unviable for opening Primary School	0	8	0	272	56	105	41	140
Habitation unviable for opening Upper Primary School	0	0	0	277	35	50	41	71
Habitation viable for opening Primary School	2,520	2,512	3,058	3,674	2,172	2,235	2,775	2,138
Habitation viable for opening Upper Primary School	2,520	2,520	3,058	3,669	2,193	2,290	2,775	2,207
Habitation covered by Primary School within 1 km	2,520	2,512	2,544	3,674	2,172	2,235	2,676	2,138
Habitation not covered by Primary School within 1 km	0	0	514	0	0	0	99	0
Habitation covered by Upper Primary School within 3 km	2,520	2,520	2,737	3,669	2,193	2,290	2,745	2,207
Habitation not covered by Upper Primary School within 3 km	0	0	321	0	0	0	30	0

(Source: Information furnished by the DEO cum DPC of the districts and OSEPA)

It would be observed from *Table 3.14* that there were variations in the two sets of data maintained by the districts and OSEPA at the State level. While two districts (Koraput and Sambalpur) had reported about habitations not covered by Primary and Upper Primary schools, report of OSEPA stated that all

habitations of the districts had been covered by such schools. The habitation mappings are important for assessing the availability of schooling facilities and to ensure that all habitations had access to school education. As such, both the State and District level agencies should have proper and shared information for formulation of effective policy interventions. Implementation of Rationalisation policy without undertaking habitation mapping indicated that the policy of the State was not backed with well thought and prudent plans and strategies.

In view of such difference in data, Audit could not give assurance about the availability of Primary and Upper Primary schools in these districts, as per the norms laid down in the RTE Act. Due to lack of neighbourhood schools, lack of uniform access to education for all school going children cannot be ruled out.

The Department stated (October 2024) that Habitation/ School mapping had been conducted at Block level during 2014-15 and schooling facilities had been provided to the eligible habitations, as per the school mapping report. The Department, however, did not offer views on the discrepancies between State and District level habitation reports.

Recommendation 3.6

The habitation-wise school mapping should be done in a periodical manner and schooling facilities should be improved to meet the neighbourhood schooling norms.

3.3.2 Mainstreaming of ‘Out of school’ children

Department of School Education and Literacy, Ministry of Education, GOI defined Out of School Children that a child of 6-14 years of age will be considered out of school, if he/she has never been enrolled in an elementary school or if after enrolment, he/she has been absent from school without prior intimation for a period of 45 days or more. Section 4 of the RTE Act, 2009 stipulates age-appropriate admission of a child above six years of age who has not been admitted in any school or though admitted, could not complete elementary education with special training so that they can be at par with other children. Further, Paragraph 1.3 of Manual of Financial Management and Procurement for Samagra Shiksha (FMP) and Paragraph 4.4.8 of SSIF stipulate support and bridge courses, special trainings and other incentives for age appropriate admission and mainstreaming of such children.

In the Annual Work Plan and Budget (2018-23) for Samagra Shiksha, Project Approval Board (PAB) had approved ` 5.01 crore for special training to Out of School Children (OoSC) to bring them into the fold of regular education, after imparting trainings by the existing teachers of the schools in residential and non-residential mode. The State had utilised only ` 2.05 crore (41 *per cent*) for the purpose. **Table 3.15** shows the OoSC of different age groups, identified and mainstreamed into education during 2018-23.

Table 3.15: Out of School children mainstreamed into education

Year	OoSC identified (never enrolled & dropout between the age group)		Children mainstreamed into education (per cent)		Target for special training to OoSC children	Trainings conducted for OoSc
	6-14	15-18	6-14	15-18		
2018-19	3,649	0	3,483 (95)	Not identified	1,563	1,397
2019-20	10,216	0	3,121 (31)	Not identified	3,147	1,660
2020-21	10,216	0	10,216 (100)	Not identified	1,943	1,943
2021-22	8,168	0	8,168 (100)	Not identified	708	708
2022-23	14,721	54,637	14,721 (100)	411 (0.75)	473	419
Total	46,970	54,637	39,709	411	7,834	6,127

(Source: Analysis of data furnished by OSEPA)

From the above table, it can be seen that the State had identified 46,970 OoSC between the age group of 6-14 years, comprising children who never enrolled in education and children who discontinued education during 2018-23. Out of these, 39,709 OoSC were shown as mainstreamed into education with a shortfall of 7,261 (15 per cent). However, while there were 3,649 OoSC in 2018-19, the OoSC increased to 14,721 in 2022-23, which is nearly 300 per cent increase over 2018-19.

Audit noted that the OoSC between the age group of 15-18 years had not been identified in any year except in 2022-23. Out of the 54,637 OoSC identified, only 411 (0.75 per cent) children had been mainstreamed into education, resulting in a gap of 54,226 OoSC for age-appropriate admission into education.

Thus, out of 1,01,607⁹ OoSC identified (between the age group of 6-18 years) during 2018-23, only 40,120 OoSC were mainstreamed into education with a shortfall of 61,487 (61 per cent). Thus, the State failed to achieve the target of special training for the OoSC and was unable to bring all the OoSC into the fold of regular education.

Even the OoSC data of sampled districts (reported by OSEPA) has raised doubt over its reliability, since the dropout of children from Primary to Higher Secondary levels in the State ranged between 1.50 lakh and 5.47 lakh, during 2018-23. The DPCs of the sampled districts reported a shortfall in mainstreaming of 9,242 OoSC out of 13,285 identified during 2018-23, as shown in **Table 3.16**.

Table 3.16: Out of school children mainstreamed into education in the sampled districts

Name of the District	2018-23		
	OoSC identified (6-14 years)	OoSC mainstreamed (6-14 years)	Shortfall
Bhadrak	43	27	16
Koraput	8,994	2,531	6,463
Nabarangpur	2,015	1,117	898

⁹ 2018-23: OoSC (6-14 years) 46,970 + OoSC (15-18 years) 54,637 = 1,01,607

Name of the District	2018-23		
	OoSC identified (6-14 years)	OoSC mainstreamed (6-14 years)	Shortfall
Nuapada	2,066	341	1,725
Sambalpur	123	27	96
Sonepur	44	0	44
Total	13,285	4,043	9,242

(Source: Data furnished by DEO cum DPC of the sampled districts)

However, OSEPA informed that 11,399 OoSC had been identified during 2018-23, between the age group of 6-14 years in the six sampled districts, out of which 10,172 children were mainstreamed into education, resulting in a shortfall of 1,227 children. Therefore, a disparity can be observed between the report of OSEPA and the DPCs of the sampled districts, raising doubt over the reliability of the data maintained at different levels of implementation *i.e.* OSEPA and DPCs. Audit even noticed disparities between the data of OoSCs maintained by the DPCs and the District Social Welfare Officers (DSWOs) in the sampled districts, which further raised doubts over the reliability of the OoSC data.

This clearly establishes that the data maintained for OoSC by the State is unreliable and hence cannot be used for policy formulation. This is one of the key reasons of ineffectiveness of the policies adopted by the Department to bring the OoSC into the fold of regular education.

The Department did not offer any specific views on the matter of data discrepancy. It, however, stated that measures such as Learning Recovery Plan, Foundational Literacy and Numeracy, Learning Enhancement Programme had been undertaken to make child friendly learning environment and ensure retention of students in early grades.

Recommendation 3.7

The Department should ensure accurate data collection through surveys mandated under the RTE Act and Samagra Shiksha Scheme for effective policy formulation, so that Out of School Children can be identified and mainstreamed to fulfil the objective of Universal Education.

Chapter 4

Inclusive Education

Chapter 4

Inclusive Education

This Chapter primarily focuses on education of Children with Special Needs (CwSN) and Girls and implementation of the interventions intended towards their larger retention. The significant audit findings are outlined below:

- Out of 0.97 lakh to 1.46 lakh CwSN enrolled during 2018-23, 0.67 lakh CwSN across all classes had discontinued education in the State. The percentage of drop out ranged between 11 and 35 *per cent*.
- As an incentive for CwSN to continue school education, State Government provides Transport and Escort allowances and stipend to CwSN girl students. However, 380 eligible CwSN were deprived of the Transport and Escort allowances, 477 eligible CwSN girl were deprived of stipend on account of transfer of allowances to dormant / wrong bank accounts, due to the failure of the Department in ensuring correctness of the bank accounts of the beneficiaries.
- Assistive aids and appliances were not supplied to 311 eligible CwSN students, indicating lapses in extending support to the eligible CwSN.
- There were shortfalls in availability of CwSN-friendly infrastructure in schools, as in 13 to 26 *per cent* schools, where 0.97 lakh to 1.46 lakh CwSN were enrolled during 2018-23, ramp facilities did not exist. Similarly, 31 to 44 *per cent* schools lacked CwSN friendly toilet facilities.
- Kasturba Gandhi Balika Vidyalayas, which are residential schools established exclusively for girl students belonging to SC, ST, OBC and minority communities in difficult areas, lacked adequate living space, laboratories, classrooms, *etc.* Infrastructural constraints in these schools did not help in wider enrolment and retention of girl students.
- There was shortfall in providing funds to 13 to 19,260 schools for imparting self-defence trainings to girls. Thus, girl students were deprived of valuable skills for self-protection and developing self-confidence.

4.1 Education for CwSN

The Rights of Persons with Disabilities (RPwD) Act, 2016 was enacted by the Parliament in pursuance of United Nations Convention on the Rights of Persons with Disabilities. Section 3 of the RPwD Act casts responsibility upon the

appropriate governments to ensure that Persons with Disabilities (PwD) enjoy their rights at par with others. Section 31 of the said Act stipulates that, every child between the age group of six and eighteen years, with a benchmark disability, shall have the right to free education. The amendment to RTE Act (in August 2012) provides children with severe - multiple disabilities, the right to opt for Home Based Education (HBE). Paragraph 1.5 of SSIF envisages supporting PwD children from the foundational to secondary stage of schooling in government, government aided and local bodies' schools, in the form of stipend, transportation, escort, supply of aids and appliances and institutional support by establishment of resource rooms, support for special educator/resource persons along with establishment of CwSN friendly infrastructure.

4.1.1 Enrolment and Dropout of Children with Special Needs

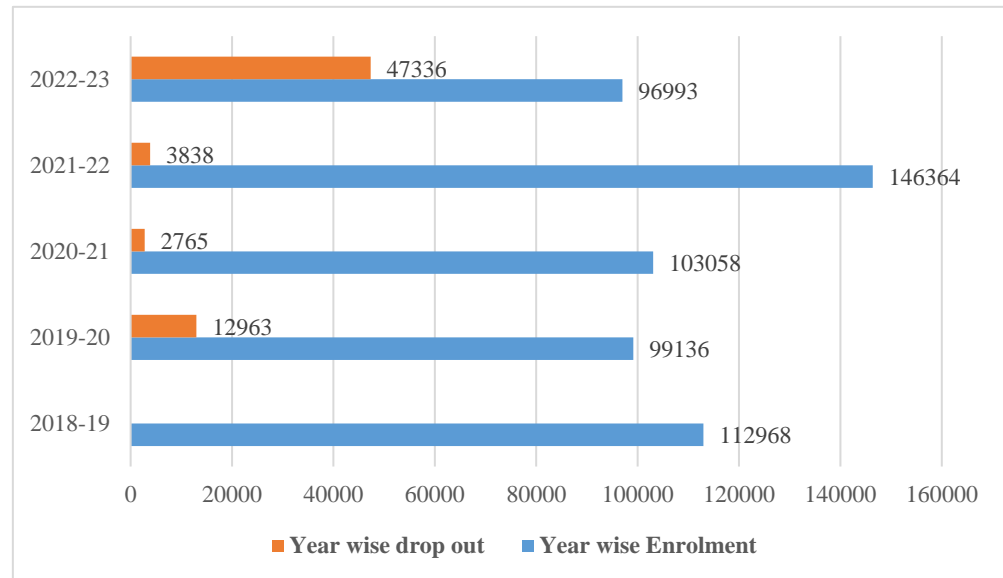
Paragraph 4.8.3 of SSIF stipulates targeted interventions to improve retention and school completion rates for disadvantaged CwSN. In this regard, emphasis has been laid in SSIF on identification and assessment of children with disabilities as well as retention of CwSN students in the schools for completion of their education. The year-wise enrolment and dropout of CwSN in the State as a whole, is depicted in **Table 4.1** and **Chart 4.1**.

Table 4.1: Enrolment and dropout of CwSN

Class	2018-19	2019-20	2020-21	2021-22	2022-23	Total
	<i>(No. of CwSN enrolled)</i>					
I	5693	4760	5450	10400	7299	33602
II	10660	7436	6797	13390	8470	46753
III	12545	10350	8603	16770	8928	57196
IV	13552	12150	11762	18053	10204	65721
V	13776	12712	12406	18047	10993	67934
VI	12080	10968	12054	16669	10672	62443
VII	14393	12298	12107	15805	11947	66550
VIII	14160	12684	13210	14534	10863	65451
IX	8148	8817	10649	10443	7959	46016
X	7935	6590	9686	9578	6889	40678
XI	14	172	234	1375	1544	3339
XII	12	199	100	1300	1225	2836
Total	112968	99136	103058	146364	96993	558519
Year wise dropout¹⁰	-	12963	2765	3838	47336	66902
Percentage of dropout		15	11	16	35	

(Source: Audit analysis of data furnished by OSEPA)

¹⁰ Total enrolment of CwSN in respective classes during the year minus enrolment at the next level of classes during the following year

Chart 4.1: Chart showing year wise enrolment and dropout of CwSN

(Source: Audit analysis of data furnished by OSEPA)

Table 4.1 indicates that out of 0.97 lakh to 1.46 lakh CwSN enrolled during 2018-23, 0.67 lakh CwSN across all classes had discontinued education in the State. The percentage of drop out ranged between 11 to 35 *per cent*. In the year 2022-23, 0.47 lakh CwSN students discontinued schooling, which was the highest during 2018-23.

In the six sampled districts, only Subarnapur district did not witness any dropout of CwSN in any of the years between 2019-20 and 2022-23. In Koraput district, only one dropout case was noticed for the year 2022-23, whereas Nabarangpur and Sambalpur each registered the highest dropout of 19 CwSN students. Bhadrak and Nuapada witnessed the dropout of eight and nine CwSN respectively, during 2018-23. The reasons for discontinuation of education by CwSN were not furnished by the schools.

The Department stated (October 2024) that 50,611 CwSN (visually impaired) students had been provided with spectacles and therefore, their names had been removed from the CwSN list in 2024-25. However, the department did not offer any comments on dropout of CwSN students in previous years.

4.1.2 Transport and Escort Allowance to CwSN

Rule 6 (7) of the RTE Rules, 2010 envisages that the government concerned will endeavour to make appropriate and safe arrangements for children with disabilities to enable them to attend school.

As per the activity-wise guidelines on Inclusive Education for CwSN, issued (2018-20) by OSEPA under Samagra Shiksha, CwSN studying in Government or Government aided schools shall be entitled to the following allowances:

- (i) those with 60 to 75 *per cent* disability studying in Classes I to VIII, shall be entitled to transport allowance (TA) at the rate of ₹ 3,000 per year,
- (ii) those with 40 *per cent* or more disability, studying in Classes IX to XII shall be entitled to TA at the rate of ₹ 1,000 per year,

- (iii) those with 75 per cent and more disability, studying in Classes I to XII, shall be entitled to an Escort Allowance (EA) at the rate of ₹ 3,000 per year. In all the cases, 50 per cent attendance in schools is the requisite condition for availing these allowances.

OSEPA revised (2020-21) the rate of TA to ₹ 1,200 for 40 to 75 per cent disabilities of all categories and EA to ₹ 1,800 for six months. The rate of TA and EA was further revised (2022-23) to ₹ 300 and ₹ 400 per month respectively, subject to payment for 10 months in a year.

Further, as per the above said guidelines, the TA and EA shall be transferred to the respective bank accounts of the CwSN/ parents through RTGS. The District Project Co-ordinators of Samagra Shiksha were required to complete the activities relating to Inclusive Education in time in order to enable 100 per cent expenditure.

Audit noticed that in the sampled districts, 16,410 CwSN were eligible for TA and EA during 2018-23. However, 380 (2.3 per cent) eligible CwSN in three sampled districts were deprived of this benefit, because the DPCs transferred the allowances to dormant/ wrong bank accounts of CwSN/ parents, as summarised in **Table 4.2**. Further, the DPC, in one district (Koraput), provided TA and EA at a rate lower¹¹ than the stipulated rate to 153 eligible CwSN during 2021-22, on account of inadequacy of funds.

Table 4.2: CwSN deprived of Transport and Escort allowance in sampled districts during the period 2018-23

Name of the district	CwSN eligible for TA	CwSN eligible for EA	CwSN children deprived of the benefit	
			TA	EA
Bhadrak	1910	2258	84	71
Koraput	1351	612	100	80
Nabarangpur	512	267	20	25
Nuapada	1989	1550	0	0
Sambalpur	2444	1712	0	0
Sonepur	1071	734	0	0
Total	9277	7133	204	176
Total			380	

(Source: Information furnished by the Districts Project Coordinator)

Audit conducted beneficiary survey along with staff of test-checked schools and observed that the parents of CwSN (Koraput) were unaware of special benefits like stipend, TA/ EA as well as assistive devices which were available for CwSN getting enrolled in schools. Though Paragraph 9.4.6 of the SSIF provides for conducting awareness, advocacy and outreach plan, 81 per cent sampled government and government aided schools had not conducted awareness programme to make the parents/ guardians of CwSN aware of the allowances available for CwSN students.

¹¹ During 2020-21, the DPC Koraput provided TA at the rate of ₹786 against the stipulated rate of ₹1,200 for six months to 122 CwSN and EA at the rate of ₹1,741 against the stipulated rate of ₹1,800 for six months to 31 CwSN.

Section 16 (iii) of the RPwD Act, 2016, provides that the Government should provide reasonable residential accommodation in schools to children with disabilities according to their requirements. However, no residential accommodation facilities in schools were created by OSEPA in the State for the CwSN students. As a result, CwSN with severe disabilities who were unable to move, did not attend school.

The Department stated (October 2024) that financial assistance to CwSN students of Bhadrak and Nabarangpur districts could not be provided, as their bank accounts were either inoperative or frozen. In case of Koraput district, the reply was not specific.

4.1.3 Stipend to CwSN girls

As per stipulation in Paragraphs 8.4 and 9.4.3 of SSIF and the activity-wise guidelines on Inclusive Education for CwSN, issued (2018-20) by OSEPA, CwSN girl students, with 40 *per cent* or more disabilities, studying in Classes I to XII in government or government aided schools are entitled to a stipend of ₹ 2,000 per year. The schools would collect the applications from eligible CwSN girl students, the Block Education Officers would submit the list of eligible students to the DPCs and DPCs would release the stipend to CwSN girl students'/ parents' bank accounts.

Audit noticed that the DPCs in sampled districts, had provided stipend to 11,551 eligible CwSN girl students during 2018-23. However, in three districts, 477 (four *per cent*) eligible CwSN girl students were deprived of the benefit, as shown in *Table 4.3*.

Table 4.3: CwSN girl students deprived of benefit of stipend in sampled districts during the period 2018-23

(Figures represent numbers)

Sampled district	Eligible	Provided	Deprived
Bhadrak	2,493	2,367	126
Koraput	1,835	1,733	102
Nabarangpur	1,651	1,651	0
Nuapada	2,075	2,075	0
Sambalpur	2,547	2,298	249
Sonepur	1,427	1,427	0
Total	12,028	11,551	477

(Source: Information furnished by sampled blocks)

Audit observed that in Koraput and Bhadrak districts, 228 CwSN girl students were deprived of the benefit of stipend due to failed transactions in their bank accounts. In Sambalpur district, due to non-placement of demand for funds by the Block authorities for disbursement of stipends, 249 eligible CwSN were deprived of the benefit during 2018-23.

Audit observed that there was no timely reporting of beneficiaries' details by the blocks and prompt remedial action by DPCs to settle the failed transactions. As a result, the eligible CwSN girl students were deprived of the benefit.

The Department stated (October 2024) that they had started transferring funds to the bank accounts of CwSN through PFMS portal to avoid failed transactions. The Department also gave an assurance regarding communicating the recommendations of Audit to the field functionaries for remedial actions.

Recommendation 4.1

The Department should create widespread awareness and frame effective monitoring mechanism to ensure timely transfer of allowances to the eligible CwSN.

4.1.4 Supply of aids, appliances and assistive devices

Paragraphs 9.4.1 and 9.4.2 of SSIF stipulate, *inter alia*, providing of support in the form of walking canes, walkers, wheelchairs, prosthetics, braille kits, hearing aids, assistive living kits, *etc.* to CwSN. As per the activity-wise guidelines on inclusive education for CwSN issued by OSEPA under Samagra Shiksha, medical assessment camps were to be conducted annually at the block level for clinical assessment of CwSN in convergence with local hospitals and institutions, working for the disabled and assistive devices supplied through Government Agencies / Government rate contract firms / open tender at district level.

Audit noticed that 10 sampled BEOs had identified 1,458 CwSN through Medical assessment camps during 2018-23, who required assistive aids and appliances. However, 311 (21 *per cent*) identified CwSNs were not provided with such devices as of October 2023, as shown in **Table 4.4**.

Table 4.4: CwSN who were eligible for aid and appliances in the sampled blocks

Sampled district	Sampled Block	Year of organisation of camp	No. of CwSN identified	No. of CwSN not provided with aid and appliances
Bhadrak	Bhandaripokhari	2018-23	355	0
	Bonth	2018-23	193	41
Koraput	Boipariguda	2021-22	86	86
	Semiliguda	2021-22	66	66
Nabrangpur	Kosagumuda	2020-21	50	50
		2021-22		
Nuapada	Nandahandi	2020-21	94	68
		2021-22		
Nuapada	Komna	2018-23	120	0
	Nuapada Sadar	2018-23	168	0
Sambalpur	Bamra	2018-23	60	0
	Maneswar	2018-23	266	0
Total			1,458	311

(Source: Information furnished by sampled blocks)

Audit observed that in one sampled district (Koraput), the DPC placed funds (March 2023) with the ALIMCO¹² for supply of aids and appliances, but the same had not been received from the supplier till September 2023. As such, required assistive devices could not be made available to the CwSN.

The Department while admitting (October 2024) the fact, stated that they had issued instructions to the ALIMCO authorities to provide the aids and appliances in time. However, the Department did not offer any views with regard to non/short supply of aids and appliances to the CwSN students.

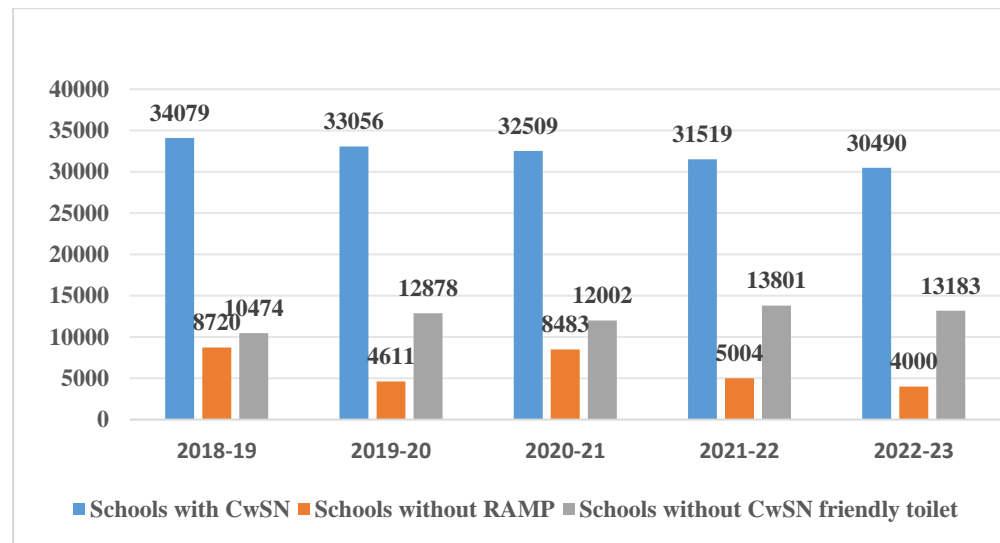
¹² Artificial Limbs Manufacturing Corporation of India – a GoI undertaking

4.1.5 Absence of CwSN-friendly facilities in schools

Paragraphs 5.5.5 and 5.5.6 of SSIF stipulate that all schools should have minimum basic facilities including toilets for CwSN, barrier-free access to enable all children including children with disabilities to be able to move in all areas of the school and use all facilities. States need to ensure that appropriate barrier-free features are incorporated in all the new buildings and that the existing school buildings are modified for the purpose.

The availability of CwSN-friendly facilities in schools where CwSN children were enrolled during 2018-23, is indicated in **Chart 4.2**.

Chart 4.2: Year-wise availability of CwSN friendly facilities in schools of the State



(Source: Information furnished by OSEPA)

It was observed that in 13 to 26 *per cent* schools, where CwSN children ranging from 0.97 lakh to 1.46 lakh were enrolled during 2018-23, no ramp facilities existed. Similarly, 31 to 44 *per cent* of such schools lacked CwSN friendly toilet facilities. Thus, the State was unable to establish CwSN-friendly facilities, leading to lesser retention of CwSN children in education and denying suitable access to all students.

The Department stated (October 2024) that new additional classrooms with CwSN friendly facilities like ramps, handrails and CwSN toilets had been constructed during 2023-25.

Recommendation 4.2

Steps should be taken by the State Government to ensure CwSN friendly infrastructure in schools to enable them to have equal access to quality education.

4.1.6 Delayed supply of teaching-learning material

Paragraph III (ii) of the Manual on Financial Management (FMP) and Procurement for Samagra Shiksha and Paragraph 1.5 of SSIF stipulate support¹³ to CwSN in schools at all levels from Classes I to XII. Braille and large print books must be provided to children with visual impairment by schools. Besides, timely supply of books is important for ensuring quality education, especially for CwSN.

Audit noticed that the OSEPA had placed a printing order (August 2019) with the Text Book Production and Marketing (TBPM)¹⁴ for printing 7,216 sets of large print books for children of Classes I to X, with low vision, for the year 2019-20. TBPM completed printing only after a lapse of more than one year (September 2020). OSEPA instructed (September 2020) the DPCs to receive the books from TBPM and ensure distribution of the same to the children, but by that time, the academic session 2019-20 was already over. The books were thus, distributed to children during 2020-21, after a lapse of six months from the commencement of the academic session. Similarly, due to non-timely receipt of braille books by the DPCs from the Red Cross printing press, the books were supplied to the visually impaired students with delays ranging from two to three months of commencement of academic years, during the year 2018-23.

Thus, due to lack of proper planning and time-bound action by OSEPA, the CwSN were deprived of getting the required teaching and learning material in time.

The Department did not offer any specific views with respect to the supply of teaching and learning materials during 2018-23, but stated (October 2024) that Braille and large print books had been supplied to the districts during 2023-24 and 2024-25.

4.1.7 Non-functional enrolment and education of CwSN

Paragraph 9.4.7 of SSIF stipulates that the State shall ensure that children with disabilities who are enrolled in schools, fully participate in the general schooling process and are able to realise their best potential. Also, efforts should be made for making the appropriate educational support available to children with severe and multiple disabilities who are unable to go to schools.

During Joint Physical Inspection (JPI), Audit noticed that in four schools¹⁵ of Koraput district, seven CwSN, who were enrolled in different classes had never attended schools, whereas some children attended the school occasionally. Out of these, four CwSN were hearing/speech impaired and three were mentally retarded which included one CwSN who was non-responsive *i.e.*, unable to move due to severe disabilities. Even without attending the school or any provision for home-based education (HBE) facilities, two CwSN completed the

¹³ The support included - Braille and large print books for children with visual impairment, stipend for CwSN girls, aids & appliances, assistive devices, support for special educators and resource persons, *etc.*

¹⁴ State Government Printing Press

¹⁵ Government Project Upper Primary School, Banaguda; Government Upgraded High School (UGHS) Chandrapada; Government UGHS, Mahuli and Government UGHS, Tanginiguda

primary level of education and were enrolled in the upper primary class by promoting them to the next higher level.

During JPI, the parents of the CwSN as well as the Headmaster (HM) of the school stated that the special educators were not providing the HBE to the CwSN for fulfilling their education needs. The above facts indicated that teaching needs of the CwSN had not been adequately addressed to, for providing quality education to CwSN.

The Department stated (October 2024) that, every year orientation programmes were organised at Block level to monitor attendance/ retention of CwSN students. It further assured that recommendation of Audit would be acted upon for larger retention of CwSN in School Education.

Recommendation 4.3:

Adequate monitoring and need-based intervention towards larger retention of CwSN in school education needs to be properly addressed at different levels of implementation.

4.2 Girls' education

As per Paragraph 1.2.3 of FMP of Samagra Shiksha, bridging social and gender gaps in school education is one of the major objectives of the programme to make it inclusive for all. The gender gap in enrolment of boys and girls from primary to higher secondary stages of education during 2018-19 to 2022-23, in the State is shown in *Table 4.5*.

Table 4.5: Year-wise enrolment of boys and girls in school education

Year	Enrolment of children (Class-I to XII)		Girls to Boys ratio
	Boys	Girls	
2018-19	41,49,850	39,52,481	0.95
2019-20	39,54,567	37,32,327	0.94
2020-21	39,93,163	37,67,335	0.94
2021-22	38,53,640	36,73,877	0.95
2022-23	39,03,221	37,08,450	0.95
Total	1,98,54,441	1,88,34,470	0.94
	5.94 per cent decline	6.17 per cent decline	

(Source: Analysis of data furnished by OSEPA)

It may be seen that the enrolment of both girls and boys had declined in 2022-23 as compared to 2018-19. In case of girls, the decline was 6.17 per cent, which was higher in comparison to the decline of 5.94 per cent among boys, despite availability of facilities under Samagra Shiksha to retain the students in the education fold. Audit observed that lack of adequate residential schooling facilities, girls' friendly infrastructure and amenities in schools/ hostels and implementation of programme to ensure safety and security of girl students were some of the indicative reasons for decline in participation of girls in education, as discussed in the subsequent paragraphs:

The Department stated (October 2024) that the State had taken all possible measures for enrolment of all children in School Education. However, the

measures being taken up by the Department were found to be insufficient as the enrolment rate of girls was not only below that of boys, but was also declining during 2018-23.

4.2.1 Category-wise enrolment of girl students in school education

Audit analysis revealed that there was a rise of 0.09 lakh (one *per cent*) in enrolment of girl students, belonging to SC and ST during 2022-23 as compared to 2021-22, after a decrease of 1.08 lakh (six *per cent*) from 2018-19 to 2021-22. There has been an overall decline in enrolment in 2022-23 as compared to 2018-19, as shown in **Table 4.6**.

Table 4.6: Category-wise enrolment of girl students during 2018-23

(Figures in lakh)

Category	2018-19	2019-20	2020-21	2021-22	2022-23
General	6.78	6.39	6.29	6.13	6.12
OBC	14.48	13.44	13.77	13.43	13.69
SC	7.50	7.12	7.17	6.94	7.01
ST	10.76	10.38	10.45	10.24	10.26
Total	39.52	37.33	37.68	36.74	37.08

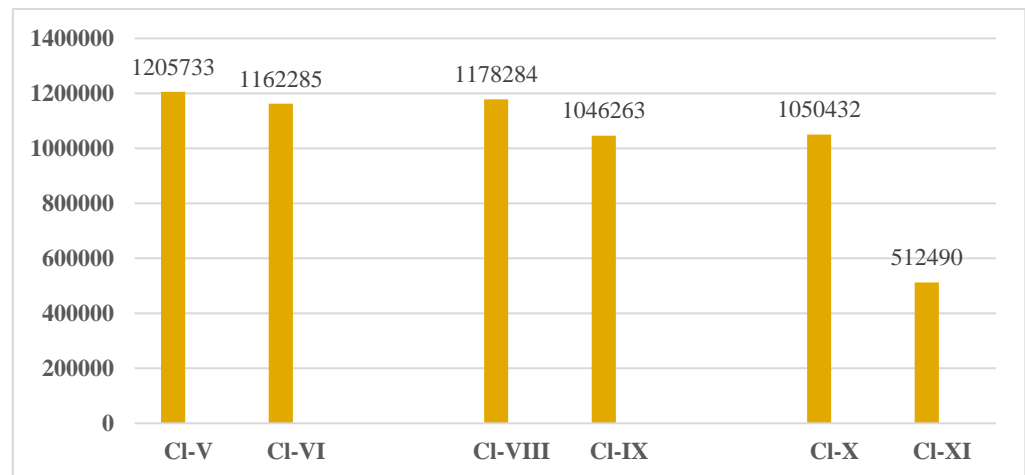
(Source: Analysis of data furnished by OSEPA)

The Department stated (October 2024) that there was rise in enrolment of girl students belonging to SC/ ST/OBC in 2022-23 over 2021-22 and the decline in enrolment of girls in 2021-22 over 2018-19 was very less. However, the enrolment in 2022-23 was still less than 2018-19 in all categories and hence the Department needs to consistently assess the sufficiency of the measures implemented for increase of enrolment of girls.

4.2.2 Transition of girl students from one level to another level of education

The transition of students from one level to the next level of education is an indicator to assess the continuity of students in school education. Audit noticed that there was a transition loss of 0.34 lakh (2.4 *per cent*) from Primary to Upper Primary, 1.34 lakh (10 *per cent*) from Upper Primary to Secondary and 4.67 lakh (38 *per cent*) from Secondary to Higher Secondary level among all categories of girl students during 2018-23. However, the proportion of transition loss among female students belonging to SC, ST and OBC categories was highest in comparison to all categories of female students. It was four *per cent* from Primary to Upper Primary, 11 *per cent* from Upper Primary to Secondary and 51 *per cent* from Secondary to Higher Secondary classes. The transition loss of all categories of girl students is shown in **Chart 4.3**.

Chart 4.3: Chart showing transition loss among SC, ST and OBC girls at different levels of education



(Source: Data furnished by OSEPA)

The decline in enrolment as well as transition loss among girl students at different levels of education indicated that interventions intended towards retention of girls in school education had not been adequately implemented by the State, as elaborated in the succeeding paragraphs.

The Department stated (October 2024) that utmost care and attention had been given to ensure enrolment and transition of all girl students at different levels of education by providing hostel facilities, self-defence training, free uniform, Mid-Day-Meal, *etc.* However, the measures were found to be insufficient in view of the deficiencies found in hostel infrastructure, non-implementation of self-defence trainings, *etc.* Hence the Department needs to have a re-look at the appropriateness and sufficiency of the measures being carried out.

4.2.3 Functioning of Kasturba Gandhi Balika Vidyalaya

Government of India launched Kasturba Gandhi Balika Vidyalayas (KGBVs) in August 2004. KGBVs are residential schools at Upper Primary to Senior Secondary level for girls belonging to the SC, ST, OBC and minority communities in difficult areas¹⁶. The main objective of KGBV is to ensure access to quality education to girls of disadvantaged groups of the society by setting up of residential schools. The guidelines for implementation of KGBV stipulate three possible Models of KGBVs *i.e.* Model-I: school with hostel facility for 100 girls, Model-II: school with hostel facility for 50 girls and Model-III: hostels in existing schools for 50 girls. Further, NEP 2020 (Paragraph 6.9) envisages strengthening and extending all KGBVs up to Class XII to increase the participation of girls from socio-economic disadvantaged backgrounds for smooth transition from Elementary to Senior Secondary level and to increase the share of girls completing school education in educationally backward blocks.

Audit noticed that 182 KGBVs were functioning in 173 blocks of the State during the period 2018-19 to 2022-23. Audit verified nine KGBVs in six sampled districts and observed that residential facilities were being provided to only 1,276 girl students in KGBV hostels, whereas the schooling facilities were

¹⁶ Educationally Backward Blocks

being provided in adjacent/ nearby schools. In the verified nine KGBVs of the six sampled districts, only Odisha Adarsha Vidyalaya (OAV), Bamra in Sambalpur district had extended Class up to XII, whereas other eight KGBVs had not been extended up to Class XII for smooth transition of girl students of disadvantaged communities from Elementary to Senior Secondary level, as shown in **Table 4.7**.

Table 4.7: Classes available in KGBVs as verified in sampled districts

Sl. No.	District	Name of the KGBV hostel	Existing school to which KGBV attached	Class in the existing school
1	Bhadrak	KGBV hostel, Bhadrak	Narayan Chandra High School, Bhadrak	X
2	Koraput	KGBV hostel, Aligam	Govt. UPS , Aligam	VIII
3	Koraput	KGBV hostel, Tanginiguda	Govt. UGHS, Tanginiguda	X
4	Nabarangpur	KGBV hostel, Panduguda	Govt. UPS, Panduguda	VIII
5	Nabarangpur	KGBV hostel, Sindhiguda	Govt. UGHS, Sindhiguda	X
6	Nuapada	KGBV hostel, Nuapada	National High School, Nuapada	X
7	Sambalpur	KGBV Hostel, Bamra	Bhagirathi High school, Bamra	X
8	Sambalpur	KGBV Hostel, Bamra	OAV, Bamra	XI
9	Sonepur	KGBV hostel, Sindhol	Govt. High school, Sindhol	X

(Source: Records of sampled schools)

Thus, the State had not provided exclusive residential schooling facilities needed for girl students for smooth transition from elementary to senior secondary level of education.

The Department stated (October 2024) that extension of KGBVs up to Class XII would be ensured in a phased manner.

4.2.3.1 Schooling and other infrastructure in KGBVs

Paragraphs 8.5.2.4 and 8.5.2.5 of SSIF stipulate that the State needs to ensure availability of boundary wall/ closed access, adequate classrooms with furniture, library, laboratory (Science, ICT, Math *etc.*), art and craft room, recreation room, incinerators, sanitary pad vending machines, arrangement for watchman and safety of children in all KGBVs and also ensure minimum living space for each girl student¹⁷. Audit inspected nine KGBV hostels along with the schools in six sampled districts during the period 2018-19 to 2022-23 and observed deficiencies in various facilities in the schools as well as in the hostels, as shown in **Table 4.8**.

¹⁷ Excluding kitchen, toilet and other common places



Table 4.8: KGBVs hostels and schools without the basic facilities during 2018-23

Basic facilities / amenities required in KGBVs hostel / school	No. of KGBVs without basic facilities	KGBVs
Complete boundary walls/ closed access	2	KGVB, Sindhol ; KGVB, Tanginiguda
Adequate classrooms with furniture	1	KGVB, Tanginiguda
Laboratory	1	KGVB, Aligam
Art and craft room	2	KGVB, Sindhol ; KGVB, Tanginiguda
Recreation room	2	KGVB, Aligam ; KGVB, Tanginiguda
Incinerators	1	KGVB, Sindhol
Sanitary pad vending machines	5	Bhagirathi High School, Bamra; Narayan Chandra High School, Bhadrak; KGVB, Panduguda; KGVB, Sindhuguda; KGVB, Sindhol
Minimum living space for girls	3	100 to 177 female residents were staying in the hostels against the resident capacity of 100 in three KGBV hostels in KGBVs at, Aligam, Bhagirathi and Sindhol

(Source: Records of test-checked KGBVs)

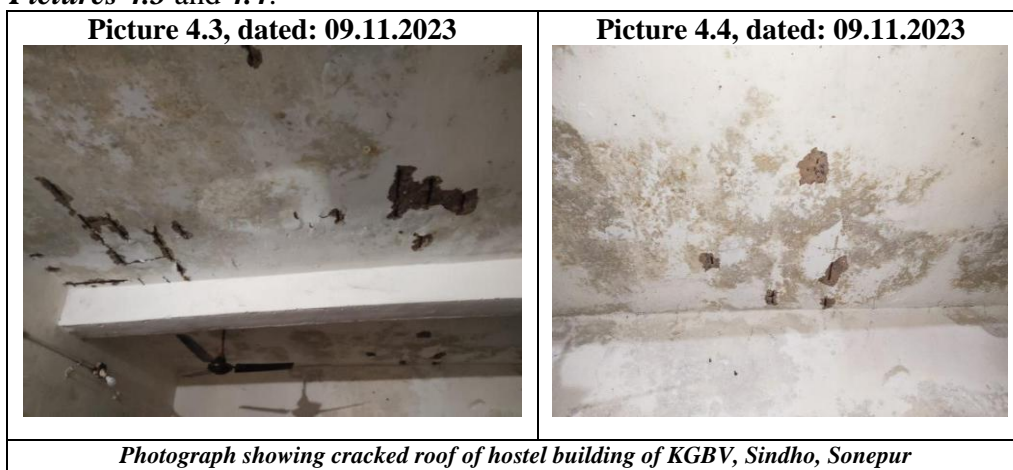
It can be seen from **Table 4.8** that the State had not ensured availability of basic infrastructure and other facilities, as envisaged for KGBVs in SSIF to create interest among the girl students towards education and provide them access to quality education.

Further, Audit observed that owing to inadequate hostel capacities, girl children were deprived of admission into hostel in one KGBV (Bamra) and in another KGBV (Tanginiguda) hostellers were compelled to stay in rooms with insufficient floor area. Thus, due to delayed completion of infrastructure work (illustrated in **Paragraph 4.2.3.2**), inadequate facilities pertaining to hostels and classrooms (**Pictures 4.1** and **4.2**), the girl students belonging to socio-economic disadvantaged backgrounds, were deprived of required schooling and hostel facilities.

Picture 4.1, dated: 08.09.2023	Picture 4.2, dated: 08.09.2023
	
<i>Class-VI : Girls sitting inside the room, boys sitting on the veranda at KGBV at Govt. UGHS, Tanginiguda</i>	<i>Class-VII: Girls sitting on the floor of classroom and boys sitting on desks at the back, at KGBV Govt. UGHS, Tanginiguda</i>

During JPI, Audit noticed cracks on the ceiling of hostel rooms at KGBV, Sindhol. The windows of the rooms and bathrooms were broken, resulting in

dripping of rain-water from the roof during rainy season, as can be seen in **Pictures 4.3 and 4.4.**



The Department stated (October 2024) that all the KGBVs had been instructed to ensure the minor repairing work out of the recurring grants, approved for the purpose every year. Further, it stated that library, boundary wall, incinerators and furniture were available in all the KGBVs. The reply is not convincing since lack of proper academic and hostel facilities were observed by Audit in the test-checked KGBVs in the six sampled districts.

4.2.3.2 Non-completion of upgradation work of KGBVs

Project Approval Board (PAB) approved upgradation of 182 KGBV hostels during 2018-20 in the State, which included 14 KGBVs in Koraput district. Out of these, only seven KGBV hostel building works had been completed in Koraput and handed over to the user authorities (July 2022 to May 2023), whereas the remaining seven works were still at different stages of execution (September 2023), despite lapse of more than three years of approval of the works. Delayed selection of sites, inadequate project monitoring, *etc.* were the main reasons for the same. In one KGBV¹⁸, the upgraded hostel building had been handed over by the DPC, but had not been put to use by the HM for the benefit of the female residents, due to absence of electricity connection. Similarly, in Bhagirathi High School, Bamra of Sambalpur district, the new hostel building was still under progress, despite lapse of more than 18 months from the scheduled date of completion. Thus, delayed completion of hostel buildings deprived female children of required living space in hostels and compelled them to stay in overcrowded limited floor area of the existing hostel.

The Department stated (October 2024) that all the 14 KGBV hostel buildings of Koraput district had been completed in all respects and handed over to the school authorities for use. The reply was not supported with documents in support of completion and handing over of the KGBV hostels.

4.2.4 Self-defence training for girl students

Paragraph 8.7 of SSIF stipulates providing self-defence training to girls of Classes VI to XII for inculcating such skills for their protection and empowerment and also to boost their self-esteem and confidence.

¹⁸ KGBV Hostel, Aligam

Audit noticed that during 2018-23, 26,064 to 25,786 Government and Government aided schools imparted education to girls in the State, as detailed in **Table 4.9**. In the AWP&B, the State had made provision for imparting self-defence trainings to girls of 22,237 to 21,956 schools, during 2018-23. However, only 3,363 to 21,943 schools were actually provided with funds for conducting these self-defence classes, resulting in shortfall in 13 to 19,260 schools. While the year-wise shortfall ranged between 0.06 and 92 *per cent*, OSEPA had not furnished any reasons for the shortfall in the coverage of schools.

Table 4.9: Schools covered under self-defence training in the State

Year	No. of schools imparting education to girls (Class-VI to XII)	No. of schools for which provision was made for self-defence training in AWP&B	No. of schools which were provided funds for self-defence training	Shortfall (Percentage of shortfall)
2018-19	26,064	22,237	3,363	18,874 (85)
2019-20	26,217	21,074	16,061	5,013 (24)
2020-21	26,554	20,960	1,700	19,260 (92)
2021-22	25,491	20,706	20,706	0
2022-23	25,786	21,956	21,943	13 (0.06)

(Source: Information furnished by OSEPA)

In the six sampled districts, Audit noticed that DPCs placed funds with 4,813 schools (44 *per cent* of 10,839 schools) for conducting self-defence training against the target of 10,839 schools, during 2018-23. Of these, 1,691 schools (35 *per cent*) submitted utilisation certificates (UCs) towards conduct of training, whereas 3,122 schools (65 *per cent*) had not furnished any UCs towards conduct of trainings, as shown in **Table 4.10**.

Table 4.10: Funds utilised by schools for self-defence training in the sampled districts, during 2018-23

Name of the District	No. of schools for which provision was made for self-defence training	No. of schools to which funds were transferred	No. of schools which submitted utilisation certificates for funds received for the training
Bhadrak	1,064	646	585
Koraput	2,123	2,036	29
Nabrangpur	688	688	236
Nuapada	2,408	309	309
Sambalpur	2,677	532	532
Sonepur	1,879	602	0
Total	10,839	4,813	1,691

(Source: Information furnished by sampled districts)

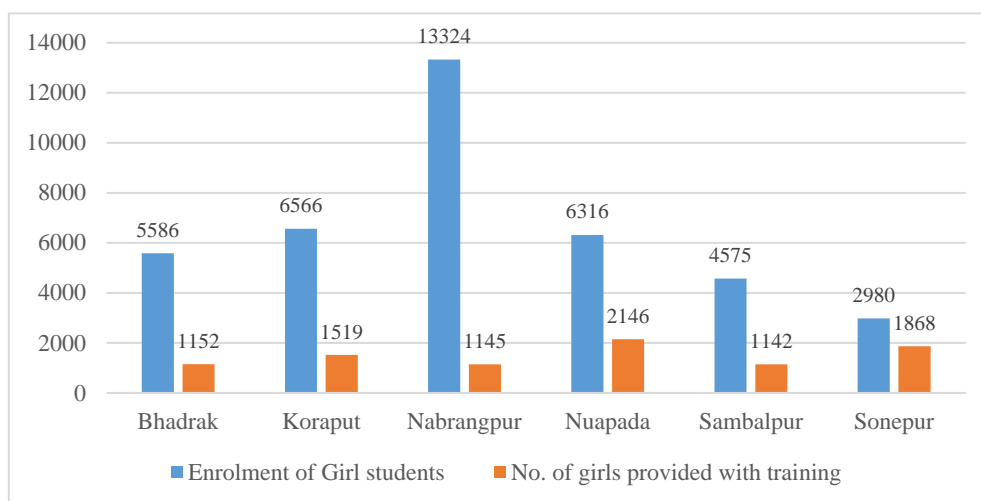
Audit further noticed that 39,347 girl children were enrolled in 93 sampled Government and Government-aided schools of 12 blocks of six districts during 2018-23, of which 8,972 girl students (23 *per cent*) of 54 sampled schools (58 *per cent*) were covered under the training. The coverage of female students under the training ranged between nine to 63 *per cent* only, in the sampled districts, as shown in **Table 4.11** and **Chart 4.4**.

Table 4.11: Girls covered under self-defence training in sampled schools, during 2018-23

District	No. of sampled schools having upper-primary to higher secondary classes	No. of girls students enrolled in the schools	No. of schools covered under self-defence training	No. of girls covered in the training	% of coverage of girls under the training
Bhadrak	14	5,586	4	1,152	21
Koraput	16	6,566	13	1,519	23
Nabrangpur	15	13,324	8	1,145	9
Nuapada	16	6,316	12	2,146	35
Sambalpur	16	4,575	8	1,142	25
Sonepur	16	2,980	9	1,868	63
Total	93	39,347	54	8,972	23

(Source: Information furnished by sampled schools)

Chart 4.4: Chart showing coverage of girls under self-defence training in sampled schools of the sampled districts



(Source: Information furnished by sampled schools)

Thus, self-defence training for the girl children was neglected by the schools, district as well as the State authorities. Due to this, the girl students were deprived of valuable skills for self-protection and developing self-confidence.

The Department stated (October 2024) that due to the Covid-19 pandemic, training was not conducted during 2019-20 and 2020-21. It further stated that all the districts had been requested to submit pending UCs for 2018-23. However, the Department remained silent about the shortfall of 85 per cent in conduct of training programmes during 2018-19.

Chapter 5

Infrastructure

and in-school facilities

Chapter 5

Infrastructure and in-school facilities

This Chapter focuses on availability of infrastructure and in-school facilities as per the norms laid down in the Right to Education Act, 2009 and Samagra Shiksha Scheme. The highlights of audit findings are as follows:

- Out of 9,285 schools in the sampled districts, 3 to 72 per cent schools had various infrastructural deficiencies in terms of all-weather buildings, classrooms, laboratories, libraries, ICT facilities, toilets, drinking water, etc.
- In 23 per cent test-checked schools, single classroom was used for multiple classes. In 43 per cent test-checked schools, the students of Primary to Secondary classes were made to sit on the floor. In 19 per cent test-checked schools, the existing toilets were incomplete or were in unhygienic conditions, due to their non-maintenance.
- In 11 per cent test-checked schools, imparting Secondary level (IX-X) education, the existing laboratories lacked requisite equipment and other facilities.
- In 14 per cent test-checked schools, the available ICT facilities had not been used, due to the absence of skilled manpower/ instructor.
- 46 per cent test-checked schools had adverse Student Classroom Ratio (SCR) during 2022-23, where the SCR ranged between 42:1 and 129:1.

The RTE Act, 2009 and Samagra Shiksha Implementation Framework (SSIF) suggest infrastructure norms and standards that should be adhered to by the State in fulfilling the basic infrastructure needs necessary for children at different levels of school education. Paragraph 3.2 of National Education Policy (NEP) recommended providing effective and sufficient infrastructure, so that all students have access to safe and engaging school education at all levels, from Pre-primary to Grade XII. The suggested norms and standards under the RTE Act, 2009 and SSIF are given in **Table 5.1**.

Table 5.1: Suggested norms and standards of school infrastructure

Provisions	Level of school education	Suggested infrastructure norms and standards
RTE Act (Schedule)	Classes I-VIII (Elementary)	All-weather building consisting of at least one classroom for every teacher, an office-cum-store-cum-head teacher's room. Separate toilets for boys and girls, safe drinking water facilities, a kitchen, library, playground, barrier free access, boundary wall/ fencing.

Provisions	Level of school education	Suggested infrastructure norms and standards
		Minimum of two teachers for Primary classes (Classes I to V) and one teacher per class for Upper Primary classes (Classes VI to VIII). Thus, there shall be at least two classrooms for Primary classes and three classrooms for Upper Primary classes.
Paragraph 1.1.1 of RMSA guidelines for school infrastructure	Classes IX & X (Secondary)	Four classrooms for two sections and two classrooms for single-section Secondary school, headmaster room, office room.
Paragraph 4.4.5 of SSIF	Classes IX & X, Classes XI & XII (Secondary & Higher Secondary)	Integrated laboratory (Classes IX & X); Science laboratory (Classes XI & XII); Art/ Craft room (Classes IX to XII).
Paragraph 12.3 of SSIF	Class VI to XII (Upper Primary to Higher Secondary)	ICT facilities including Smart classrooms.
Paragraph 4.5 and 5.4 of SSIF	(Classes I to XII) all levels of school	Library, separate toilets for boys and girls, toilet for CwSN, safe drinking water, electrification, ramps with hand railing, furniture, playground, boundary wall/ fencing among others.

5.1 Availability of infrastructure and facilities

Audit noticed that the State did not ensure availability of required infrastructure and in-school facilities in the Government and Government-aided schools as of March 2023. Though the infrastructure and in-school facilities had improved in some aspects, such as the availability of all-weather buildings, libraries, laboratories, boundary walls, Information and Communication Technology (ICT) facilities and electrification of schools in 2022-23 over 2018-19, there were still a large number of schools which did not have the basic required infrastructure and facilities, as indicated in **Table 5.2**.

Table 5.2: Infrastructure facilities in the schools of the State

Sl. No.	Infrastructure/ facilities	2018-19	2022-23	
		Total No. of Schools in the State : 61,022	Total No. of Schools in the State : 54,478	Total No. of Schools in the sampled districts: 9,285
		No. of schools without the facilities (Percentage)	No. of schools without the facilities (Percentage)	No. of schools without the facilities (Percentage)
1.	All weather buildings	10,987 (18)	1,608 (3)	297 (3)
2.	Headmaster's room	12 (0.02)	17,782 (33)	2,950 (32)
3.	Boys' toilet	2,902 (5)	4,102 (8)	662 (7)
4.	Separate Girls' toilet	1,235 (2)	1,915 (4)	269 (3)
5.	CwSN toilet for Boys	19,552 (32)	22,520 (41)	3,962(43)
6.	CwSN toilet for Girls	19,121 (31)	25,806 (47)	4,349 (47)

Sl. No.	Infrastructure/ facilities	2018-19		2022-23	
		Total No. of Schools in the State : 61,022	Total No. of Schools in the State : 54,478	Total No. of Schools in the sampled districts: 9,285	
		No. of schools without the facilities (Percentage)	No. of schools without the facilities (Percentage)	No. of schools without the facilities (Percentage)	
7.	Drinking water facilities	0	63 (0.12)	1 (0)	
8.	Ramp	16,991 (28)	5,422 (10)	792(9)	
9.	Handrail	19,806 (32)	15,877 (29)	2,741(30)	
10.	Playground	41,825 (69)	14,882 (27)	3,754 (40)	
11.	ICT facilities	23,984 (out of 28,232 schools) (85)	18,837 (out of 27,134 schools) (69)	3,189 (out of 4,434 schools) (72)	
12.	Computer Room	18,508 (out of 28,232 schools) (66)	18,319 (out of 27,134 schools) (68)	3,177 (out of 4434 schools) (72)	
13.	Furniture/ fixture	NA	27,759 (51)	5,782 (62)	
14.	Art/ Craft room	8,768(out of 9,710 schools) (90)	4,285 (out of 9930 schools) (43)	502 (out of 1,449 schools) (35)	
15.	Integrated laboratory	7,157 (out of 8,762 schools) (82)	2,506 (out of 8,938 schools) (28)	344 (out of 1,320 schools) (26)	
16.	Kitchen shed	NA	4,207 (out of 51,196 schools) (8)	630 (out of 8,778 schools) (7)	
17.	Boundary wall	27,427 (45)	18,289 (34)	2,953 (32)	
18.	Electrification	41,427 (68)	4,756 (9)	1,454 (16)	
19.	Smart classroom	NA	19,726 (out of 27134 schools) (73)	3,129 (out of 4,434 schools) (71)	
20.	Library room	58,068 (95)	19,607 (36)	2,983(32)	

(Source: Analysis of information furnished by OSEPA)

{N.B: As per SSIF, (i) ICT facilities are essential in schools imparting education to students of Upper Primary, Secondary and Higher Secondary Classes (Classes VI to XII);(ii) Integrated laboratory is essential in schools imparting education to students of Secondary Classes (Classes IX and X);(iii) Art/ Craft room is essential in schools imparting education to students of Secondary and Higher Secondary Classes (Classes IX to XII)}

In the 95 sampled Government/ Government-aided schools in six sampled districts, Audit noticed the following deficiencies in infrastructure and in-school facilities, as indicated in **Table 5.3**.

Table 5.3: Infrastructure and schooling facilities in the sampled schools

School category	Class of education imparted by the sampled school	No. of schools covered	Schools without the infrastructure and other functional schooling facilities
Elementary	Primary to Upper Primary (Elementary)	32	<ul style="list-style-type: none"> • 44 per cent (42 out of 95) schools lacked playground • 69 per cent (66 out of 95) schools lacked CWSN toilet facilities • Two per cent (two out of 95) schools were not electrified • 25 per cent (24 out of 95) schools did not have complete boundary wall/ green fencing • Three per cent (3 out of 95) school lacked drinking water facilities • 59 per cent (56 out of 95) schools imparting upper Primary to Higher Secondary classes lacked ICT facility
Secondary	Primary to Secondary	24	
	Upper-Primary to Secondary	15	
	Secondary only	01	
Higher Secondary	Primary to Higher Secondary	02	
	Upper Primary to Higher Secondary	04	

School category	Class of education imparted by the sampled school	No. of schools covered	Schools without the infrastructure and other functional schooling facilities
	Higher Secondary only	17	<ul style="list-style-type: none"> • Eight <i>per cent</i> (8 out of 95) schools lacked separate toilets for girls • 10 <i>per cent</i> (8 out of 77) schools imparting Primary/ Upper Primary classes did not have kitchen • 41 <i>per cent</i> (39 out of 95) schools did not have ramp and railing facilities • 81 <i>per cent</i> (51 out of 63) Secondary and Higher Secondary school lacked art/ craft/ curricular room • 22 <i>per cent</i> (11 out of 51) Secondary and Higher Secondary school lacked integrated/ science laboratory
	Total	95	

(Source: Analysis of information furnished by sampled schools)

(N.B: Out of 96 sampled schools, one school was not functioning since 2019-20)

Thus, the State had not ensured availability of basic infrastructure and in-school facilities to create interest among the students towards education and provide them access to quality education. Lack of proper assessment of infrastructure needs of schools, delay in completion of infrastructure works were some of the reasons for deficient infrastructure as discussed in **Paragraph 5.6**.

In reply, the Department stated (October 2024) that the infrastructure facilities had improved in terms of all-weather buildings, libraries, laboratories, boundary walls, ICT facilities and Electrification. The reply is not acceptable, as Audit had noticed severe infrastructural deficiencies in most of the test-checked schools.

5.2 Adverse Student-Classroom Ratio

Under the RTE Act, 2009, the Pupil Teacher Ratio (PTR) in a Primary School (PS) shall not exceed 40:1. Paragraph 4.6 of the RMSA framework stipulates maintaining Student Classroom Ratio (SCR) at 40:1 in Secondary schools. Under the SSIF, the SCR is one of the key performance indicators for assessment of the sufficiency of infrastructure facilities. SSIF defines a classroom with more than 40 students (Primary to Senior Secondary stages) as an overcrowded classroom.

The SCR in Primary, Upper-Primary, Secondary and Higher Secondary classes during the period 2018-19 and 2022-23 in respect of Government and Government aided schools of the State and the sampled districts, is summarised in **Table 5.4**.

Table 5.4: Adverse SCR in the schools of the State and Sampled districts

Year	No. of schools offering Primary, Upper Primary, Secondary and Higher Secondary classes ¹⁹				No. of schools offering Primary, Upper Primary, Secondary and Higher Secondary classes having adverse SCR (Percentage in brackets)			
	Primary ²⁰	Upper Primary	Secondary	Higher Secondary	Primary	Upper Primary	Secondary	Higher Secondary
State								
2018-19	50,504	24,131	8,583	956	2,635 (5)	3,878 (16)	5,061 (59)	799 (84)
2022-23	45,323	23,115	8,810	1,191	5,443 (12)	5,603 (24)	3,725 (42)	681 (57)
Sampled Districts								
2022-23	8,132	3,833	1,300	166	1,198 (15)	1,091 (28)	607 (47)	107 (64)

(Source: Analysis of data furnished by OSEPA)

Audit noticed that the SCR for schools offering Primary and Upper Primary classes declined in 2022-23 over 2018-19, whereas the SCR improved in the schools offered Secondary and Higher Secondary classes in the State. The rise in adverse SCR and decline in enrolment of children from Primary to Upper Primary levels of education in the State during 2022-23 over 2018-19, indicated the inability of the State to improve classroom needs of the students over the years.

Among the sampled districts, Nabarangpur had the highest proportion of schools, offering Primary and Upper Primary classes, with adverse SCR followed by Koraput. In case of Secondary and Higher Secondary classes, Bhadrak and Nabarangpur districts had the highest proportion of schools with adverse SCR.

In the sampled schools, Audit verified SCR in 95 sampled schools and noticed that overall 44 (46 per cent) schools had adverse SCR during 2022-23. The range of SCR in those schools was between 42:1 and 129:1 respectively. The adverse SCR was highest in Secondary schools (24) followed by Higher Secondary schools (16) and Upper Primary schools (four) respectively, as detailed in **Appendix 5.1**.

Thus, the State was unable to provide sufficient classrooms to the students. In view of the adverse SCR, students were deprived of the basic infrastructure needs, compelling the students to sit in overcrowded classrooms.

The Department replied (October 2024) that the SCR status of Elementary and Secondary Schools had improved. The reply is not convincing as out of 95 test-checked schools, the SCR was higher than the norm in 44 schools, as of March 2023.

¹⁹ Excluding schools without any enrolment of children

²⁰ Schools offering primary classes (i.e. I-V, I-VIII, I-X and I-XII)

5.3 Deficient infrastructure and school facilities in the sampled schools

During JPI conducted with headmasters of schools during June to December 2023, Audit noticed the following deficiencies in infrastructure and school facilities in the sampled Government and Government-aided schools:

- **Single classroom used for multiple classes:** In 18 (23 per cent) out of 78 test-checked schools offering Primary, Upper Primary and Secondary education, a single classroom was used for multiple classes. In two test-checked schools Hataguda Upgraded High school, Mukhibidai Upgraded High school of Koraput district, the veranda of the building was used for classroom purposes, as shown in *Pictures 5.1 and 5.2*. The details are given in *Appendix 5.2*.


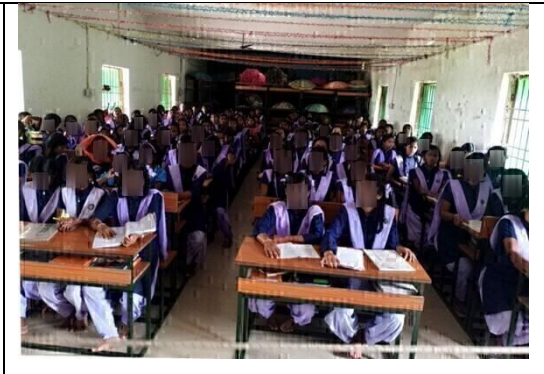
	
<p><i>Picture 5.1; dated 26.06.2023</i></p>	<p><i>Picture 5.2; dated 04.07.2023</i></p>
<p><i>Classes I to IV students sitting jointly in the veranda of Hataguda Upgraded High school under Semiliguda block of Koraput district</i></p>	<p><i>Class VIII students sitting in the veranda of Mukhibidai Upgraded High school under Semiliguda block of Koraput district</i></p>

Audit observed that the reasons due to which single classroom was used for multiple classes, were as follows:

- Lack of adequate classrooms for students (12 schools)
- Lack of adequate classrooms as well as teachers (four schools) and
- Lack of adequate teachers (two schools)

Different classes and ages of students required different sets of attention and levels of education, but by using a single classroom for imparting education to students of different levels, the students were deprived of the quality of attention which they deserved.

- **Overcrowded classrooms:** In 15 (17 per cent) of the 95 sampled schools, 32 classrooms were overcrowded, where 53 to 160 students were seated in a single classroom. Audit noticed that in 11 such overcrowded classrooms, 53 to 121 students of Primary and Upper Primary classes were seated. Similarly, in another 17 overcrowded classrooms, 71 to 130 students of Secondary classes were seated, whereas in other four overcrowded classrooms, students ranging from 119 to 160 of Higher Secondary classes had been seated, as shown in *Pictures 5.3 and 5.4*.

	
<p>Picture 5.3; dated 23.09.2023</p>	<p>Picture 5.4, dated 23.09.2023</p>
<p><i>Around 90 students of Cl-IX sitting in single classroom in Govt SSD Girls HS, Karchamal, Nabarangpur</i></p>	<p><i>Around 110 students of Cl-X sitting in one classroom in Govt SSD Girls HS Karchamal, Nabarangpur</i></p>

Audit observed that lack of adequate classrooms resulted in overcrowding of students affecting access to quality education. As such, a pleasant environment for proper school education was lacking.

- Damaged/ unsuitable classrooms:** In 14 (15 per cent) out of 95 sampled Government/ Government aided schools, damaged walls, ceilings and roofs were noticed in classrooms (**Picture 5.5**). The schools, block and district-level authorities, thus, failed to ensure a safe learning environment for the students. Details are in **Appendix 5.3**.



- Classrooms used as multi-purpose rooms:** In eight schools, the classrooms were used as classroom-cum-store room for keeping Mid-day Meal (MDM) stuff and other materials due to the absence of sufficient space/ storeroom (Details are in **Appendix 5.4**) (**Picture 5.6**), whereas, in five schools, the classrooms were being used as kitchens for preparing Mid-day Meals, due to the absence of dedicated and proper kitchen/ shed.



- Absence of head teacher room-cum-office room:** In five schools, the classrooms and the veranda were used as Headmaster’s room-cum-office room, due to absence of a dedicated room.
- Under-utilised classrooms:** In two sampled schools (Govt. Upper Primary School, Khageswar and Dhanojha, Bhadrak district) despite

availability of additional classrooms, the same were not put to use for the benefit of the students and remained vacant. Audit found that due to (i) non-construction of the parapet of the roof and (ii) earmarking of the classroom as Headmaster's room, the classrooms were not being used.

- **Non-functional toilets:** In 18 (19 per cent) schools imparting different classes of education²¹, out of 95 sampled schools, the existing toilets were incomplete or were in unhygienic conditions, due to their non-maintenance. In two such schools, the existing toilets were not put to use due to the absence of water/ electricity connections. In one school (Chandrapada Upgraded High school of Koraput), instead of making arrangements for functional use of the existing toilets, additional toilets were under construction.
- **Absence of seating furniture:** In 41 (43 per cent) out of 95 sampled schools, the students of Primary to Upper Primary classes (Class I to Class VIII - 40 schools) and Primary to Secondary classes (Class I to Class X - one school) were made to sit on the floor, due to the absence of furniture for students.
- **Absence of functional integrated/ science laboratory room:** In five (11 per cent) out of 46 sampled schools imparting education to students of Secondary classes (IX to X), the existing laboratories lacked requisite instruments/ connections/ facilities. Hence, the same were not being put to effective use for the benefit of students. Similarly, in one (nine per cent) out of 11 sampled schools imparting science education to students of Higher Secondary classes (Classes XI to XII), the laboratories (four) were not being used by the students due to non-availability of requisite furniture and facilities and absence of demonstrators (**Pictures 5.7 and 5.8**). Details are given in **Appendix 5.5**.



*Picture 5.7; dated 03.08.2023
Botany lab without requisite set up &
demonstration facilities in SSD Higher
Secondary School, Sunabeda*



*Picture 5.8; dated 03.08.2023
Physics lab without requisite set up &
demonstration facilities in SSD Higher
Secondary School, Sunabeda*

- **Non-functional CwSN toilets:** In three sampled schools, the existing CwSN toilets were not suitable for use due to lack of ramp, railings, wide passages and unhygienic conditions.

²¹ Primary and Upper Primary class: nine; Primary to Secondary class: seven; Upper Primary to Secondary class: one and Higher Secondary class: one)

- **Overcrowded hostels:** Audit noticed overcrowded hostels in two²² sampled residential schools. In one²³ out of the two schools, the hostel had 16 rooms and in each room, 12 residents were designated to stay. However, during JPI conducted by Audit, it was found that against the residential capacity of 192, a much larger number of residents were being accommodated in the hostel. Another²⁴ school was providing residential schooling to 40 children of Classes I to V. However, it was noticed that the existing 40-seated hostel building was in a dilapidated condition and all 40 boarders were being accommodated in a six bedded small room adjacent to the hostel, without adequate capacity to accommodate all the children.
- **Unsafe ramp and railing:** In two schools (Pendapada Project Upper Primary School, Hataguda Upgraded High school, Koraput), Audit noticed unsafe ramps and ramps with broken iron angles, which were not fit for use both by CwSN as well as for normal students and could cause serious accidental injury as shown in **Pictures 5.9** and **5.10**.



*Picture 5.9; dated: 12.08.2023
Ramp with broken angle in Pendapada
Primary and Upper Primary School*



*Picture 5.10; dated: 13.07.2023
Unsafe ramp/ entrance to Classes VI and
VIII at Hataguda Upgraded High school*

- **Non-functional drinking water facilities:** In one sampled school (Pandriguda Project Upper Primary School), the existing tube well was non-functional and students were getting water from outside the school area.

Thus, the State failed to provide basic infrastructure and academic needs of the students in the schools, which resulted in denial of quality education to the students.

The Department stated (October 2024) that steps had been taken for providing additional classrooms, repair and maintenance works, provision of toilets/CwSN toilets, ramp & railing, drinking water facilities, procurement of chemicals and apparatus, etc.

²² SSD Girls; High School, Baligaon and Chandrapada Upgraded High school, Koraput

²³ SSD Girls High School, Baligaon, Koraput

²⁴ Chandrapada Upgraded High school, Koraput

Recommendation 5.1

Infrastructure facilities in schools, being an essential requirement for effective teaching-learning, should be properly assessed and construction constraints resolved effectively for completion of infrastructure works in time.

5.4 Variations between the UDISE+ data and the physical status of school infrastructure

The UDISE+ data is used by the State for infrastructure planning. The State Advisory Council constituted for implementation of the RTE had suggested (November 2016) sample-checking by the State Project Director, OSEPA to ensure the authenticity and reliability of UDISE+ data being uploaded by the schools. Audit noticed huge disparities between the status of infrastructure as shown in the UDISE+ data (2022-23) and the physical status of infrastructure, observed during JPI, as shown in **Table 5.5**, in 83 (87 per cent) out of 95 sampled schools.

Table 5.5: Variations between the UDISE+ data and the physical status of infrastructure in sampled schools

Sl. No.	Status of infrastructure in sampled school as per UDISE+ Report	Status noticed during JPI and as per information furnished by schools
1.	Six sampled schools have separate toilet for girls.	The same schools had no separate toilet facility for girls.
2.	CwSN toilet facility is available in 32 schools.	CwSN toilet facility was not available in the same 32 sampled schools.
3.	Two sampled schools have drinking water facility.	Functional drinking water facilities were not available in those schools.
4.	Electricity connection is available in one school.	Electricity connection was not available in the same school.
5.	24 schools have playgrounds.	Playground was not available in the same 24 sampled schools.
6.	Ramp with handrail facility available in 16 schools	Ramp with handrail facility was not available in the same 16 schools.
7.	Kitchen shed available in four schools.	Kitchen shed was not available in the same schools.
8.	13 schools have Smart classrooms.	Smart classrooms were not available in the same schools.
9.	Internet facility available in 39 schools.	Internet facility was not available in the same 39 schools.
10.	Computer lab available in nine schools.	Computer lab was not available in those nine schools.
11.	ICT facility available in 14 schools.	ICT facility was not available in those 14 schools.

(Source: Information furnished by OSEPA, sampled schools and Joint Physical Verification)

The above table clearly indicates that the data shown in the UDISE+ portal, being uploaded by the schools, was different from the actual status of infrastructure facilities in the test-checked schools. Thus, the real position of infrastructure and in-school facilities was not uploaded in the UDISE+ portal.

Accuracy of data should be ensured by the Department, because inaccurate data leads to improper infrastructure planning.

The HM of sampled schools (Bhadrak and Sambalpur districts) while accepting the fact stated that the data was uploaded erroneously due to absence of handholding and training for proper use and feeding of information into the UDISE+ portal.

While accepting the fact, the Department stated (October 2024) that capacity building of Headmaster/principal had been done for proper data updation in UDISE+ portal.

5.5 Information and Communication Technology facilities in schools

Paragraph 24.1 of the National Education Policy, 2020, emphasises the importance of technology and recommends optimisation and expansion of digital platforms and Information and Communication Technology (ICT) based educational initiatives in providing quality education for all. The three cardinal principles of access, equity and quality could be served well by harnessing the potential of ICT. Paragraph 12.3 of SSIF supports the establishment of ICT laboratories, software and smart classrooms in Upper Primary to Higher Secondary schools.

As per Paragraphs 1 and 3.1.1 of GoI guidelines on ‘ICT in Schools scheme’ (February 2011), dependable power supply, internet connectivity, exclusive ICT teacher, training for all teachers and computer lab/ room are the prerequisites for effective use of ICT.

Audit noticed that in the AWP&B (2018-23) of Samagra Shiksha (SS), the State had set a target of establishing ICT infrastructure in 2,317 Upper Primary schools and smart classrooms in 6,065 and 909 Upper Primary and Secondary schools. respectively. However, due to delayed finalisation of procurement formalities by the OSEPA, the facilities had not been established in any of the targeted schools, as of March 2023, as shown in **Table 5.6**.

Table 5.6: Target and achievement in establishment of ICT facilities

Particulars of ICT facilities planned to establish	Class of education		Year of approval	Particulars of ICT facilities established, as on March 2023
	Upper Primary	Secondary		
Establishment ICT infrastructure	1,300	0	2018-19	0
	715	0	2019-20	
	302	0	2021-22	
Sub-total	2,317	0	2018-22	0
Establishment of smart classroom	3,946	384	2021-22	0
	2,119	525	2022-23	
Sub-total	6,065	909	2021-23	0
Total	8,382	909	2018-23	0

(Source: Information furnished by OSEPA)

Besides this, Audit noticed that the SME Department, Government of Odisha approved the proposal of the Director of Higher Secondary Education (DHSE), Odisha and decided (October 2017) to instal 135 Smart Classrooms and laboratories in Higher Secondary schools for modernisation of quality education. As per the decision, there would be a Committee under the Chairmanship of Principal Secretary, SME Department to decide the modalities for procurement of requirement of Smart Classroom and the DHSE would monitor the progress of installation of Smart Classroom. Accordingly, the Department sanctioned funds for 44 schools, out of 135 identified schools

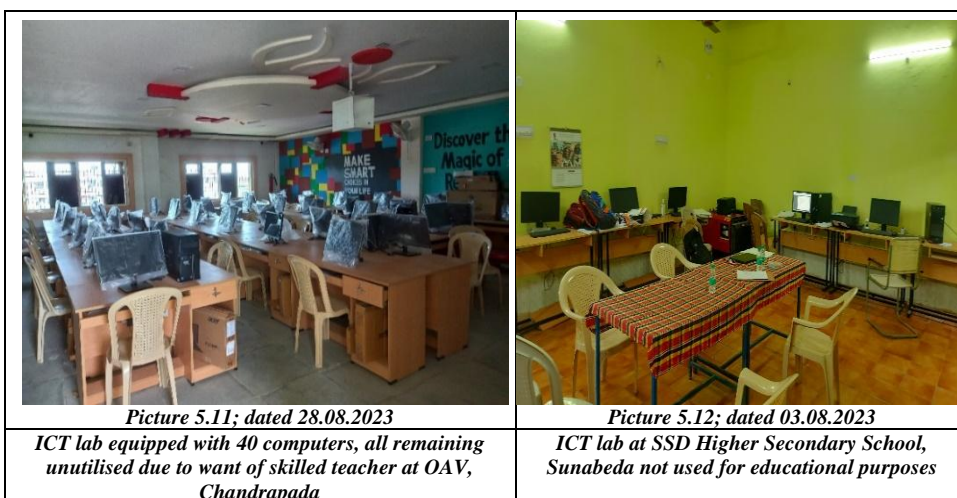
(2018-23) for setting up Smart Classrooms and IT facilitation laboratories, including civil infrastructure, at an estimated cost of ₹ 34.15 lakh per school up to 2020-21 and thereafter ₹ 12.08 lakh per school during 2022-23. The DHSE, released the funds to the Principals of 13 Government and 31 non-Government aided schools for the establishment of these facilities during 2018-23. However, 17 schools (39 per cent) could establish the Smart Classrooms and the remaining 27 surrendered the entire allotted funds to the DHSE. The DHSE cited that lack of infrastructure, insufficient manpower and difficulties faced by the schools in handling GeM portal were the reasons for the non-establishment of the Smart Classrooms by the schools.

Further, during 2021-22, the SME Department made budget provision of ₹ 2.05 crore for modernisation of quality education in 30 Higher Secondary schools but the Government failed to finalise the guidelines due to which the entire budget provision lapsed during the year.

Audit observed that the DHSE failed to ascertain availability of space/ room, ICT trained teachers, manpower through feasibility study before taking up the proposals. Hence, it was the failure of the Department in establishing facilities required for computer-based qualitative learning for students.

As such, 18,837 (out of 27,134 schools) of the State-run and Government-aided Upper Primary, Secondary and Higher Secondary schools were running without ICT facilities, as of March 2023. Audit also noticed the following deficiencies in the sampled schools regarding utilisation of ICT facilities:

- Non-utilisation of ICT facilities:** In 13 (14 per cent) out of 95 sampled schools, the available ICT facilities in the schools had not been used due to the absence of skilled manpower/ instructor (list of schools detailed in *Appendix 5.6*). Additional ICT lab was under construction in one (SSD Girl's High School, Baligaon) despite non-utilisation of existing ICT facilities. Besides, ICT labs with computers were not utilised by the students due to want of skilled teachers and not used for educational purpose as shown in *Picture 5.11* and *Picture 5.12*.



- Non-use of smart/ digital board:** In one sampled school (Upgraded High school, Chandrapada, Koraput), despite establishment (April 2023) of a smart classroom and ICT lab, the same were not made functional, due to lack of electricity connection.

Thus, the lack of ICT facilities and absence of skilled teachers in schools has deprived the students of benefitting from learning associated with digital technology.

In reply, the Department stated (October 2024) that Smart classrooms in Upper Primary and Secondary schools had already been completed and tendering process for establishment of ICT infrastructure was going on.

Recommendation 5.2

The ICT needs of schools in terms of infrastructure and human resources should be ensured to enhance the students' learning outcomes and enable them to gain from benefits of digital technology.

5.6 Status of construction of infrastructure

Audit noticed that 17,583 infrastructure works related to Elementary schools (Primary and Upper Primary) and 2,696 works related to Secondary and Higher Secondary schools had been approved in the AWP&B of the State for 2018-23. However, 11,272 works (64 per cent) relating to Elementary schools and 2,512 (93 per cent) relating to Secondary and Higher Secondary schools remained incomplete/ had not-started, as of March 2023. Of the total 13,784 incomplete works, 2,058 (15 per cent) infrastructure works pertained to the years 2018-22, of which 637 (2018-19: 61, 2019-20: 269, 2020-21:194, 2021-22:113) i.e. 31 per cent works, did not even commence, as detailed in *Appendix 5.7*.

OSEPA and the DPCs stated that land dispute, non-availability of land, school management level disputes, change in implementing agency and difficulties in access due to road problems were the reasons for non-commencement of the works.

In five sampled districts, Audit noticed that 2,171 out of 3,424 infrastructure works, targeted during 2018-23, remained incomplete/ not started, as of March 2023. The DPCs attributed non-availability of land, delayed tendering process and commencement of work by the executing agencies, as reasons for non-completion of works, as shown in *Table 5.7*.

Table 5.7: Target and achievement of infrastructure works in the sampled districts during 2018-23

(Figures represent number of works)

District	Target (2018-23)	Works completed	Works Under progress	Works Not started	Total incomplete works	Reasons for non-completion
Bhadrak	519	200	18	301	319	Delay in commencement of work by executing agencies.
Koraput	1,730	277	133	1320	1,453	Delay in tendering process and delayed release of funds.
Nuapada	386	197	31	158	189	Non-availability of land
Sambalpur	402	385	17	0	17	Delay in tendering process.

District	Target (2018-23)	Works completed	Works Under progress	Works Not started	Total incomplete works	Reasons for non-completion
Sonepur	387	194	62	131	193	--
Total	3,424	1,253	261	1,910	2,171	

(Source: Information furnished by DPCs)

Audit observed that the State had not taken time-bound action to ensure construction of new schools, additional classrooms, and upgradation of existing schools to provide required educational facilities to students in time. Delayed completion of infrastructure work forced the children of multiple classes to sit in overcrowded classrooms, and in damaged classrooms, as discussed in **Paragraph 5.3**.

The Department stated (October 2024) that out of 11,272 incomplete works of Elementary schools, 5,598 works had been completed and 217 works had also started. Further, out of 2,512 incomplete works of Secondary schools, 678 works had been completed and 51 works had also started.

5.6.1 Unfruitful expenditure on partially constructed school infrastructure

Audit noticed that in one sampled district (Koraput), 17 infrastructure works related to construction of additional classrooms, toilets, new buildings, etc., at an estimated cost of ₹ 92.04 lakh (approved by the PAB from 2005-06 to 2017-18), remained incomplete, even after release/ incurring expenditure of ₹ 58.97 lakh. In case of 15 works, the District Project Coordinator issued work orders/ executed agreements (April 2005 to February 2017) with the School Management Committee/ HM/ Technical Consultant for the execution of works under the technical supervision of the Sr. Technical Consultant, who was required to meet with TC and SMC to review the progress and resolve the difficulties. In respect of all these works, the completion schedule of the works was six months from the date of issue of the work order/ execution of the agreement. However, for one²⁵ work, the DPC executed an agreement (November 2020) and issued work order (December 2020) to the contractor, with a completion schedule of six months from the date of work order. However, the contractor did not execute the work even after the lapse of the agreement period. Based on the reasons cited by the contractor and the report of the technical consultant, the Collector approved the (February 2023) cancellation of the tender and shifted the project to another site. Audit observed that due to inadequate technical supervision and monitoring on the part of technical personnel and the DPC, the works remained incomplete for more than 5 to 17 years of the scheduled date of completion.

²⁵ Construction of dilapidated school building at Mangalpur Primary School of Narayanpatna block with contract value of ₹10.21 lakh

Case Study

The Renu Project Upper Primary School (Semiliguda Block under Koraput district) imparts education to Class I to VII. The DPC, Koraput sanctioned (2011-12) ₹ 4.22 lakh and released ₹ 4.09 lakh in favour of the headmaster of the school for the construction of additional classrooms (December 2013). The work was scheduled to be completed by June 2014. In the JPI (July 2023), Audit noticed that the entire amount of ₹ 4.09 lakh had been utilised. However, the work was lying incomplete even after a lapse of more than nine years of the scheduled date of completion. The DPC Koraput, while accepting the fact, stated that ₹ 4.40 lakh had been recovered from the concerned Headmaster of the school and action was being taken for completion of the project departmentally.



Picture 5.13; dated 10.07.2023
Incomplete Classroom inside the premises of
Renu Project Upper Primary School

The Department stated (October 2024) that steps had been taken for completion of the work by following due procedure.

Recommendation 5.3

Progress of infrastructure projects should be monitored effectively to ensure timely completion of projects and delivery of benefit to the students.

Chapter 6

Teacher and Teachers' Training

Chapter 6

Teacher and Teachers' Training

This Chapter discusses the availability of teachers including capacity building measures, as mandated under Right to Education (RTE) Act and Samagra Shiksha Implementation Framework (SSIF). Major audit findings in this regard are as follows:

- While 48 *per cent* of the schools of the State had adverse Pupil Teacher Ratio (PTR) for Primary Classes in 2018-19, no improvement had taken place during five years up to 2022-23, as the same schools were experiencing adverse PTR in 2022-23 too, due to non-engagement of additional teachers during the intervening period.
- In 61 test-checked schools, posts of 229 teachers were lying vacant, whereas 19 teachers were deployed in excess over the requirement in 11 schools.
- 94 *per cent* Secondary schools of the State were running without Art teachers, whereas 31 *per cent* schools were running without Health and Physical Education teachers during 2022-23. 11 *per cent* test-checked schools were running with shortage of subject teachers for Secondary classes.
- The adverse PTR had affected learning outcome, as only one *per cent* students could secure 90 *per cent* or above marks in Class X examination conducted by the Board of Secondary Education, Odisha in 2022-23.
- During 2018-23, against the target of providing in-service trainings to 7.47 lakh teachers, 6.41 lakh teachers could be provided trainings, resulting in shortfall in providing training to 1.06 lakh teachers (14 *per cent*).
- The State Government had not taken steps for recruitment of 750 academic posts in District Institutes of Education and Training. As such the capacity building institutions were running with large scale vacancies, affecting implementation of capacity building measures for teachers.

Section 8 of the RTE Act, 2009 and Paragraph 4.6 of SSIF provides that every child deserves access to quality education, and teaching is a core determinant of students' educational experience. The availability of trained and qualified teachers as per the Pupil-Teacher Ratio (PTR), recommended in RTE Act, 2009 and SSIF, is important for enhancing the quality of education in schools. Proper PTR at different levels of education plays a vital role in ensuring meaningful and effective teaching-learning processes in schools. SSIF emphasizes the importance of qualified and trained teachers, and rationalises

teachers' deployment so that all schools meet the required PTR norms. The norms of teachers for Primary to Higher Secondary classes, are shown in **Table 6.1**.

Table 6.1: Norms for requirement of teachers in Primary to Higher Secondary classes, as per RTE Act and SSIF

Class	No. of students	No. of teachers required
Primary (I to V)	Up to 60 students	Two teachers
	61 – 90 students	Three teachers
	91 – 120 students	Four teachers
	121 – 200 students	Five teachers
	Above 150 students	Five teachers + Head teacher
	Above 200 students	One teacher per 40 students + Head teacher
Upper Primary (VI to VIII)	Per 35 students	At least one teacher
		At least one teacher per class, so that there shall be at least one teacher each for (i) Science and Mathematics, (ii) Social Studies and (iii) Languages
	Above 100 students	(i) One full time Head teacher, (ii) part-time instructors for (i) Art Education, (ii) Health & Physical Education and (iii) Work Education
Secondary (IX-X)	Up to 160 children	Five subject (Science, Mathematics, Social Studies, Language and English) teachers for different subjects + one Head teacher
	Above 160 children	PTR shall not exceed 40.
	All categories	Other than subject teachers, part-time teachers for (i) Art and Craft Education, (ii) Health and Physical Education and (iii) Counsellor
Higher Secondary (XI-XII)	Up to 240 children	Six subject teachers + one Principal, for a school offering single subject combination of study
	Above 240 children	10 subject teachers + one Principal for school offering two subject combinations of study.
	Above 360 children	12 subject teachers + one Principal for school offering three subject combinations of study. PTR shall not exceed 30
	All categories	Other than subject teachers, part time teachers for (i) Art and Craft Education (ii) Health and Physical Education and (iii) Counsellor

(Source: RTE Act, 2009 and SSIF)

6.1 PTR and deployment of teachers in schools

Section 25 of RTE Act, 2009 stipulates that the appropriate Government and local authority shall maintain PTR as per the prescribed norm within three years from the date of commencement of the RTE Act. The Act also stipulates that a teacher posted in a school shall not be made to serve in any other school or office. Guidelines in Paragraph 6.9.14.2 of SSIF, regarding deployment and re-deployment of teachers are required to be ensured so that schools, at all levels, comply with the PTR norms.

6.1.1 PTR and teachers in schools for Primary and Upper Primary classes

Audit noticed that SME Department had floated (December 2016) an advertisement for recruitment of 14,087 Junior Teachers for Primary and Upper Primary schools in the State. Of these, 9,951 teachers were appointed and remaining 4,136 posts could not be filled. Reasons for the same were not available on record. Despite an adverse PTR in 21,958 schools, no further effort was made during 2018-23 to fill the vacancies. It was only in September 2023 that the process for recruitment of 20,000 Junior Teachers was initiated by OSEPA. However, the same had not been finalized as of March 2024.

Details of the Government and Government aided schools in the State and the sampled districts, which were offering Primary and Upper Primary classes and PTR therein, are tabulated in *Table 6.2*.

Table 6.2: PTR in Primary classes during 2018-19 and 2022-23

Particulars	2018-19		2022-23	
	State	Sampled Districts	State	Sampled Districts
No. of schools offering Primary classes of education ²⁶	50,504	9,032	45,323	8,132
No. of schools with adverse PTR for Primary classes	24,106	4,324	21,958	3,851
Percentage	48	48	48	47

(Source: Analysis of data furnished by OSEPA)

The above table indicated that out of 50,504 and 9,032 schools in the State and sampled districts, respectively, during 2018-19, 24,107 (48 per cent) and 4,324 (48 per cent) schools of the State and sampled districts had adverse PTR. Similarly, out of 45,323 and 8,132 schools in the State and sampled districts, during 2022-23, adverse PTR was noticed in 21,958 (48 per cent) and 3,851 (47 per cent) schools of the State and sampled districts, respectively. On analysis of the PTR of 2018-19 in comparison to the PTR in 2022-23, it was found that the adverse PTR continued to remain the same (48 per cent).

Similarly, *Table 6.3* indicates that 10,579 (44 per cent) and 1,764 (44 per cent) Upper Primary schools of the State and sampled districts respectively, had adverse PTR during 2018-19 and the trend continued till 2022-23, as 10,022 (43 per cent) and 1,658 (43 per cent) for the State and sampled districts respectively had adverse PTR.

Table 6.3: PTR in Upper Primary classes in 2018-19 and 2022-23

Particulars	2018-19		2022-23	
	State	Sampled Districts	State	Sampled Districts
No. of schools offering upper Primary class of education ²⁷	24,131	4,025	23,115	3,833

²⁶ Schools excluding nil enrolment of students in Primary classes (Class-I to V)

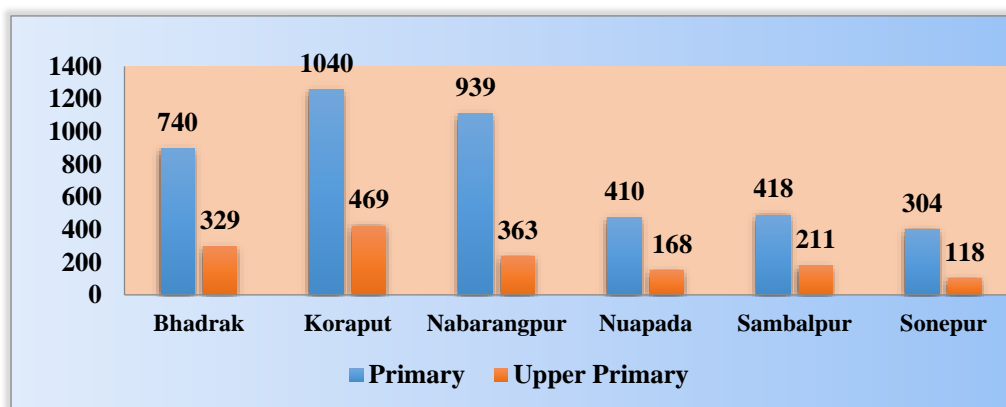
²⁷ Schools excluding nil enrolment of students in Upper Primary classes (Class-VI to VIII)

Particulars	2018-19		2022-23	
	State	Sampled Districts	State	Sampled Districts
No. of schools with adverse PTR for Upper Primary classes	10,579	1,764	10,022	1,658
Percentage	44	44	43	43

(Source: Analysis of data furnished by OSEPA)

On analysis, it was seen that during 2018-23, the State Government did not take any steps to recruit teachers at the Primary and Upper Primary levels, despite the Department being fully aware of the existing vacancies in the State. In the test-checked districts, against the vacancy position of 10,704 teachers at the Primary and Upper Primary levels, 4,453 teachers were found to be deployed in excess, which has affected the PTR position of the schools. Similarly, in 52 test-checked schools, posts of 127 teachers were found to be vacant and in contrast 10 teachers were found to be excessively deployed in nine schools. The position of adverse PTR in the test-checked districts is depicted in **Chart 6.1**.

Chart 6.1: Schools with adverse PTR for Primary and Upper Primary classes in the sampled districts during 2022-23



(Source: Analysis of Data furnished by OSEPA)

Audit analysed the status of teachers in Primary and Upper Primary classes and observed that adverse PTR during 2018-19 had not improved in 2022-23, due to non-recruitment of 35,303²⁸ teachers in the State and 6,251²⁹ teachers in the test-checked districts. Similarly, in 16 out of 77 test-checked schools imparting Primary and Upper Primary classes, the PTR was adverse. As against the requirement of 128 teachers in 16 schools, 63 teachers were found to be deployed, resulting in PTR ranging from 37:1 to 181:1, during the period 2022-23. In one test-checked school (Krupasindhu GHS, Bhadrak), dedicated teachers for Upper Primary classes had not been deployed. Instead, the teachers deployed for Secondary classes were imparting education to the Upper Primary students at the same time.

Audit observed that lack of sufficient number of teachers in proportion to the number of students, and students of multiple classes being taught in one classroom, was a result of the adverse PTR and adversely affected the teaching

²⁸ 61,501 – 26,198

²⁹ 10,704 – 4,453

and learning outcome, as noticed in sampled schools. Besides, it was also observed in the sampled schools that the same teacher was taking multiple classes in one classroom, as shown in the *Pictures 6.1 to 6.3*.

Picture 6.1; dated 14-08-2023



One teacher available for 78 enrolled students of Primary classes and one teacher for 76 enrolled students of Upper Primary classes in Chandimata Govt. High School, Bhadrak

Picture 6.2; dated 14-09-2023.



Students of Classes I to V sitting in one classroom, due to non-availability of adequate teachers and classrooms, in Govt. Upper Primary School, Babunikimal

Picture 6.3; dated 14-09-2023.



Student of Classes VI and VII sitting in one classroom due to non-availability of teachers (including subject teachers) in Govt. Upper Primary School, Babunikimal

The Department stated (October 2024) that PTR of Odisha was above the National average and recruitment of approximately 20,000 Junior Teachers was under process for posting in Elementary schools. The fact, however, remained that during 2022-23, adverse PTR of Primary and Upper Primary classes persisted in 48 and 43 *per cent* schools, respectively.

6.1.2 PTR and teachers in Secondary schools

As per PTR norms, Secondary schools having student strength up to 160 children need five subject teachers and one Head teacher and for schools with more than 160 children, PTR shall not exceed 40:1, as detailed in *Table 6.1*.

Details of schools³⁰ of the State and sampled districts, offering Secondary classes and PTR therein, during 2022-23, are tabulated in **Table 6.4**.

Table 6.4: PTR and teachers in Secondary schools

Particulars of schools	2022-23	
	State	Sampled districts
No. of schools ³¹ offering Secondary classes (Class IX to X) of education	8,810	1,300
No. and percentage of schools running without teacher ³² for Secondary classes	31 (0.4 per cent)	8 (0.7 per cent)
No. of schools having student strength up to 160	6,877	943
No. and percentage of schools ³³ running with shortage of five subject teachers and Head teachers	725 (11 per cent)	154 (16 per cent)
No. of schools having student strength above 160	1,933	357
No. and percentage of schools ³⁴ with adverse PTR (including Head teacher)	171 (9 per cent)	49 (14 per cent)
No. and percentage of schools without Art education teachers	8,301 (94 per cent)	1,195 (92 per cent)
No. and percentage of schools without Health and Physical Education teacher	2,702 (31 per cent)	460 (35 per cent)

(Source: Analysis of data furnished by OSEPA)

The above table indicates that 10 and 16 per cent schools of the State and sampled districts respectively, had adverse PTR/ were short of teachers for Secondary classes. Further, 94 and 92 per cent schools of the State and sampled districts respectively, were running without Art teachers, whereas 31 and 35 per cent schools of the State and the sampled districts respectively, were running without Health and Physical Education teachers, during 2022-23. Besides, it was also noticed that out of the 46 test-checked schools, five schools (11 per cent) were running with shortage of subject teachers for Secondary classes.

On analysis, it was found that the primary reason for the adverse PTR was non-enhancement of the sanctioned strength and non-recruitment of Secondary level teachers during 2018-21. It was only in 2021-22 that the State Government enhanced the sanctioned strength of teachers from 35,764 to 40,166 and recruitment for 7,540 posts was initiated in November 2022 with shortage of 3,863 Secondary level teachers. However, despite a delay of 16 months, the same had not been finalised as of March 2024, with reasons not on record.

The proportion of schools with adverse PTR/ shortage of teachers for Secondary classes in the sampled districts, is shown in **Chart 6.2**.

³⁰ Government and Government aided schools

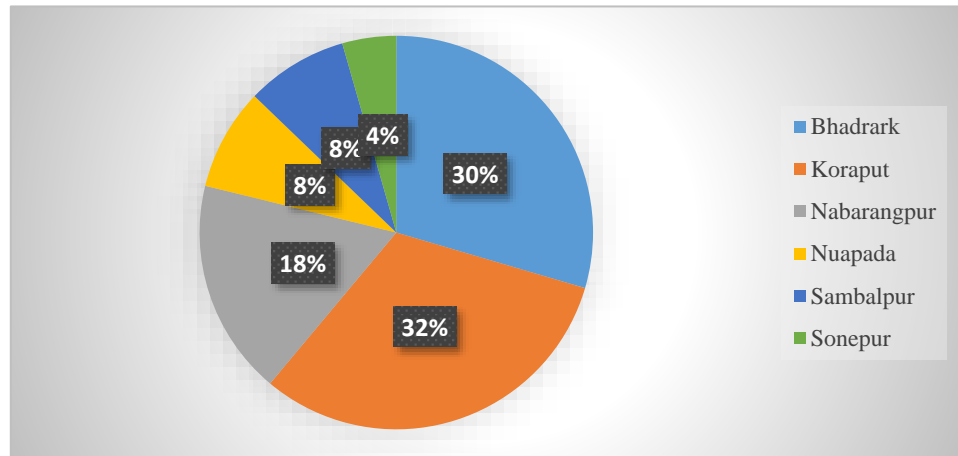
³¹ Excluding schools without enrolment in Classes IX and X

³² Subject teacher and Head teacher

³³ Schools with student strength up to 160

³⁴ Schools with student strength above 160

Chart 6.2: Proportion of schools with Adverse PTR for Secondary classes in the sampled districts

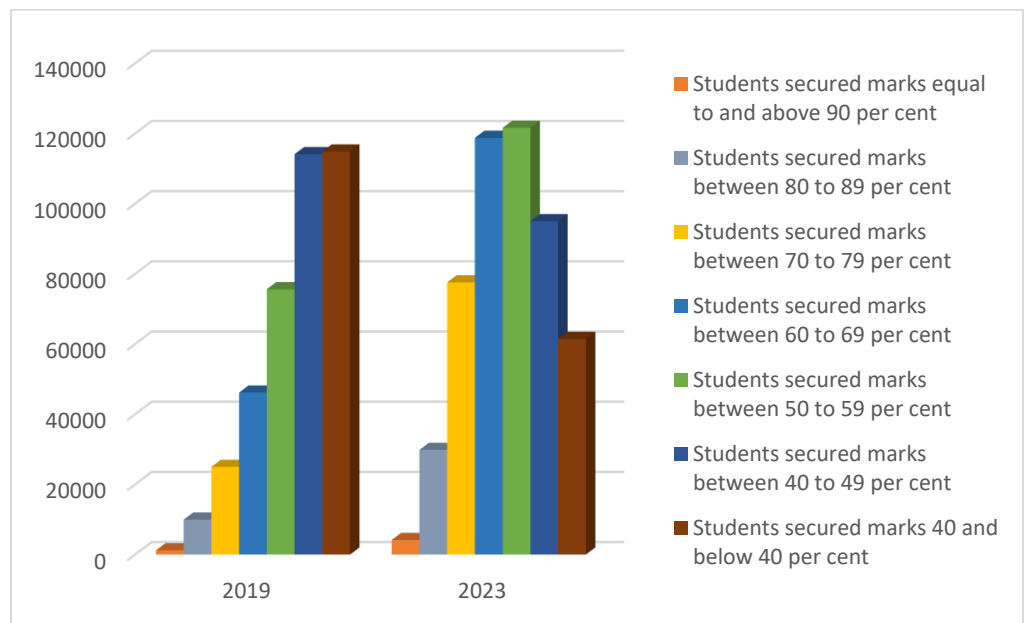


(Source: Analysis of Data furnished by OSEPA)

On analysis of the Class-X examination conducted by Board of Secondary Education (BSE), Odisha for 2018-19 and 2022-23, 3.87 lakh and 5.08 lakh students were declared successful in 2018-19 and 2022-23, out of 5.36 lakh and 5.16 lakh students who appeared in the examinations in the respective years. Audit found that of the successful students, only less than one per cent students had secured marks above 90 per cent in 2018-19, which had increased to one per cent in 2022-23. Details of percentage of marks secured by students in Class X examination, during 2018-19 and 2022-23 are depicted in **Chart 6.3**.

Audit observed that shortage of teachers was one of the main reasons for this under performance of the students in the examination.

Chart 6.3: Percentage of marks secured by students in the Class X examination during 2018-19 and 2022-23



(Source: Data furnished by Board of Secondary Education, Odisha)

The Department stated (October 2024) that Secondary schools were primarily located in rural areas and parents were not taking proper after-school care of their children. Further it stated that 19,146 secondary teachers had been posted during the last five years. The reply is not acceptable, as it is the duty of the teachers to impart quality education to children and ensure satisfactory results, both in rural and urban areas.

6.1.3 PTR and teachers for Higher Secondary classes

As per PTR norm, every Higher Secondary school with students up to 240, requires six subject teachers plus one Principal, for school offering single subject combination of study; above 240 students, 10 subject teachers plus one Principal for school offering two subject combination of study; and above 360 students, 12 subject teachers plus one Principal for school offering three subject combination of study. Besides, the PTR norm shall not exceed 30. The Government and Government aided schools of the State and sampled districts offering higher Secondary classes and the PTR during 2022-23, as analysed, are tabulated in *Table 6.5*.

Table 6.5: PTR and teachers in Higher Secondary classes in 2022-23

Particulars of schools	2022-23	
	State	Sample districts
No. of schools ³⁵ offering Classes XI to XII	1,191	166
No. and percentage of schools running without HM/Principal	415 (35 per cent)	60 (36 per cent)
No. and percentage of schools running with shortage of six subject teachers	503 (42 per cent)	65 (39 per cent)
No. of schools having children strength above 360	591	84
No. and percentage of the schools with adverse PTR ³⁶	527 (89 per cent)	80 (95 per cent)
No. of schools running without Art education teacher	1,110 (93 per cent)	153 (92 per cent)
No. of schools running without Health and Physical Education teacher	838 (70 per cent)	115 (69 per cent)

(Source: Analysis of data furnished by OSEPA)

The above table indicated that 527 and 80 schools³⁷ of the State and sampled districts respectively, had adverse PTR ranging between 89 and 95 per cent. The shortage of headmaster/ principal and subject teachers was substantial, besides very large vacancies amongst Art Education and Health & Physical Education teachers in the State as well as in the sampled districts.

Adequate PTR contributes to a positive learning environment in schools. However, non-deployment of required teachers impacted students' education in schools, as evidenced from the result of the Council of Higher Secondary Education (CHSE³⁸) for Higher Secondary class, as discussed below:

³⁵ No. of schools considered excluding school without enrolment in Classes XI and XII

³⁶ No. of schools with children strength above 360, with headmaster and without other teachers for Higher Secondary classes

³⁷ The schools with student strength above 360

³⁸ The board responsible for management of Higher Secondary classes.

Audit analysed the marks secured by students in Class XII examinations conducted by the CHSE during 2018-19 to 2022-23 and noticed improvement in the performance of students in 2022-23 compared to 2018-19. While 32 per cent students were unsuccessful in the examination during 2018-19, it declined to 19 per cent during 2022-23. However, of the successful students, 19 to 47 per cent students secured 1st division, 21 to 23 per cent secured 2nd division, whereas 30 to 60 per cent secured 3rd division during 2018-23. Thus, majority of the students secured less than 50 per cent marks. This outcome is indicative of the impact on qualitative teaching, due to deficiencies in learning resources and on account of inadequate teachers.

6.1.4 Deficiencies in PTR and deployment of teachers in the sampled schools

Audit noticed the following deficiencies with regard to PTR, with respect to deployment of subject and ancillary teachers in the sampled government and government aided schools of six districts, as of March 2023:

- In 64 (Upper Primary: 5³⁹, Secondary: 39 and Higher Secondary: 20) out of 95 sampled schools, the Upper Primary and Secondary/ Higher Secondary classes did not have instructors⁴⁰/ teachers for teaching Art & Craft education.
- Similarly, in 33 (Upper Primary: 5⁴¹, Secondary: 16 and Higher Secondary: 12) out of 95 sampled schools, the schools were running without Health & Physical Education teachers.
- In 61 sampled schools, posts of 229 teachers were lying vacant, whereas 19 teachers were deployed in excess over the requirement, in 11 sampled schools. The details are mentioned in *Table 6.6*.

Table 6.6: Deployment status of teachers in sampled schools of test- checked districts

District	No. of test checked schools	No. of schools where posts of teachers were lying vacant (No. of posts vacant)	No. of schools where deployment of teachers was in excess (No. of posts in excess)
Bhadrak	11	10 (42)	1 (2)
Koraput	15	13 (42)	2 (6)
Nabarangpur	14	14 (79)	0
Nuapada	13	9 (23)	4 (5)
Sambalpur	10	08 (22)	2 (4)
Sonepur	09	07 (21)	2 (2)
TOTAL	72	61 (229)	11 (19)

(Source: Records of test-checked schools)

- In Chandrapada Upgraded Government High School of Koraput district, Science and Mathematics teachers remained on long leave, which affected the learning of students of Classes IX and X. Similarly,

³⁹ Upper Primary schools with more than 100 students

⁴⁰ In Upper Primary schools having above 100 students, it is required to have a part time Art Instructor

⁴¹ Upper Primary schools with more than 100 students

in Dr. Katju High School, Behela of Nuapada district, post of Mathematics⁴² teacher was lying vacant since 2007 and was being managed by other teachers. In case of SSD Girls High School, Rabga of Sambalpur district, posts of Mathematics and Science teachers were lying vacant since 2013 and 2016, respectively.

- In Majhapara Mission High School, Rabga of Sambalpur district, posts of regular Mathematics and Science teachers were vacant since 2018-19. The school engaged retired teachers to conduct the classes.
- Two⁴³ sampled schools were running with shortage of classical teachers (Sanskrit teachers). In case of SSD Girls High School, Rabga, the posts of Hindi and Health & Physical Education Teachers were not created, as of September 2023. These subjects were being managed by other teachers.
- In Achalika Higher Secondary School, Banta of Bhadrak district, separate teacher had not been appointed for Higher Secondary school (+2 Junior college) and the teachers of Degree College were managing the Higher Secondary classes.

The Department stated (October 2024) that guest teachers were engaged for alternative arrangements till engagement of regular teachers. The reply is not acceptable as Audit could not find any such teachers deployed in the test-checked schools.

Recommendation 6.1

The Department may take steps to maintain the normative Pupil-Teacher Ratio by engaging additional teachers in the schools experiencing shortfalls.

Recommendation 6.2

The Department may rationalise deployment of teachers based on the enrolment of students, by withdrawing teachers from schools having excess teachers and posting them in schools experiencing shortages.

6.2 Shortfall in teachers' training

The Samagra Shiksha Scheme envisages in-service training for teachers, teacher educators to ensure their professional and self-development. The National Education Policy, 2020 recognised that the teachers shall require training in high-quality content to build competencies in order to encourage and foster critical thinking in students. In the approved AWP&B (2018-23), the State had targeted providing in-service trainings to teachers/head teachers and school leadership trainings to head teachers/principals of Primary to Higher Secondary schools. The in-service teachers' training included National Initiative for School Heads and Teacher Holistic Advancement (NISHTHA), an online training programme provided by Department of School Education

⁴² TGT Mathematics

⁴³ 1) Chandimata Govt. High School, Napang, 2) Krupasindhu Govt. High School, Adalpank,

and Literacy with assistance from National Council of Educational Research and Training (NCERT). The training aimed at development of skills of teachers on aspects of competency-based learning and testing, learner-centred pedagogy, school safety, information and communication technology, school-based assessment, *etc.*

Audit noticed that during 2018-23, against the target of providing in-service trainings to 7.47 lakh teachers⁴⁴, 6.41 lakh teachers could be provided trainings, resulting in shortfall of 1.06 lakh (14 *per cent*) teachers, as shown in **Table 6.7**.

Table 6.7: Target and achievement of in-service training

Nature of training	Year of conduct of training	Category of teachers involved	Approved target in the AWP&B	Achievement	Shortfall (percentage of shortfall)
In-service training to teachers & Head teachers	2018-21	Primary and Upper Primary	5,47,291	5,18,750	28,541 (5)
School leadership training for Head teacher/ principal	2018-19		5,000	90	4,910 (98)
School leadership training for Head teacher/principal	2018-20	Secondary	3,896	3,139	757 (19)
In-service training to teachers & head teachers	2018-23	Secondary & Higher Secondary	1,91,210	1,18,594	72,616 (38)
Total			7,47,397	6,40,573	1,06,824

(Source: Information furnished by OSEPA)

Audit observed that due to shortfall in achievement of the targets for trainings, the State failed to ensure improvement of the quality of school education.

The Department did not furnish any specific reply regarding trainings of teachers/ head teachers/ Principal.

6.2.1 NISHTHA training of in-service teachers

The State had a target to provide an online training named NISHTHA, comprising 42 course modules⁴⁵ to 1.93 lakh Primary / Upper Primary, 0.48 lakh Secondary and 6,028 Higher Secondary teachers on Digital Infrastructure for Knowledge Sharing (DIKSHA⁴⁶) platform during 2018-23. However, OSEPA had not maintained the records of Primary/Upper Primary teachers, who had completed all the 18 course modules. It was noted that only 7,063 (15 *per cent*) Secondary and 577 (10 *per cent*) Higher Secondary teachers completed the 12 course modules.

Audit found that there was a shortfall in completion of the course by the Primary and Upper Primary teachers, which ranged between 6 and 19 *per cent*. In case of Secondary teachers, the shortfall ranged between 66 and 70 *per cent*

⁴⁴ Comprising Primary to Higher Secondary teachers /Head teachers

⁴⁵ 18 course modules for Elementary (Primary and Upper Primary) teachers, 12 for Secondary teachers and 12 for Higher Secondary Teachers

⁴⁶ It aids teachers to learn and train themselves digitally

and for Higher Secondary teachers, the shortfall ranged between 74 and 94 *per cent*, as detailed in **Table 6.8**.

Table 6.8: Target and achievement of NISHTHA training

Category of teachers	Year	Target (in numbers)	Modules	Teachers who completed all modules	Percentage of shortfall in completion of each modules	
Elementary	2020-21	1,92,705	18	Not provided by OSEPA	6 to 19	Module-1 Module- 3
Secondary	2021-22	48,271	12	7063	66 to 70	Module-10, Module-12
Higher Secondary	2022-23	6,028	12	577	74 to 94	Module-1 Module-7

(Source: Information furnished by OSEPA)

The shortfall in completion of course modules indicated that in-service training needs of teachers for improvement in quality teaching in order to create effective and engaging learning environment in the classroom, were not ensured. OSEPA attributed lack of effort on the part of the teachers to register for training during the stipulated period and unwillingness of Higher Secondary teachers to undergo training of the composite colleges (College having Degree as well as Higher Secondary classes) as the reasons for shortfall in training of the teachers.

The Department stated (October 2024) that the shortfall in training was due to network connectivity problems, lack of technical knowledge on the part of teachers or head teachers, closure of office/ schools during COVID-19, *etc.* The reply is not acceptable as before conducting training programmes, the department should have ensured proper network connectivity with provision of teachers with requisite knowledge base.

6.3 Teachers' Training Institutions

Paragraph 1.3 (XIV)(iii) of Manual of Financial Management & Procurement (FMP) of Samagra Shiksha, prescribes teachers' training and professional development, including in-service, pre-service, induction and refresher training under the aegis of State Council of Educational Research and Training (SCERT) and District Institutes of Education and Training (DIETs). Paragraphs 10.5.1 and 10.5.2 of SSIF envisage DIETs as a strong institution to support teachers at the school level and universalisation of quality education.

6.3.1 Shortfall in the conduct of training by DIETs

The SCERT outlined (February 2019) that the main focus of all the activities undertaken for teacher education aimed at capacity building of CRCCs and teachers, so as to enable them to help students in accomplishment of grade specific learning outcomes and in adopting pedagogical practices. Every year SCERT specified activities for capacity building of Cluster Resource Centre Coordinators (CRCCs), Additional Block Education Officers (ABEOs), teachers, *etc.*, and DIET formulated plans for the training.

Audit noticed that the sampled DIETs planned to undertake different types of trainings (NAS⁴⁷ Training Programme, Orientation Programme, DIET- CRCC

⁴⁷ National Achievement Survey

Linkage, ICT⁴⁸ Training, *etc.*), involving CRCC, ABEOs, teachers, resource persons, *etc.* However, Audit noticed shortfall in the conduct of trainings as well as achieving the targets set by different DIETs during 2018-23. The DIETs of the sampled districts planned to conduct 304 training programmes covering 14,919 teachers, against which only 255 programmes covering 11,674 (78 *per cent*) teachers had been undertaken. As a result, 3,245 teachers were out of the coverage of the trainings during 2018-23. Failure of the State in providing training to the teachers for upgradation of their knowledge and skill, for accomplishment of learning outcomes of the students, was one of the indicative reasons for poor outcome in the learning level of students.

The Department replied (October 2024) that the shortfall occurred due to shortage of faculties in DIETs.

6.3.2 DIETs and SCERT functioning with scarce academic and non-academic staff

The Project Appraisal Board (PAB), GoI (7 August 2018) suggested restructuring of SCERTs, development of cadre rules for notifying separate cadres for teacher educators and establishment of Special Cells (Science, Mathematics, Social Studies, Education Technology/ Computer and Language/English Education) in the SCERT. It further suggested creating and filling 45 academic posts in SCERT and 750 (25 posts in each DIET) academic posts in DIETs to perform multifarious academic activities in the State in collaboration with NCERT and other National bodies

Audit noticed that the State Government had neither notified separate cadre rules for teacher educators nor taken any steps for recruitment of 750 academic posts for DIETs. As a result, the DIETs were running with a vacancy of 505 academic posts, as of March 2023. Against the sanctioned strength of 724 academic and 14 non-academic posts at the DIETs, 293 (41 *per cent*) academic and 10 (71 *per cent*) non-academic posts were vacant during 2018-19 and the position further decreased during 2022-23, as 65 and 71 *per cent* academic and non-academic posts, respectively remained vacant in the DIETs. Even the SCERT was also functioning with a vacancy of 56 and 61 *per cent* of academic and non-academic posts, during 2022-23. Audit observed that large-scale vacancies in the SCERT led to failure in providing academic support and guidance to the State Government and local educational institutions in areas of teacher education and educational research. Further, lack of effort on part of the SCERT towards deployment of required academic and non-academic manpower in DIETs had an adverse effect on successful conduct and completion of professional development training of teachers in the districts.

Thus, failure to ensure deployment of qualified human resources to DIETs compromised their role in providing continuous and necessary training to the teachers. Continuous professional development is essential to improve the quality of teaching imparted to the students.

The Department replied (October 2024) that the Academic and Non-academic posts would be filled.

⁴⁸ Information and Communications Technology

Recommendation 6.3

The Department may strengthen capacity of the teacher training institutes along with creating awareness regarding relevance of training by providing adequate resources and monitoring their functions.

6.4 Engagement of teachers by submission of fake qualifications

The SME department instructed (June 2019, August and December 2021) all the District Education Officers (DEOs), District Project Co-coordinators (DPCs) and Block Education Officers (BEOs) of the State to conduct special drive to verify the academic and training certificates of Primary and Upper Primary school teachers.

Audit noticed that the BEOs of the sampled Blocks had verified and detected qualification certificates of 15 teachers as fake. The BEOs took action and disengaged 12 teachers, whereas three teachers of Nabarangpur and Sonapur district were still continuing. Thus, the State and district authorities failed to ensure the educational qualification of the teachers at the time of their engagement, resulting in recruitment of ineligible persons as teachers.

The Department replied (October 2024) that District Education Officers had been sensitised to find out such cases of fake certificates and take legal action.

Chapter 7

Curriculum and

Learning Outcomes

Chapter 7

Curriculum and learning outcomes

Effective learning requires a comprehensive approach that involves appropriate curriculum, engaging pedagogy, continuous formative assessment and adequate student support, as provided in the RTE Act. Audit observed shortcomings in preparation of curriculum, learning outcome models and introduction of Vocational Education in the State. Significant audit findings are as follows:

- The State had not framed State Curriculum Framework as of March 2023.
- Text Book Production & Marketing of the Department, had not completed processing of manuscripts of five books on Disaster and Pandemic Management. Consequently, these subject matters could not be included in the curriculum, as of March 2023.
- During 2018-23 (excluding 2020-21), 62 and 48 *per cent* students secured bottom grade / division in Class X and Class XII examinations, respectively. This is indicative of the fact that a large number of students were deprived of quality education which affected their performance ability.
- The State had decided to introduce Vocational Education in 877 Secondary and Higher Secondary schools during 2018-23. Against this target, Vocational Education could be introduced in 646 schools, as of March 2023.

7.1 Introduction

Effective learning requires a comprehensive approach that involves appropriate curriculum, engaging pedagogy, continuous formative assessment and adequate student support. Section 7(6) of the RTE Act provides for formulation of a National Curriculum Framework (NCFW) for Elementary education. Section 29 of the RTE Act states that the curriculum and evaluation procedure for elementary education shall be laid down by the academic authority, specified by the appropriate Government. The Act further provides for laying down the curriculum for Comprehensive and Continuous Evaluation (CCE) of a child's understanding of knowledge and his or her ability to apply the same.

7.1.1 Non-formulation of State Curriculum Framework

Paragraph 4.30 of the NEP 2020 and Paragraph 6.9.3.1 of SSIF state that National Council for Educational Research and Training (NCERT) would formulate a new and comprehensive NCFW for school education, which would

serve as broad guidelines including research-based recommendations on curriculum, pedagogy, assessment and examination for school education in the entire country. NCFW would be framed by incorporating and integrating local and indigenous flavours from across the country.

NCERT informed (May 2021) all the State Councils of Educational Research and Training (SCERT) to initiate the process for the development of four⁴⁹ State Curriculum Frameworks (SCFs) to be fed into the preparation of National Curriculum Frameworks (NCF). These SCFs in the draft form would provide valuable inputs for the NCFs. After the finalisation of all the four NCFs, the States would finalise their SCFs by adopting/adapting inputs from the final recommendations of NCFs for their implementation in the States. Accordingly, the School & Mass Education (SME) Department appointed (June 2021), the Director, Teachers' Education and State Council of Educational Research and Training (TE & SCERT) as the Nodal Officer for the development of the SCFs. Besides, the SME Department constituted (September 2021) three Steering Committees under the Chairmanship of the Principal Secretary. As per the timelines fixed by the NCERT, the final SCFs were to be shared with the NCERT on the online platform by August 2022.

Although the NCERT submitted the NCF Foundational Stage⁵⁰ (NCF(FS)) in October 2022, the State was yet to adopt the NCF(FS) for development of the SCF for Foundational Stage.

The Department stated (October 2024) that formulation of SCF had already been started.

7.1.2 Non-integration of disaster and pandemic management in curriculum

Paragraph 4.28 of NEP 2020 emphasised inclusion of disaster response and first-aid in the school curriculum. Audit noticed that SME Department, GoO, intimated (August 2021) the TE&SCERT to take action for the integration of Disaster and Pandemic Management (D&PM) in the School Curriculum (Classes IV to XII) from the academic session 2022-23 onwards. Accordingly, TE&SCERT prepared five books and submitted (April 2022) the manuscript of these D&PM books to the Director, Text Book Production & Marketing (TBPM) for preparation of five positives, to enable them to supply the text books to students in the year 2022-23.

Audit noticed that the TBPM had not completed the preparation of the positives for the manuscripts of five D&PM books, as of April 2023 and the TE&SCERT reminded (April 2023) TBPM to complete the same. Due to the delay in printing of books, the D&PM had not been included in the curriculum, as of March 2023. Thus, the SME Department failed to include D&PM in the Curriculum even after one year from the preparation of the Manuscript, due to non-supply of related textbooks in time by TBPM.

⁴⁹ (1) State Curriculum Framework for School Education (SCFSE), (2) State Curriculum Framework for Early Childhood Care and Education (SCFECCE), (3) State Curriculum Framework for Teacher Education (SCFTE) and (4) State Curriculum Framework for Adult Education (SCFAE)

⁵⁰ National Curriculum Framework for Early Childhood Care and Education is also called as the NCF (FS)

The Director TE & SCERT stated (May 2023) that the TBP&M had submitted the soft copy of five textbooks in May 2023. However, the fact remained that the D&PM could not be included in the curriculum of students, as of March 2023.

The Department stated (October 2024) that Director, TE & SCERT had developed supplementary booklet on D&PM for Classes IV to VIII, which would be integrated in the school curriculum of Classes IV to VIII, at the time of revision of text books.

7.1.3 Curriculum and pedagogy in sampled schools

Paragraphs 4.5 to 4.9 of the NEP 2020 emphasised reduction in curriculum content to enhance essential learning and critical thinking. As per the NEP, the curriculum must include basic arts, crafts besides humanities, games, sports *etc.*, to develop all aspects and capabilities of learners and make education more well-rounded, useful and fulfilling for the learner. Paragraph 6.9.12.2 of SSIF suggested promotion of activity-based learning at the foundational stage (3-8 years), experiential learning at the preparatory stage (8-11 years), activity & vocational sensitivities at the middle stage (11-14 years), competency-based learning, arts and sports-integrated education and greater flexibility in choice of subjects at secondary stages (14-18 years).

Audit noticed that:

- Out of 77 sampled Government and Government-aided schools offering Primary to Upper Primary levels of education, only 43 schools had introduced art and craft-based activities, activities based on local context *etc.*, for the students. Further, 24 of the sampled schools did not impart experiential, vocational sensitivities based learning to students at Primary and Upper Primary level, as of March 2023.
- Out of 63 sampled Secondary and Higher Secondary schools, only 33 schools imparted physical education as well as arts and crafts education to the students.

The Department stated (October 2024) that after development of the SCF, pedagogy shall be implemented in the schools.

Recommendation 7.1

Immediate steps need to be taken for formulation of State Curriculum Framework in line with the pronouncements made in the National Education Policy, 2020.

7.2 Learning outcomes

Improving the learning outcomes of children requires strategic interventions at the district, sub-district and institutional levels to address gaps in learning. The achievement level of performance of students could be assessed from the learning outcome tests carried out by the State at different stages of education. The NEP 2020 focuses on bridging the gaps in attainment of learning outcomes, undertaking reforms to bring the highest quality, equity and integrity into the system.

Audit analysed performances of students in the final examinations of Class X and Class XII and noticed the following:

7.2.1 Performance of students in Class X and XII examinations

The Board of Secondary Education, Odisha (BSE) conducts annual examination for students of Class X and awards different grades⁵¹ according to the marks secured by them. The Council of Higher Secondary Education, Odisha (CHSE) conducts annual examination for the students of Class XII and awards three different divisions based on the marks secured by them.

Audit collected the details of students who enrolled, appeared in and passed the annual examination of Class X from the Board of Secondary Education and of Class XII from Council of Higher Secondary Education (CHSE), Odisha for the years 2018-19 to 2022-23. The details are given in *Table 7.1*.

Table 7.1: Students enrolled, appeared in and passed Class X and Class XII examinations, during 2018-19 to 2022-23 in the State

Year	Class X examination conducted by BSE (in numbers)					Class XII examination conducted by CHSE (in numbers)				
	Enrolled	Appeared	Successful	Bottom division		Enrolled	Appeared	Successful	Bottom division	
				Number	Per cent				Number	Per cent
2018-19	603078	535859	386924	304599	79	361628	355735	241872	146069	60.39
2019-20	617769	511677	407873	348717	85	343782	342865	236095	127456	53.99
2020-21	593944	0	562408	0		339500	338743	315996	151211	47.85
2021-22	573881	523508	515479	190027	37	315645	308961	266163	80464	30.23
2022-23	566292	516435	508405	278091	55	352078	347734	280552	139341	49.67
Total	2361020	2087479	1818681	1121434		1712633	1694038	1340678	644541	

(Source: Information furnished by BSE and CHSE, Odisha)

On analysis of the data collected from the BSE and CHSE, the following observations are made by Audit.

- **Performance of Class X students under BSE:** Analysis of the enrolment, appearance and success of students in the Class X examination for 2018-19 to 2022-23 (excluding 2020-21⁵²) revealed that out of 23.61 lakh students enrolled in Class X, 2.74 lakh students (12 per cent) did not appear in the examinations. The proportion of non-appearance of students was highest during 2019-20 (1.06 lakh). Further, out of the 20.87 lakh students, who appeared in the examination during 2018-23, 18.19 lakh students came out successful. The success rate of student was 98 per cent during 2021-22 and 2022-23.

Out of 18.19 lakh students who came out successful in the Class X examinations, 11.21 lakh students (62 per cent) secured bottom three grades (Grade C, D and E). The percentage of students who secured bottom three grades ranged between 37 per cent (2021-22) and 55 per cent (2022-23). In 2018-20 (pre-COVID), the proportion of students

⁵¹ A1 (>90 per cent), A2 (80-90 per cent), B1 (70-80 per cent), B2 (60-70 per cent), C (50-60 per cent), D (40-50 per cent), E (33-40 per cent) and F (<33 per cent)

⁵² During 2020-21, Class-X examination was not held due to COVID-19, but BSE published the results adopting alternative method of assessment.

who successfully passed the examination was 72 and 80 *per cent*, whereas in 2021-23 (post-COVID), the success proportion rose exponentially and reached 98 *per cent*.

- **Performance of Class XII students under CHSE:** Analysis of Class XII students who appeared in the XII examination revealed that, while 79 *per cent* students appeared in examination and passed successfully, one *per cent* (18595) of the enrolled students did not appear in the examination during 2018-23, The proportion of successful students was 68 and 69 *per cent* in 2018-19 and 2019-20, respectively, which increased to 81 and 93 *per cent* in 2022-23 and 2020-21, respectively. The success rate among the students belonging to SC and ST categories was below the success rate of students of other categories, during 2018-23. While the success rate of students in other categories was 73 to 95 *per cent*, it was 59 to 90 *per cent* among the students of SC and ST categories. Further, out of the 13.41 lakh successful students, 6.45 lakh (48 *per cent*) students secured the bottom (3rd) grade.

Thus, 62 and 48 *per cent* students secured bottom grade / division in Class X and Class XII examinations, which indicated that a large number of students were deprived of quality education which affected their performance.

The Department had not analysed the reasons for such poor performance. However, lack of required academic facilities including infrastructure and adverse pupil to teachers' ratio could be some of the contributing factors as discussed in **Chapters 5** and **6** of this Report, leading to poor performance of students.

The Department replied (October 2024) that in case of performance of Class X students, steps were being taken for improvement of scoring of marks by the students. No reply was furnished in case of performance of students of Class XII.

7.2.2 Assessment of learning levels of students

PRATHAM, a Non-Government Organization conducts surveys of students, studying at Elementary level in the country. The survey of students is conducted to assess the performance of students against different parameters like capabilities in basic maths (subtraction and division), ability to read text as well as sentences written in English. It has been publishing 'Annual Status of Educational Report (ASER)' since 2005. As per ASER 2022, the learning level of students of Classes V and VIII of Government run schools in the State *vis-à-vis* All-India level, is shown in **Table 7.2**.

Table 7.2: Learning level of students of Classes V and VIII

(Figures denote percentage)

Particulars	Class V		Class VIII	
	India	State	India	State
Can do Subtraction	24.3	22.4	23.1	23.6
Can do Division	25.6	28.2	44.6	43.0
Can read Class II level text	38.5	50.4	66.2	73.2
Can read English sentences	17.5	22.9	40.7	46.9

(Source: Annual Status of Education Report)

As may be seen from the above, the performance of students of Class V and Class VIII of the State Government schools was comparatively poorer as compared to the all India average in some aspects, namely subtraction and division, respectively.

In order to assess the learning level of students, Audit conducted a learning outcome test of students of sampled schools in the presence of teachers of the school, on a pattern similar to that adopted by PRATHAM. As part of the exercise, four students each from the Classes V, VIII and X were asked to answer a set of questions in Odia, English and Mathematics subjects. The tests were designed to understand the quality of reading, writing and fundamental arithmetic levels of students, which are required in everyday life.

The test result showed that 389 (61 *per cent*) and 152 (24 *per cent*) students of Classes V, VIII and X of sampled Government schools failed to secure 30 *per cent* marks in English and Mathematics, respectively. In case of private schools, only two (5 *per cent*) and three (15 *per cent*) students of the above classes secured less than 30 *per cent* marks in English. The test results indicated that the performance of Government schools was poorer than that of private schools, and that learning levels of students of all classes were poorer in English compared to Odia and Mathematics.

Further, learning outcome, being the sole indicator of outcome of education, was not encouraging, which is suggestive of inadequate/ ineffective and poor quality of education.

The Department replied (October 2024) that the learning level of the students of the State was above the National average as per National Achievement survey. However, the fact remained that most of the students did not have minimum knowledge required for day to day activities.

7.3. Introduction of Vocational Education

Paragraph 16.5 of NEP 2020 stipulates that by 2025, at least 50 *per cent* of learners through the school and higher education system shall have exposure to Vocational Education, for which a clear action plan with targets and timelines will be developed. As per Paragraph 11.3 of SSIF, the main objectives of Vocational Education are enhancing the employability and entrepreneurial abilities of the students, by providing them exposure to the work environment, generating awareness about various career options, so that they can make a choice as per their aptitude, competence and aspirations. As per Paragraph 11.4 of the SSIF, the Vocational Education component shall provide for the introduction of vocational courses along with other subjects from Classes IX to XII. The vocational subjects are to be introduced as an additional or compulsory subject at the Secondary level and as a compulsory (elective) one at the Higher Secondary level. Exposure to Vocational Education would also be provided in Classes VI to VIII to provide opportunities for the students to equip themselves with skills required for various occupations and to enable them to make informed choices while selecting their subjects in higher classes.

7.3.1 Vocational Education introduced in a limited manner

As of March 2018, Vocational Education was introduced in 314 Secondary schools in the State. In the Annual Work plan and Budget (AWP&B) (2018-23), the State had decided to introduce Vocational Education in 877 Secondary

(793) and Higher Secondary (84) schools. However, Vocational Education was introduced in 646 schools⁵³ only, as of March 2023.

Apart from the above, there were 231 Government Vocational Higher Secondary Schools (GVHSS) functioning in different Higher Secondary Government /non-Government aided college premises, up to the end of 2018-19. Due to non-admission of any students in 13 GVHSSs for three consecutive years, new admissions were restricted and the number of GVHSSs were reduced to 218, in July 2019. While the Government had targeted expansion of Vocational Education, the reduction of GVHSSs was contrary to these objectives. Audit observed that there were deficiencies in introduction of Vocational Education due to inadequate laboratory facilities, inadequacy of resource persons for imparting vocational education, non-establishment of linkage between secondary schools & ITIs / Polytechnics, as discussed below:

7.3.1.1 Inadequate laboratory facilities for vocational education

There were 960 Secondary and Higher Secondary schools (excluding 218 GVHSSs) in the State which were running Vocational Education, As of March 2023. Of these, 113 schools (12 *per cent*) did not have functional laboratory facilities (with tools and equipment) for the Vocational courses, as noticed by Audit.

Similarly, dedicated laboratory facilities were not established in any of the 218 functional GVHSSs to make learning more practical-based despite specialised trades *i.e.* horticulture, dairy, repair and maintenance of power-driven farm machinery, Medical Laboratory Technician (MLT) *etc.*, being taught to students.

In the sampled districts, Audit noticed inadequate laboratory facilities, the details of which are given in **Table 7.3**.

Table 7.3: Deficiencies in laboratory facilities in Vocational schools of sampled districts

District	Schools with Classes IX to XII	No. of schools in which VE introduced	No. of school without Vocational lab facilities	Percentage
Bhadrak	354	24	0	0
Koraput	302	44	15	34
Nabarangpur	250	37	37	100
Nuapada	166	33	5	15
Sambalpur	306	85	64	75
Sonepur	136	20	12	60

(Source: Information collected from the sampled districts, for 2022-23)

It may be seen that in Nabarangpur district no laboratory facility was available in any of the Higher Secondary schools which imparted Vocational education.

During test-check of records in 22 schools imparting vocational education in the sampled districts, Audit noticed that:

- 17 schools lacked Vocational laboratory rooms (**Appendix 7.1**).

⁵³ Secondary schools: 591, Higher Secondary schools: 55

- In one⁵⁴ school, the Vocational tools, equipment, and furniture purchased were kept in office rooms, store rooms *etc.* and were thus not being used.
- In three⁵⁵ schools, despite introduction of Vocational courses, Vocational tools and equipment were not available for hands-on training to students.

7.3.1.2 Inadequate resource persons for imparting vocational education

As per the modalities (17th July 2004) of the Higher Education Department⁵⁶, either a Full Time Resource Person (FTRP) or one Part-Time Resource Person (PTRP) per trade, should be engaged to teach first and second year classes including practical classes. Audit noticed that against the requirement of 436 to 462 resource persons for the GVHSSs, the GVHSSs were running with 193 to 201 resource persons only during 2018-23, resulting in vacancies of 56 *per cent*, which adversely affected the teaching being imparted to students.

In the sampled districts, Audit noticed deficiencies in teachers' positions in the vocational schools, the details of which are given in **Table 7.4**.

Table 7.4: Deficiencies in the introduction of Vocational Education in sampled districts

District	Schools with Classes IX to XII	No. of schools in which VE introduced	No. of Vocational teachers
Sonepur	136	20 ⁵⁷	40
Sambalpur	306	85	40
Bhadrak	354	24	48
Nuapada	166	33	66
Nabarangpur	250	37	74
Koraput	302	44	88

(Source: Information collected from the DEOs of sampled districts)

Across the sampled districts, the status of Vocational teachers in position was not uniform. While two Vocational teachers were in position (in each school) in five sampled districts, in case of Sambalpur district, the teachers' position was not adequate as only 40 teachers were in position in 85 schools. Thus, there was irrational distribution of teachers across districts.

On scrutiny of records of 22 schools which imparted Vocational Education in the sampled districts, Audit noticed the following:

- The Vocational Higher Secondary School, Sunabeda was running Vocational courses in two trades (Catering and Restaurant Management and Computer Technology). The total seat strength in the trades was 48 each for Classes XI and XII in two trades. In the absence of a permanent faculty for the vocational courses, the course was being managed by part-time faculty. During 2018-23, against the combined

⁵⁴ SSD Higher Secondary School Sunabeda

⁵⁵ GVHSS Bant. GVHSS Naami, GVHSS Birmaharajpur

⁵⁶ Up to 2015-16, the affairs of Higher Secondary Schools/ +2 Colleges were being managed by the Higher Education Department. Thereafter, the responsibility was assigned to SME Department

⁵⁷ It includes only secondary schools where Vocational education has been introduced. Information about Higher secondary schools in which Vocational Education has been introduced, was not available at district level, hence not included.

seats of 480 for two trades, 169 seats (35 *per cent*) remained vacant for both these trades, the highest being in the Computer Technology (CT) trade *i.e.* 64 *per cent* during these years. The school attributed the low admission in the CT course to disinterest of students in Science-related courses.

- Dr. Jhasiketan Sahoo (JSS) College of Maneswar Block in Sambalpur District was running Vocational courses on Dairying and Farm Mechanism (FM) since 2007-08. The total seat strength was 48 each for Classes XI and XII for each trade. The college did not have Vocational lab facilities and faculties for FM since 2018-19 and for Dairying in 2022-23. Further, the Principal had requested (March and April 2018) the Director/ Dy Director, Vocational Education to shift the vocational stream to another college, due to insufficient infrastructure facility to accommodate Vocational students in the college and non-availability of teaching faculties. The request of the Principal had not been accepted by the Department, as of March 2023.
- In Government Higher Secondary School, Biramaharajpur of Sonepur district, 111 students were enrolled in Horticulture and Textile Designing during 2018-23. However, no vocational teachers were appointed for both the trades.
- In Government Higher Secondary School Nami of Bhadrak district, although 54 students were enrolled during 2018-23 in the Horticulture trade, there were no teachers for the trade during the period 2018-23.

Thus, the State had not fulfilled teaching and other supportive infrastructure requirements necessary for promotion of Vocational Education and development of vocational sensitivities among the students.

7.3.1.3 Non-establishment of linkage of Secondary schools with ITIs and Polytechnics

As per Paragraph 11.7.2 of SSIF, a strong linkage between Secondary schools and Industrial Training Institutes (ITIs) and polytechnics needs to be developed. Such linkages are also necessary for allowing horizontal mobility of students between various vocational training institutions and to mutually benefit from the infrastructure, curriculum and pedagogy as well as for improving the employability and mobility of students in employment.

OSEPA informed that 1.41 lakh (49 *per cent*) out of 2.86 lakh students of Secondary and Higher Secondary classes successfully completed the vocational courses during 2020-23 and 14 students (less than one *per cent*) out of the passed students got employment/ self-employment. The poor employment of passed students was indicative of the fact that the employability of the students had not improved by establishing required linkages between schools offering vocational education and ITIs and Polytechnics.

Thus, the State failed to address various aspects of vocational educational needs of the students, which could have enhanced the employability and entrepreneurial abilities of students.

Recommendation 7.2

Vocational education in the State may be revamped by providing adequate resources, in terms of instructors, tools and equipment in the laboratories as well as introducing new subjects and establishing linkages to enhance student employability.

Chapter 8

Student's Entitlements

Chapter 8

Student's Entitlements

With the objective of registering growth in enrolment and retaining the enrolled students in the public schooling system, Samagra Shiksha Implementation Framework as well as Right to Education Rules, provide for distributing incentives like free uniforms, textbooks, bicycles and school bags. This Chapter discusses the timeliness and adequacy of supply of these items to the students. The highlights of the audit findings are as follows:

- The State supplied free uniform to 214.98 lakh (98 per cent) students out of 218.49 lakh eligible students, during 2018-23. The remaining 3.51 lakh students were deprived of the benefit, due to non-release of grant by the State.
- In 71 out of 77 of test-checked schools, uniforms were distributed with delays ranging from one to 520 days from the stipulated dates.
- Free textbooks were to be supplied by the second week of March of each year, so that books would be available to the students at the start of the academic session. However, there was delay in distribution of free textbooks by 90 to 198 days, during 2018-23.
- Due to the lapses of the school authorities of six sampled districts in ensuring valid bank accounts of eligible students, financial incentive of ₹1.59 crore towards purchase of bicycles could not be transferred to 6,132 eligible students.

The Right of Children to Free and Compulsory Education (RTE) Act, 2009 was enacted by the Parliament and made effective from 2010. Under Section 38 of the RTE Act, the Government of Odisha (GoO) issued (September 2010) Orissa Right of Children to Free and Compulsory Education Rules, 2010. Rule 4 of the Odisha RTE Rules, stipulates that the School Management Committee shall prepare a School Development Plan (SDP) comprising three annual sub plans containing the estimates of class-wise enrolment for each year; requirement of teachers for Classes I to VIII and additional infrastructure with reference to the norms and standards. Besides, financial requirement for meeting the entitlements of children such as free text books and any other additional financial requirement for fulfilling the responsibilities of the school under the RTE Act. The rights and entitlements of children stipulated under the RTE Act 2009, RTE Rules 2010 of GoO and under the schemes / guidelines / circulars of GoI and GoO for promotion of school education are detailed in **Table 8.1**.

Table 8.1: Statement showing entitlements of children

Entitlements	Provision	Children's entitlements
Free supply of Uniform	Paragraph 6.8.1.1. of Samagra Shiksha Framework/ Guidelines of OSEPA (September 2018)	(i) Two sets of uniforms for all girls and all children belonging to SC/ST/BPL families (ii) One pair of shoes and two pairs of socks to all children of Government schools.
	GoO SME Department's circular (22 December 2017)	Two sets of uniforms to all boys belonging to APL families reading in Government schools and all children of Government aided schools
Free Textbooks	Rule 4 (2) (d) of RTE Rules, 2010	Textbooks to all children of Classes I to VIII
	GoO, ST & SC Development Department circular (9 December 2015)	Free textbooks to ST/SC students of Classes IX and X of Government and Government aided schools
Bicycle incentive	Chief Minister's Free Bicycle Distribution Scheme, 2011	Incentive of ₹2,600 to students of Class IX for purchase of bicycle
School bag incentive	GoO, SME Department's circular (29 December 2017 and 1 October 2021)	Children of Classes I and II studying in Government and Government aided schools
Free and compulsory education	Section 12 (1) of the RTE Act, 2009	Free and compulsory education to at least twenty-five <i>per cent</i> children, belonging to the Weaker Sections and Disadvantaged Group (WS&DG)

8.1 Supply of Uniform

Under the modalities of distribution of uniforms, State Project Director, Odisha School Education Programme Authority (SPD, OSEPA) allocates grants for school uniform to the District Project Co-ordinators (DPCs), who in turn credit the same into the account of the School Management Committee (SMC), as per the number of students' enrolment in the respective schools. The SMC is responsible for the procurement of uniforms, shoes, socks and distributing the same amongst students by a specified date. The entire process is to be done under the supervision of DEO and DPC at district level. At the block level, supervision is done by BEO and by Cluster Resource Centre Co-ordinator (CRCC) at cluster level, so as to ensure that no child is deprived of his/her entitlement.

Audit noticed that the State supplied free uniform to 214.98 lakh (98 *per cent*) students out of 218.49 lakh students, eligible during 2018-23. However, 3.51 lakh students (including highest number of 1.18 lakh students of Sundargarh district) were deprived of the benefit due to non-release of grant by the State during 2018-19.

In case of the four sampled districts, 10,574 (three *per cent*) out of 3,89,708 eligible students of the six sampled blocks were deprived of the benefit, during 2018-23 (**Appendix 8.1**). Audit noticed that neither the Head Master (HM) of the sampled schools brought this issue to the notice of the DPC-cum-DEO/BEO for providing additional grant nor did the DEO/BEO ensure supply of free

uniforms to all eligible students, due to which eligible students were deprived of their free entitlements.

While noting the audit observation for future reference, the Department stated (October 2024) that number of students eligible for uniform was based on the data available in the UDISE+, whereas the students to whom uniforms had been distributed was based on the actual number of students, who received the uniforms from the schools.

8.1.1 Delayed distribution of uniforms

The guidelines issued by OSEPA stipulate that uniforms should be distributed amongst students by a specified date of the respective year.

Audit noticed that in 71 out of 77 of sampled schools of 12 blocks, uniforms were distributed to eligible students by the schools with delays ranging between one to 520 days from the stipulated dates, during 2018-23. The schools stated late receipt of grant from DPCs as the reasons for delayed distribution of uniforms. The sampled school-wise details of delayed distribution of uniforms is detailed in *Appendix 8.2*.

The Department assured (October 2024) that steps would be taken for distribution of uniform, without any delay at any level.

8.2 Supply of Textbooks

Rule 4 (2) (d) of Odisha RTE Rules, 2010 stipulates supply of free textbooks to all students of Classes I to VIII. Further, the Scheduled Tribe & Scheduled Caste Development (SSD) Department, GoO had decided (December 2015) to provide free textbooks to all ST/SC students of Classes IX and X of Government and Government aided schools from the academic year 2016-17. In this connection, Audit observed the following:

8.2.1 Delayed supply of free textbooks for elementary students

The Director, Textbook Publication and Marketing (TBP&M), Odisha is responsible for printing and supply of Nationalised Text (NT) books for Classes I to VIII based upon the requirements placed by OSEPA. The TBP&M was required to supply the books at Block/ NAC points by the 2nd week of March of a particular year, so that books would be available to the students at the start of the academic session (1st/2nd April of academic year). The Additional Block Education Officer-cum-Block Resource Cluster Co-ordinator /Block Education Officer (ABEO-cum-BRCC/BEO) were responsible for receipt of books from the TBP&M and distribution of books to the schools in time. The Headmasters of the schools were responsible for distribution of books to the students within 24 hours of receipt of books from the ABEO-cum-BRCC/BEO.

Audit noticed that the TBP&M supplied the books at Block points with delays ranging between 90 and 198 days, during 2018-23, from the stipulated dates of supply. Due to this, the distribution of books to students at various schools got further delayed. Audit observed that while placing the order with TBP&M for printing and supply of books, OSEPA had not incorporated any penalty clauses to ensure timely supply of books, thereby allowing TBP&M to supply books at its convenience. The year-wise delay in supply of books at Block points during 2018-23, is indicated in *Table 8.2*.

Table 8.2: Delayed supply of free textbooks at Block points by TBP&M for elementary students, during 2018-23

Year	Due date of supply of books by TBP&M at block point	Last date of supply of books by TBP&M at Block point	Delay in supply of books by TBP&M at Block point (in days)
2018-19	15.3.2018	13.6.2018	90
2019-20	15.3.2019	23.7.2019	130
2020-21	15.3.2020	22.9.2020	191
2021-22	15.3.2021	29.9.2021	198
2022-23	15.3.2022	26.9.2022	195

(Source: Records of OSEPA)

Audit noticed that out of 77 sampled schools in 12 blocks of six districts, imparting elementary education (Classes I to V), 23 to 37 schools distributed books to students with delays ranging between four and 417 days, after the start of the respective academic years, during 2018-23, as detailed in **Appendix 8.3**.

Thus, due to delayed availability of NT books, the access to timely educational needs of the students was compromised.

8.2.2 Short supply/ partial receipt of textbooks for elementary students

Audit noticed that OSEPA placed indent with TBP&M for printing and supply of 1,318 lakh books at Block/NAC points, during 2018-23.

However, TBP&M printed 1,228.26 lakh books and supplied 1,223.54 lakh books with a shortfall of 94.46 lakh (seven *per cent*) against the total requirement, as shown in **Table 8.3**.

Table 8.3: Non-supply of Text Books by TBP&M for elementary students during 2018-23

(Figures in lakh)

Year	Books required for printing & supply	Books printed	Books supplied by TBP&M	Books not supplied by TBP&M
2018-19	272.20	260.09	258.56	13.64
2019-20	261.25	253.66	252.05	9.20
2020-21	296.72	253.89	253.89	42.83
2021-22	242.32	222.10	221.34	20.98
2022-23	245.51	238.52	237.70	7.81
Total	1,318.00	1,228.26	1,223.54	94.46

(Source: Information provided by TBP&M)

Audit further noticed that, during 2018-23, in nine out of 12 sampled blocks, against the requirement of 40.16 lakh books for all the schools, 39.90 lakh books were available with blocks for distribution to the schools. However, some subject specific books were supplied less than the requirement, while some other books were supplied more than the requirement. Therefore, the blocks distributed 39.22 lakh books to the schools, keeping the 0.68 lakh books in stock which were supplied more than the requirement as detailed in **Appendix 8.4**. This resulted in partial distribution of books to students and overstocking of books received excess. Even in one sampled block (Semiliguda) despite requests (May 2018 to June 2021) of the BEO for requirement of 32,827 textbooks during academic sessions 2018-22, the DPC, Koraput had not made any efforts to supply the books.

Out of 77 sampled schools in 12 blocks, Audit observed that, in 46 schools of 10 blocks, 31,356 out of 36,565 eligible students were distributed full sets of

books, 960 were distributed partial sets of books, whereas 4,249 had not been distributed any books during 2018-23, due to non/ less receipt of full sets of books from 12 blocks against the requirement, as detailed in **Appendix 8.5**.

Case study

During JPI (August 2023) of Government Upper Primary School (GUPS), Patuli under Bhandaripokhari block of Bhadrak district, Audit noticed that 550 NT books received by the school for distribution to 110 students, during the academic session 2020-21, were lying with the school without distribution. The school authorities did not give any convincing reply for non-distribution of these books.



Picture 8.1; dated: 28.08.2023
NT Books received for 110 students (2020-21) kept in School almirah without distribution to students at GUPS, Patuli under BEO, Bhandaripokhari

The Department did not offer any specific views with regard to delayed and short supply of text books.

8.2.3 Delayed supply of free textbooks to ST/SC secondary students

Paragraph 6.8.1.2 of SSIF prescribes that the State should ensure supply of required textbooks before the start of the academic session.

The SSD department shall place indent for supply of textbooks to the Board of Secondary Education (BSE), Cuttack. BSE, in turn, is required to supply the textbooks at the district points. The DEOs, the District Welfare Officers (DWOs) being the district level authorities of the schools under the SME Department and SSD Department, through the HMs are responsible for distribution of text books to the students of their respective schools.

Audit noticed that the SSD Department and Director of Secondary Education (DSE), SME Department placed the indent with the BSE with delays ranging from 31 to 268 days after the start of the respective academic sessions, during 2018-23. Due to delayed placement of indents (for Text Books for Secondary classes – IX and X), BSE supplied textbooks to the district points with delays ranging between 56 and 312 days, after the start of the academic session. Audit also noticed the following:

- **Distribution of books to schools:** In five out of six sampled districts, due to delayed receipt of books at the district points, the books were supplied to SC/ST students of schools after delays ranging between 84 and 322 days (2018-23). The sampled district-wise delayed supply of books and distribution of books are given in **Table 8.4**.

Table 8.4: Delayed supply of textbooks to ST/SC secondary students in sampled districts

District	Delay in supply of books by BSE to DEO and DWO (in days)	Delay in distribution to schools including delay by DEO and DWO (in days)
DEO,Bhadrak	93-292	119-304
DEO,Koraput	92-239	107-247
DWO,Koraput	0-65	84-253
DEO,Nabarangpur	134-296	142-300
DWO,Nabarangpur	0-272	Not available
DEO,Sambalpur	93-153	139-158
DEO,Sonepur	105-322	130-322

(Source: Records of DEO and DWO)

- **Distribution of books to students in sampled schools:** In 12 out of 46 sampled Secondary schools, the books were distributed to the SC/ST students of Secondary classes with a delay ranging from 21 to 333 days due to late receipt of books after the academic session.

Though timely supply of the textbooks to the students was required to be ensured at all levels, specific timeline had not been set for placement of indents by the SSD and SME Departments and delivery of textbooks by the BSE, keeping in view the commencement of academic sessions. As a result, students were deprived of getting the books at the beginning of the academic session.

The Department stated (October 2024) that advance indent is placed with BSE for supply of books, keeping in mind tentative figures of students for supply of books, in order to avoid delays. The reply is not acceptable as Audit had noticed delays ranging from of 31 to 268 days in placing indent by the Department with the BSE, during 2018-23.

8.2.4 Short supply of free textbooks to ST/SC Secondary students

The SSD department shall place indent for supply of textbooks to the Board of Secondary Education (BSE), Cuttack. BSE, in turn, is required to supply the textbooks at the district points.

Audit noticed that as per the indent placed by the SME and SSD Departments, BSE supplied 303.58 lakh books at the districts points for 25.42 lakh ST/SC students of Classes IX and X, during 2018-23. Despite supply of indented books by the BSE, in 20 out of 46 sampled Secondary schools, of 10,493 eligible students, 8,576 students were distributed full sets of books, while 469 students were distributed partial sets of books. Further, 1,448 SC/ST students were not distributed any books during 2018-23, due to non/ less receipt of full sets of books by the schools against the requirement, as detailed in **Appendix 8.6**.

Audit further noticed that in order to supply books to 435 ST/SC students reading in six schools of the Koraput district, the DWO sought (March 2019) permission of the Department for utilization of the available interest money/contingency money with the Integrated Tribal Development Agency, Koraput towards supply of the books. However, in the absence of any response of the Department, the DWO failed to supply the requisite books, resulting in deprivation of educational support to the students.

Audit observed that the State, district, block as well as school authorities failed to ensure timely supply and distribution of requisite books, due to which the eligible students were deprived of their educational entitlements.

The Department stated (October 2024) that steps were being taken for timely supply of books to the students.

Recommendation 8.1

Specific timelines should be set for placement of indents by the Department as well as for supply of books by the supplying agencies, and penalty should be levied in case of non-adherence.

8.3 Students deprived of bicycle incentives

With a view to check dropout rates at Secondary stage and increase the transition rate from Secondary to Higher Secondary stage, the GoO introduced (2011) the Chief Minister's Free Bicycle Distribution scheme for Class X students of Government and Government aided schools. From 2016-17, the scheme was implemented for Class IX students, instead of Class X. Under the scheme, one-time incentive of ₹2,600 was given to each student for purchasing bicycle.

As per the modalities, based upon the student's enrolment, the DEO placed requirement of funds with the DSE, Odisha. Accordingly, DSE allotted funds to the DEO for disbursement of the amount to the bank accounts of the eligible beneficiaries electronically, as recommended by the school. The students were required to purchase the bicycle and DEOs were required to submit UC to DSE. The monitoring of the supply of free bicycles to the students was to be done by DEO/BEO.

8.3.1 Eligible students deprived of incentives due to incorrect bank accounts

Audit noticed that 28.95 lakh students were eligible for bicycle incentives in the State, during 2018-23. While, 27.22 lakh students were provided with incentives, the remaining 1.73 lakh (*six per cent*) were deprived of the same, due to invalid / dormant bank accounts or no bank accounts. Audit observed that it was the responsibility of the Head Master (HM) to take steps for opening bank accounts of student beneficiaries for transfer of bicycle incentives electronically. Due to failure of the HMs in opening or validating bank accounts, the eligible students were denied these incentives during the years.

In six sampled districts, due to the lapses by the school authorities in ensuring valid bank accounts of eligible students, incentive amount of ₹1.59 crore had not been transferred to 6,132⁵⁸ eligible students (*one per cent*) on account of failed transactions during 2018-23 (**Appendix 8.7**). The DEOs did not maintain any records of failed transaction cases and their subsequent follow-up to ensure successful re-transfer of the amount to the intended beneficiaries.

The Department stated (October 2024) that due to invalid bank accounts, funds could not be transferred towards bicycle incentives, but after correction of bank

⁵⁸ Out of the total bicycle incentive of ₹109.78 crore, involving 4,22,223 eligible students, ₹ 1.59 crore had not been transferred to the bank account of 6,132 students

accounts, funds had been credited to 5,41,779 students during 2022-23. However, the remedial measures taken by the Department by correcting bank account numbers were not sufficient as 1.73 lakh students who were deprived of bicycle incentive during 2018-23, as pointed out by Audit, were yet to receive the incentive.

8.3.2 Eligible students deprived of the incentives due to non-submission of student particulars

Audit noticed that in the six sampled districts, 4.41 lakh students were eligible to get the bicycle incentive during 2018-23. However, DEO provided the incentives to 4.22 lakh students, due to which 0.19 lakh (four *per cent*) eligible students were deprived of the incentives.

Similarly, in 42 out of 46 sampled schools imparting Secondary education, 15,640 students were eligible to get bicycle incentives during 2018-23. However, 13,969 students were provided the benefit whereas 1,671 (11 *per cent*) were deprived of the benefit. Audit found that the HMs of the schools had recommended less number of students compared to the students eligible for the incentives, citing reasons of non-submission of detailed bank particulars by the students, late admission of students, *etc.*

The HM is required to check the bank accounts of the beneficiaries so as to ensure the receipt of incentives and purchase of bicycles by the students through collection of purchase bills.

Besides, the HM of none of the sampled schools had ensured actual receipt of the bicycle incentive by the students and purchase of bicycles by them through collection of purchase vouchers.

To ascertain the actual utilisation of incentive amount by the students, Audit collected feedback from 1,413 students of 34 sampled schools, who were in Class IX during the academic session 2022-23 and observed that out of 1,247 students, who were provided with the financial assistance, 778 beneficiaries had not purchased bicycles. Similarly, 413 beneficiaries mentioned insufficient incentive amount for purchasing the bicycle, 111 denied getting the assistance and 55 remained unaware of the scheme benefit, as indicated in **Table 8.5**.

Table 8.5: Feedback of students of Class IX students of sampled schools on purchase of bicycle

District	Feedback collected from sampled schools	No. of students from whom feedback collected	No. of students who got assistance	No. of students who did not purchase bicycle	No. of students who stated insufficient fund	No. of students who denied getting assistance	No. of students unaware of the scheme
Bhadrak	4	34	34	13	13	0	0
Koraput	7	448	343	104	81	52	53
Nabarangpur	8	542	496	348	291	46	0
Nuapada	7	301	298	284	12	3	0
Sambalpur	4	25	22	7	7	1	2
Sonepur	4	63	54	22	9	9	0
Total	34	1,413	1,247	778	413	111	55

(Source: Feedback from students of sampled schools)

Thus, due to ineffective implementation of the scheme by the State, districts and schools, the basic purpose of the scheme to reduce dropout rate and encourage students to complete Secondary education was not ensured.

8.4 Students deprived of incentives for school bags

In order to supply school bags to the students of Classes I and II reading in Government and Government aided Primary schools, during 2018-19, the SME Department, GoO sanctioned (December 2017) ₹17 crore under Gangadhar Meher Shikshya Manakbrudhi Yojana. The Director, Directorate of Elementary Education (DEE) was to draw and disburse (January 2018) the amount to the SPD, OSEPA to implement the scheme.

The SME Department approved (September 2018) the tender document for floating of e-tender. Accordingly, OSEPA floated (September 2018) e-tender and the Technical Committee recommended (5th January 2019) the single qualified bidder (M/s Om Shanti Traders, Nabarangpur) with its quoted price of ₹ 129.60 per bag. Meanwhile, the Department decided to make the procurement in a decentralised manner, giving priority to women Self Help Groups (SHGs) under Mission Shakti.

However, the department did not implement its decision and two years later decided (October 2021) to transfer the cost of school bags at the rate of ₹129.60 per bag, to the bank account of the student or parent/guardian of the student under the supervision of the DPC, Block Resource Centre Co-ordinator and Cluster Resource Centre Co-ordinator.

Meanwhile, OSEPA refunded (December 2021) the unutilised grant of ₹17 crore to the DEE. The DEE, based on the beneficiary list provided by the DPCs (2021-22), transferred ₹13.39 crore for 10.34 lakh eligible beneficiaries (between June to August 2022) to 30 DPCs, for transferring the amount to the bank accounts of the beneficiaries.

Audit noticed that in six sampled districts, against the target of 1.83 lakh students, 1.20 lakh (66 *per cent*) were provided with assistance of ₹155.77 lakh. However, 0.63 lakh students were deprived of getting this benefit, due to wrong/dormant bank account details furnished by the schools and non-existence of bank accounts of the student/parent. It was noted that DPC (Nabarangpur district) had not transferred the school bag incentive to any of the 0.44 lakh eligible students, despite receipt of ₹56.86 lakh, without assigning any reason.

Thus, due to failure of the State in taking timely action, the benefit of the scheme had not reached the intended beneficiaries on time. This apart, inadequate supervision by the District and block level authorities, had resulted in deprivation of the benefit to eligible students.

8.5 Free and compulsory education to children belonging to Weaker Sections and Disadvantaged Groups (WS&DG)

As per Section 12 (1) (c) of the RTE Act, a private un-aided recognised school shall reserve at least twenty-five *per cent* of the seats in Class I for children belonging to the WS&DG in the neighbourhood and ensure free and compulsory elementary education. The DEOs/BEOs are required to spread awareness about the provision of the Act among school heads, parents, community *etc.*, through mobilisation and media activity for successful implementation of the scheme.

8.5.1 Shortfall in admissions of children belonging to WS&DG

Audit noticed that 4,265 to 4,344 private unaided recognised schools were running in the State during 2021-23 (the State did not maintain record for the year 2018-21). The total intake capacity of all those schools in Class I was 78,060 children. As per the norm, 19,515 (25 per cent of 78,060) children belonging to WS&DG were to be admitted in Class I. However, the schools had admitted 13,112 children, leading to a shortfall of 6,403 (33 per cent).

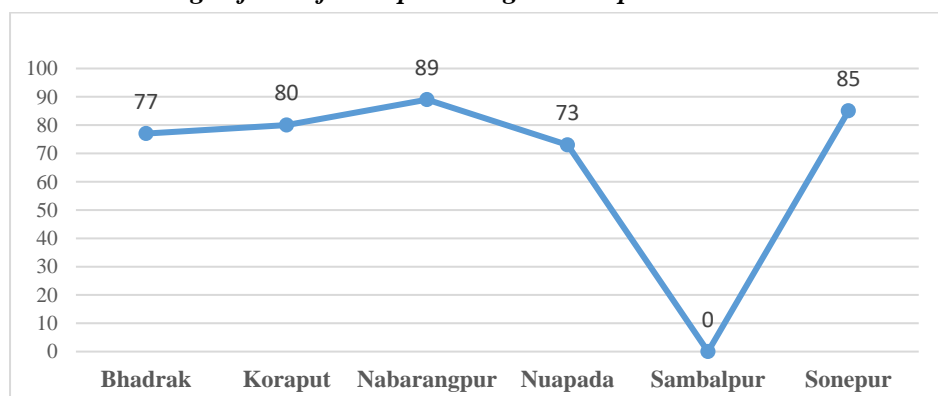
In the six sampled districts, 41 to 230 private unaided recognised schools were running during 2018-23. The intake capacity in these schools for Class I was 82,627 but, the schools had admitted only 7,797 students against the norm of 20,657 (25 per cent of 82,627) children, belonging to WS&DG. This resulted in a shortfall of 12,860 (62 per cent) during 2018-23. The shortfalls in the sampled districts ranged between 73 to 89 per cent during 2018-19 to 2022-23, as indicated in *Table 8.6*.

Table 8.6: Shortfall in admission of children belonging to WS&DG in un-aided recognised schools of sampled districts, during 2018-23

Sampled district	Number of unaided recognised schools (2018-23)	Total intake capacity in Class-I	Number of WS&DG children required to be admitted in Class I	Number of WS&DG children admitted in Class I	Shortfall (per cent)
Bhadrak	162-230	22,207	5,552	1,274	4,278 (77)
Koraput	84-85	14,956	3,739	738	3,001 (80)
Nabarangpur	69	9,154	2,289	251	2,038 (89)
Nuapada	41-48	7,905	1,976	523	1,453 (73)
Sambalpur	81-185	18,564	4,641	4,641	0
Sonepur	93-104	9,841	2,460	370	2,090 (85)
Total	41-230	82,627	20,657	7,797	12,860 (62)

(Source: Information provided by DEOs of sampled districts)

Chart 8.1: Range of shortfall in percentage in sampled districts



(Source: Information provided by DEOs of sampled districts)

Similarly, the intake capacity of the 12 sampled unaided recognised schools in Class I was 2,180 students. The schools had admitted 247 children belonging to WS&DG instead of 545 (25 per cent of 2,180), leading to a shortfall of 298 (55 per cent) students. The percentage of shortfalls ranged between four to 98 per cent in sampled schools during 2018-23. Audit observed that due to non-creation of mass awareness among parents/communities of children belonging to WS&DG by the district, block and school authorities about the provision of

the Act, the schools had not received sufficient number of applications for admission from children of applicable categories. The feedback collected by Audit from 33 parents/ guardians revealed that 13 (39 per cent) parents/guardians were not aware of the provisions of the Act.

The Department did not offer any view with regard to shortfall in admissions of children belonging to WS&DG.

8.5.2 Collection of fees from children belonging to WS&DG

Audit noticed that in violation of the provisions of Section 12 (1) of the RTE Act, three un-aided schools collected admission/re-admission/tuition fees of ₹1.23 lakh from 30 WS&DG children in three sampled districts.

As such, due to collection of fees by the schools, the WS&DG children were deprived of their right to free education, compelling the parents to bear the entire liability of education of their children.

Thus, the implementation of the provision of the Act to provide free and compulsory elementary education to children belonging to the WS&DG was not done in true letter and spirit.

Recommendation 8.2

The communication and awareness measures should be carried out effectively to sensitise the Weaker Sections and Disadvantaged Groups about the provisions of the RTE Act to enable their children to avail the right to free education in the neighbourhood schools.

Chapter 9

Monitoring and Evaluation

Chapter 9

Monitoring and Evaluation

Both the RTE Act and Samagra Shiksha Implementation Framework envisaged creation of layers of monitoring and supervision mechanism to ensure that various provisions provided therein are implemented efficiently. Audit examined constitution of oversight mechanisms as well as their working and findings thereon are discussed in this Chapter. Gist of some of the important audit findings are as follows:

- The State Advisory Council (SAC), constituted in accordance with the provisions of the RTE Act to advise the State Government on effective implementation of provisions of the RTE Act, had met only once, against requirement of 20 meetings during 2018-23.
- The recommendations of the SAC for rationalising deployment of teachers in all Primary and Upper Primary schools to bring the PTR within the mandated norm, implementation of school safety measures, preparation of School Development Plans and admission of children belonging to Weaker Section and Disadvantaged Groups in private schools, had not been acted upon.
- The Executive Committee (EC), constituted as per SSIF which is headed by the Chief Secretary/ Commissioner/ Education Secretary of the State for facilitating decision-making process towards implementation of the Samagra Shiksha Scheme, had only met four times against the requirement of 20 meetings during 2018-23.
- Against a minimum of 120 schools required to be inspected annually by the District Education Officers (DEOs), the quantum of inspection by the DEOs of three sampled districts (Bhadrak, Koraput and Nuapada) was less than the norm.
- School Management Committees, responsible for preparation of School Development Plan, had not been constituted in seven out of the 85 sampled Government and Government aided schools during 2018-23.

9.1 State Advisory Council

Section 34 of the RTE Act provides that the State government shall constitute a State Advisory Council (SAC), consisting of not more than 15 members, who are to be appointed from amongst persons having knowledge and practical experience in the field of elementary education and child development. The Council shall advise the State government on effective implementation of provisions of the RTE Act. Rules 25 and 26 of Odisha RTE Rules, 2010 provide for the constitution of a Council consisting of a Chairperson and 14 members. The Council shall review compliance with various norms and standards specified in the RTE Act including teachers' qualification, training and

implementation of Section 29 of the RTE Act. The Guidelines⁵⁹ issued by the SME Department on functioning of the SAC stipulated that the council shall meet once in three months.

Audit noticed that the SAC was constituted (July 2014) under the Chairmanship of the Minister, SME Department and 14 other members. Audit reviewed the functioning of the SAC and noticed the following:

- **Shortfall in holding required number of meetings:** Against the requirement of 20 meetings during 2018-23, the SAC had met only once (February 2019) resulting in shortfall of 19 meetings. The deficiencies like delayed and short supply of free textbooks/uniforms to students, shortfall in admission of Weaker Section & Disadvantaged Group (WS&DG) children in private schools, adverse pupil to teacher ratio in schools *etc.*, pointed out in different chapters of this Report, indicated that the SAC had not ensured effective implementation of the provisions of the RTE Act in the State.
- **Inaction on the recommendations of SAC:** In the one meeting held during 2018-23, SAC had recommended rationalization of teachers in all primary and upper primary schools to bring the PTR within the mandated norm, as prescribed in the RTE Act 2009. Besides, SAC had recommended implementation of school safety measures in all schools, preparation of School Development Plan (SDP) by School Management Committees, admission of children belonging to WS&DG category in private schools under 25 *per cent* quota of the RTE Act, 2009. The SME Department, Government of Odisha including the Director, Elementary Education, OSEPA, were required to act on the recommendations of the SAC and submit an action taken report. However, the SAC did not meet further to review the action taken on its recommendations. Although OSEPA intimated Audit that action had been taken by issuing instructions, circulars and guidelines to the district authorities to carry out the SAC's recommendations, it was noticed that the issues still persisted in sampled schools. This indicates that the recommendations of the SAC were not taken on board by OSEPA for the betterment of school education.

The Department stated (October 2024) that SAC had convened meetings from time to time as per needs and identified gaps in terms of lack of infrastructure, PTR and school level planning *etc.* and had recommended action for bridging the gaps on priority basis. The reply is not acceptable as SAC had met only once during 2018-23 and had not reviewed the action taken report to ensure that its recommendations were carried out.

9.2 State Executive Committee

Paragraphs 14.2.6.2 and 14.23 of SSIF provide for the constitution of an Executive Committee (EC) at the State level, headed by the Chief Secretary/ Commissioner/ Education Secretary of the State for facilitating decision-making process towards implementation of the Samagra Shiksha Scheme. The EC, with full administrative powers to implement the programme, had to meet periodically to monitor the implementation of the Samagra Shiksha Scheme.

⁵⁹ No 16316/SME, dated 31.08.2017 of S&ME Department

Audit noticed that the EC had met only four times during 2018-23, against the requirement of 20 meetings (once in a quarter). Thus, the EC could not ensure effective review of the progress and performance of various aspects of scheme implementation, which resulted in non-compliance with norms and standards, envisaged under Samagra Shiksha, as discussed in previous Chapters of this report.

9.3 Non-constitution of District-Level Committee

Paragraph 5.5 of Manual on Financial Management and Procurement (FMP) of Samagra Shiksha Scheme and Paragraph 8.5.3 of SSIF stipulated constitution of a District Level Committee (DLC) comprising public representatives, District Collector and officials from Education, Health, Women and Child Development and Tribal Welfare Departments among others, to monitor the implementation of the Samagra Shiksha scheme. The senior-most Member of Parliament present in the meeting would chair the Committee. The District Education Officer would be the Member Secretary of the Committee. The Committee would meet once in a quarter and review the progress of the scheme implementation in the district.

Audit noticed that DLCs had not been constituted in any of the six sampled districts during 2018-23. In Koraput district, the RTE-SSA committee chaired by the District Collector met last in July 2017. This indicated lack of review on the part of the District Education Authority in the constitution of the Committee for monitoring of scheme implementation at the district level. Due to absence of monitoring by DLCs, deficiencies in infrastructure and other facilities in the sampled schools, timely completion of infrastructure work in the sampled districts (discussed in Chapter 5 of the Report) remained unaddressed.

The Department stated (October 2024) that there was no provision of constitution of DLC under Samagra Shiksha. The reply is not acceptable as Paragraph 5.5 of FMP and Paragraph 8.5.3 of SSIF stipulated constitution of a DLC to monitor the implementation of the Scheme in the districts.

9.4 Laying of Annual Report before the Legislature

Paragraphs 5.6.1 and 6.3.1 of FMP stipulated that the Annual Report of the working of the State Society and the work undertaken by it during the year shall be approved by the EC and furnished to GoI and the State Government. The State Government shall lay the Annual Report on the implementation of the scheme before the State Legislature. Audit noticed that in none of the years between 2018-19 and 2022-23, had the Annual Report been placed before the State Legislature for appraisal of implementation of the scheme in the State. Thus, the Legislature remained unaware of the progress of the implementation of the scheme.

The Department stated (October 2024) that the Annual Audit Reports indicating physical progress were submitted to MoE, GoI and the Annual Audit Report indicating financial progress was laid in the State Legislature. The reply is not acceptable as Paragraph 5.6.1 of FMP stipulated that the Annual Report on the implementation of the Scheme should be laid before the State legislature, but the same was not done.

Recommendation 9.1

The State and district level monitoring bodies should actively review the programme implementation and carry out corrective measures for improvement in school education.

9.5 Inspection by district and block authorities

9.5.1 Inspection by district authorities

As per the Job Chart of SME Department, the DEO shall be in-charge of the affairs of the districts relating to elementary, secondary and higher secondary education. The DEO shall inspect at least 10 schools, devoting a minimum of 10 days in a month for evaluating the functioning of schools.

Audit noticed that against a minimum of 120 schools required to be inspected annually by the DEO, the DEOs of three sampled district (Bhadrak, Koraput and Nuapada) had inspected less than the required number of schools, during 2018-22. The DEO, Bhadrak inspected 53 schools (2020-21), the DEO, Koraput inspected 40 to 92 schools during 2018-21 whereas the DEO, Nuapada inspected 12 and 67 schools during 2020-22. The DEO, Sonapur had not provided any inspection details of schools. Details are given in **Table 9.1**.

Table 9.1: Number of schools inspected by DEOs of the sampled districts

Sampled District	No. of school inspected by DEO				
	2018-19	2019-20	2020-21	2021-22	2022-23
Bhadrak	Information not provided	178	53	180	276
Koraput	92	62	40	127	338
Nabarangpur	132	129	161	122	133
Nuapada	160	124	12	67	145
Sambalpur	123	131	127	121	129

(Source: Information furnished by the DEOs of the sampled districts)

The DEOs of the sampled districts did not provide inspection reports, due to which Audit was unable to ascertain the follow-up action thereof.

The Department stated (October 2024) that all the DEOs, had been advised to conduct inspection as per the norms.

9.5.2 Inspection by Block authorities

As per the Job Chart of SME Department, the Block Education Officer (BEO) would inspect and supervise all high schools in the Block. To ensure quality education, the BEO would test the work of the teachers and see the pedagogical improvement in the schools. The BEO would visit the schools for a minimum of 12 days in a month beyond the routine visits to ensure implementation of pedagogical initiatives, inclusive education, regular curricular and co-curricular activities at the school level, implementation of Mid-Day-Meal programme, etc. The BEOs would be assisted by minimum of three Assistant Block Education Officers (ABEOs), who will supervise / inspect primary / upper primary schools and other schools as and when assigned by the DEO/BEO.

Considering that the BEOs would visit at least one school per day of the visit, the BEOs were required to inspect a total of 144 schools in a year (during 12 days of tour in a month). Audit, however, noticed that out of the 12 sampled

BEOs, six BEOs inspected schools ranging from 0 to 69 per year during 2018-23, whereas three other BEOs failed to inspect the minimum number of schools for one to three years, during 2018-23. The remaining three BEOs⁶⁰ did not provide inspection details and records of inspections made by them to Audit. Thus, there was a shortfall in conduct of inspections of schools by nine BEOs during 2018-23. Audit observed that against the sanctioned posts of 33 ABEO⁶¹ in the 11 sampled Blocks, nine posts of ABEO⁶² were vacant, affecting the inspection and monitoring of the implementation of schemes of school education.

The Department did not offer any views with respect to shortfall in inspections by the BEOs.

9.6 Functioning of School Management Committee (SMC)

Section 21 and 22 of the RTE Act, 2009 prescribed the constitution of a School Management Committee (SMC) in elementary schools for monitoring the working of the schools and preparation of School Development Plan for receiving grants from the Government / local authority. Paragraph 13.6, 13.8 and 13.9.2 of SSIF stipulated that every school should constitute a School Management Committee (SMC/SMDC) involving representatives of local authorities, academicians, women, parents, *etc.* The School Development Plans (SDP) would be developed with the involvement of the SMCs/SMDCs. The capacity of the SMC/SMDC was required to be built to give support in improved governance, monitoring, oversight and innovations. The Headmaster and the teachers of schools were to organize trainings for the SMC/SMDC members before the opening of the schools every year.

As per the guidelines (February 2018) of the SME Department, SMC comprising 19 members would be constituted in every government and government aided primary, upper primary as well as composite schools⁶³, and SMDC comprising 17 members, in every government and government aided high schools. Further, as per the guidelines (October 2022) of the Director of Higher Secondary Education, SME Department, SMDC comprising 18 members, would be constituted in all government higher secondary schools.

Audit noticed that:

- SMC/SMDC had not been constituted in seven out of the 85 sampled government and government aided schools⁶⁴ during 2018-23.
- In 14 out of the 77 sampled schools, where SMC/SMDC had been constituted, the SMCs were functioning with members ranging from 10

⁶⁰ Birmaharajpur, Maneswar, Ulunda

⁶¹ Three ABEOs in each of the 11 blocks of Bamra, Bhandaripokhari, Bonth, Komna, Kosagumuda, Maneswar, Nandahandi, Nuapada, Semiliguda, Ulunda, Boipariguda

⁶² One ABEO posts each in Boipariguda, Komna, Ulunda Block and two ABEO posts in Bamra Kosagumuda, Semiliguda Block

⁶³ Having elementary (Class-I to VIII) and secondary classes (CI-IX to X).

⁶⁴ As per the guideline (October 2022), of the Director of Higher Secondary Education, SME Department, SMDC shall be constituted in all Government Higher Secondary schools, accordingly, 10 test checked Government aided higher secondary schools had been excluded

to 18 against the requirement of 19 members, whereas in one school, the SMDC was functioning with 10 members, against requirement of 17.

- In 30 sampled schools, capacity building/training support had not been provided to any of the SMC/SMDC members, whereas in another 33 schools, there was shortfall (ranging one to 18) in providing training to members.
- In 70 out of 77 sampled schools, the conduct of SMC meetings was inadequate, as it had met one to 59 times against requirement of 14 to 60 times, during 2018-23. While SMC of Champamal Project Upper Primary School Sonepur met only once, SMC of G.P. Govt. high school, Jarabaga, Sambalpur met 59 times during 2018-23.

The above-mentioned facts indicate that SMCs/SMDCs were not proactive in monitoring the affairs of schools, thereby defeating the purpose of their formation.

The Department (October 2024) noted the recommendation of Audit for future guidance for development of School Education.

Recommendation 9.2

The Department may ensure that inspections by district and block level authorities are increased to the level as stipulated. Representatives of all the stakeholders should be included in the School Management Committees and the Committees should remain engaged with the issues relevant to the development of schools.

9.7 Research and impact assessment

As per Paragraph 14.25 of SSIF, Surveys and Research Studies would be conducted at the National/State levels to assess the Samagra Shiksha scheme's impact on education indicators and the needs and gaps for course correction. Each State would set up a Research Approval Committee for processing and approving research and evaluation studies at the State level. The scheme supports independent research and supervision by autonomous research institutions of proven excellence through MoUs.

Audit noticed that the State had not constituted the Research Approval Committee for approving research and evaluation studies for assessment of the Scheme's impact. The TE&SCERT completed only one research on "Impact of UJJWAL and UTHHAN - learning enhancement" during 2018-23. Research analysis on "Home-based learning at elementary level during COVID-19 pandemic" and the Research on "Reflection of transaction of training inputs of 'NISHTHA' in classroom practices in elementary schools", taken up during 2021-23, were still under progress. Thus, research and impact assessment of the programme on school education had not been adequately carried out by the State. In the absence of assessment of the Scheme's impact on education indicators, gap identification and course correction needs could not be addressed.

9.8 Protection of Rights of Children

Section 31 of the RTE Act, 2009 stipulates that State Commission for Protection of Child Rights (SCPCR) would examine and review the safeguards provided by or under the RTE Act and inquire into complaints relating to children's rights to free and compulsory education.

Audit noticed that 117 cases of violation of children's rights were pending for settlement at the beginning of 2018-19. The SCPCR registered 416 cases during 2018-23. Against the total 533 cases, SCPCR disposed of only 86 cases (16 per cent), whereas 447 cases pertaining to the period prior to 2018-19 to 2022-23 were still pending for want of action.

Further, Audit noticed that against the requirement of 15 meetings of SCPCR during 2018-23, the Commission had met only four times, resulting in a shortfall of 11 (73 per cent) meetings of the SCPCR. Inadequate hearing of cases by the Commission was due to vacancy of two to five posts of members against the strength of six and delayed submission of compliance by the district administration to the Commission. Thus, issues related to protection of children's rights had not been timely resolved by the SCPCR.



(SUBU. R)


Bhubaneswar

Dated 11 SEP 2025

Principal Accountant General (Audit-I)

Odisha

Countersigned



(K. SANJAY MURTHY)

New Delhi

Dated 23 SEP 2025

Comptroller and Auditor General of India

Appendices

Appendix 5.1
(Refer Paragraph 5.2)
Statement showing list of schools with adverse SCR

Sl. No.	Name of the District	Name of the School	Classes of education imparted	Students enrolled	Functional classrooms available	SCR	Adverse SCR (>40)	
1	Bhadrak	Krushna Chandra Vidyamandira	VI-X	421	8	53	Adverse	
2		AHSS, Bonth	XI-XII	771	6	129	Adverse	
3		Chandimata GHS	I-X	223	5	45	Adverse	
4		Sarasada GHS	IV-X	423	7	60	Adverse	
5		Bhandaripokhari HSS	XI-XII	396	6	66	Adverse	
6		GHSVS, Nami	XI-XII	44	1	44	Adverse	
7	Koraput	Govt. (SSD) HSS, Sunabeda	VI-XII	730	14	52	Adverse	
8		Hataguda UGHS	I-X	402	8	50	Adverse	
9		Mukhibidai UGHS	I-X	265	4	66	Adverse	
10		Govt. (SSD), Renga	VI-X	286	5	57	Adverse	
11		Pendapada PUPS	I-VIII	184	4	46	Adverse	
12		SLN, HSS, Boipariguda	XI-XII	512	7	73	Adverse	
13		Nabarangapur	Govt UPS Bania	I-VIII	255	5	51	Adverse
14			Govt SSD HS School, Binjiguda	I-X	554	8	69	Adverse
15			Govt UGHS Dangarbheja	I-X	423	10	42	Adverse
16			Govt SSD Girls HS Kotraguda	VI-X	322	5	64	Adverse
17			Govt SSD HSS Nishanahandi	I-XII	856	14	61	Adverse
18			Govt Ashram School Kerandimal	I-VIII	325	5	65	Adverse
19	Govt UPS Kokodaguda		I-VIII	99	2	50	Adverse	
20	Govt SSD HS Kodinga		VI-X	513	5	103	Adverse	
21	RC HS School, Kodinga		XI-XII	640	5	128	Adverse	
22	Govt SSD HS Bada Ambada		VI-X	385	5	77	Adverse	
23	Govt SSD Girls HS School Karchamal		I-XII	780	10	78	Adverse	
24	Nuapada		Govt UGHS Jenjera	I-X	429	9	48	Adverse
25		Govt SSD HS School, Dharambandha	VI-XII	909	9	101	Adverse	
26		Govt Science HS School, Tanwat, Nuapada	XI-XII	194	2	97	Adverse	
27		Panchayat Govt. High School, Budhikomna	VI-X	307	7	44	Adverse	
28		Panchayat Higher Secondary School, Budhikomna	XI-XII	256	3	85	Adverse	

Sl. No.	Name of the District	Name of the School	Classes of education imparted	Students enrolled	Functional classrooms available	SCR	Adverse SCR (>40)	
29		Panchayat Samiti Higher Secondary School, Komna	XI-XII	320	6	53	Adverse	
30		Jitamitra Govt High school	VI-X	290	5	58	Adverse	
31	Sambalpur	Bhagirathi High School	I-X	463	10	46	Adverse	
32		R. Majhapada Mission High school	VIII-X	144	3	48	Adverse	
33		G.P. Govt. High school, Jarabaga	VI-X	261	5	52	Adverse	
34		Gokulananda High School, Batemura	I-X	288	6	48	Adverse	
35		M.P. Govt High School, Dhama	I-X	574	12	48	Adverse	
36		Themra Govt. High School, Themra	VI-X	338	8	42	Adverse	
37		J.P. Govt High School, Sindurpank	VI-X	344	5	69	Adverse	
38		DPA Higher Secondary School, Mura	XI-XII	128	3	43	Adverse	
39		Sonepur	Subalya High school	I-X	688	12	57	Adverse
40			Subalya H.S School	XI-XII	256	3	85	Adverse
41	Khemaloe UGHS		I-X	309	6	52	Adverse	
42	Sindhol SRI.G.H.S.		IX-X	171	2	85	Adverse	
43	Dharmasala H.S		XI-XII	382	3	127	Adverse	
44	Panchayat Samiti H.S		XI-XII	411	5	82	Adverse	

(Source: Analysis of data furnished by sampled schools)

Appendix 5.2
(Refer Paragraph 5.3)
Statement showing list of schools where single classroom was used for multiple classes

District	Name of the school	Classes of education imparted	Classes of students sitting together in one classroom	No. of Class-rooms	No. of students	No. of teachers
Bhadrak	Chandimata GHS	I-X	Cl-I to V	3	154	2
	Birigadia GUPS	I-VIII	Cl-VI-VII	4	94	5
			Cl-I & II			
			Cl-III - V			
			Cl-VI & VII			
Koraput	Khageswar GUPS	I-VIII	Cl-I to III	4	108	8
			Cl-IV, V & VIII			
	Mukhibidai UGHS	I-X	Cl-VII & VIII sitting on the veranda	4	177	4
			Cl-I to IV sitting on the veranda			
	Hataguda UGHS	I-X	One room used as store room for MDM materials	5	213	8
Mahuli UGHS	I-X	Cl-I & II	5	210	7	
		Cl-III & IV				
		Cl-V & VI				
		Cl-II & IV				
		Cl-III & V				
Pendapada PUPS	I-VIII	Cl-VI, VII & VIII	4	184	6	
		Cl-I room used as office cum store room				
		Cl-I to V				
		Cl-VI & VII				
		Two classrooms used as office & kitchen				
Renu PUPS	I-VII	Cl-I to V	4	66	3	
		Cl-VI & VII				
		Cl-I & II,				
		Cl-IV & V				
		Cl-VI to VIII				
Nabarangpur	Govt UPS Phupugam	I-VIII	Cl-I & III	5	152	4
			Cl-IV & V			
			Cl-VI to VIII			
			Cl-I & III			
			Cl-I & II			
Govt UPS Bania School, Kerandimal	I-VIII	I-VIII	Cl-III & IV	7	255	8
			Cl-VII & VIII			
			Cl-I & II			
			Cl-III & IV			
			Cl-VI & VII			
Nuapada	Govt UPS Bharuamunda	I-VIII	Cl-I to V	4	139	5
			Cl-VI & VII			
			Cl-I & II			
			Cl-III & IV			
			Cl-VI & VII			
Sambalpur	Govt UPS Babunikimal	I-VIII	Cl-I to V	4	54	3
			Cl-VI & VII			
			Cl-I to III sitting on the veranda			
			Cl-IV & V			
			Cl-I to III sitting on the veranda			
Sonepur	Beheramal PUPS	I-VIII	Cl-I to III sitting on the veranda	2	57	5
			Cl-IV & V			

District	Name of the school	Classes of education imparted	Classes of students sitting together in one classroom	No. of Class-rooms	No. of students	No. of teachers
	Maraloe PUPS	I-VIII	Cl-VI to VIII	4	114	5
			Cl-I to III			
			Cl-IV to V			
	Khairmal PUPS	I-VIII	Cl-VI & VII	4	69	5
			Cl-I to III			
			Cl-IV & V			
	Badkirasira UGHS	I-X	Cl-VI & VII	4	72	4
			Cl-IV sitting on the veranda			
			Cl-I to V			
	Sunapali PUPS	I-VIII	Cl-VI & VII	2	32	5
			Cl-I to IV			
			Cl-V to VIII			

(Source: Analysis of data furnished by sampled schools)

Appendix 5.3

(Refer Paragraph 5.3)

Statement showing list of schools with damaged and unsuitable classrooms

Sl. No.	District	Name of the school	Classes of education imparted	Nature and types of damage/unsuitableness
1.	Bhadrak	Krupasindhu Govt. High School	VI-X	CI-VI & VIII functioning in classrooms with damaged asbestos roofs.
2.		Kanti Govt. High School	I-X	CI-I to VI functioning in classrooms with damaged walls and roofs.
3.		Mobarakpur Govt. High School	I-X	CI-I to VIII functioning in classrooms with damaged walls and roofs.
4.	Koraput	Sunderjodi UPS	I-VIII	Classroom for Class-VI had leakage in roof, due to which students were sitting with CI-VII.
5.	Nuapada	Govt UPS, Kotribahal	I-VIII	CI-VI & VIII functioning in classroom with damage ceiling .
6.		Govt UPS Bharuamunda	I-VIII	CI-V functioning in classroom with damaged ceiling.
7.	Sambalpur	Kudopalli UPS	I-VIII	CI-VI to VIII functioning in classroom with exposed iron bars of ceiling and seepage on walls and ceiling.
8.		M.P. High school, Dhama	I-X	CI-IX was functioning in classroom with damaged asbestos roof and leakage in the classroom.
9.		Bhagirathi High school	I-X	The asbestos roof of Class-VII was damaged and rain water leakage in the classroom.
10.	Sonepur	Khairmal UGHS	I-VIII	CI-VI functioning in a classroom with roof leakage.
11.		Sunapali PUPS	I-VIII	CI-I to IV functioning in classroom with waterlogged floor. CI-V and VIII functioning in classroom with damaged roof.
12.		Marloe PUPS	I-VIII	CI-IV & V functioning in classroom with roof leakage.
13.		Keutipali UGHS	I-X	CI-VI functioning in classroom with damaged wall and roof.
14.		Subalaya higher secondary School	XI-XII	CI-XI & XII functioning in classroom with damaged roof.

(Source: Analysis of data furnished by sampled schools)

Appendix 5.4

(Refer Paragraph 5.3)

Statement showing list of schools where classrooms were used as Multi-purpose rooms

Sl. No.	Name of the district	Name of the school	Classes of education imparted
1.	Koraput	Hatagugda UGHS	I-X
2.		Mukhibidai UGHS	I-X
3.		Pendapada PUPS	I-VIII
4.	Nuapada	Govt UPS Krishna	I-VIII
5.	Sambalpur	Kudopalli PUPS	I-VIII
6.		Govt UPS, Babuniktimal	I-VIII
7.	Sonepur	Champamal PUPS	I-VIII
8.		Khairmal PUPS	I-VIII

(Source: Analysis of data furnished by sampled schools)

Appendix 5.5

(Refer Paragraph 5.3)

Statement showing list of schools without functional integrated / science laboratory

Sl. No.	Name of the district	Name of the school	Classes of education imparted	Status of integrated / Science laboratory
1.	Bhadrak	Mobarakpur Govt High School	I-X	The Science lab was not being used for want of required fittings and instruments.
2.	Koraput	Mahuli UGHS	I-X	The Science lab was not put to use due to absence of required water, gas and other fittings.
3.		Chandrapada UGHS	I-X	The Science lab was not put use due to want of electricity connection and absence of science teacher.
4.		SSD Higher Secondary School, Sunabeda	VI-XII	The Science laboratories (four) were not put to use because the labs had incomplete set up and lacked requisite furniture and facilities
5.	Nabarangpur	Govt SSD High School, Badaambada	I-X	The Science lab was not functioning due to want of laboratory instruments.
6.	Sambalpur	Bhagirathi High School, Bamra	I-X	The Science lab was not functioning due to want of required laboratory instruments.

(Source: Analysis of data furnished by sampled schools)

Appendix 5.6
(Refer Paragraph 5.5)

Statement showing list of schools with existing ICT facilities not used

Sl. No.	Name of the district	Name of the school	Classes of education imparted	Reasons for non-use of ICT facilities
1.	Bhadrak	Purusottam Govt. High School	I-X	Absence of dedicated skilled teacher / instructor
2.		Krupasindhu Govt. High School	VI-X	
3.		Krushna Chandra Vidyamandira	VI-X	
4.		Chandimata Govt. High School	I-X	
5.		Kanti Govt. High School	I-X	
6.		Mobarakpur Govt. High School	I-X	
7.		Sarasada Govt. High School	IV-X	
8.	Koraput	SSD Higher Secondary School, Sunabeda	I-XII	
9.		SSD Girls High School, Renga	VI-X	
10.		SSD Girl's High School, Baligaon, Boipariguda	I-X	
11.		Mahuli, UGHS	I-X	
12.		Chandrapada, UGHS	I-X	
13.		OAV, Chandrapada	VI-XII	

(Source: Analysis of data furnished by sampled schools)

Appendix 5.7
(Refer Paragraph 5.6)
Statement showing status of construction of infrastructure

Type of infrastructure	Target (2018-23)	Works completed	Works under progress	Works not started	Total incomplete works as on March 2023	Targeted works (2018-22)	Works completed (2018-22)	Works under progress (2018-22)	Works not started (2018-22)	Total incomplete works (out of targeted works of 2018-22) as on March 2023
(a)	(b)	(c)	(d)	(e)	(f) (d+e)	(g)	(h)	(i)	(j)	(k) (i+j)
Elementary										
Primary school building	13	6	7	0	7	13	6	7	0	7
Drinking water	27	10	1	16	17	14	10	1	3	4
Boys toilet	1710	466	253	991	1244	844	466	217	161	378
Girls toilet	1222	376	111	735	846	519	376	76	67	143
Electricity	11528	5000	263	6265	6528	5395	4993	263	139	402
CWSN toilet	1208	66	145	997	1142	174	66	99	9	108
Additional classrooms	1874	386	465	1023	1488	871	386	432	53	485
Residential Hostels	1	1	0	0	0	1	1	0	0	0
Total	17583	6311	1245	10027	11272	7831	6304	1095	432	1527
Secondary & Higher Secondary										
New/ upgradation of school	10	0	5	5	10	10	0	5	5	10
New higher secondary schools	64	0	4	60	64	7	0	4	3	7
Additional classrooms	200	30	101	69	170	200	30	101	69	170
Science labs	94	15	55	24	79	94	15	55	24	79
Library	95	16	54	25	79	95	16	54	25	79
Computer rooms	45	6	29	10	39	45	6	29	10	39
Art/ Craft rooms	104	16	56	32	88	104	16	56	32	88
Boys toilet	144	40	24	80	104	47	26	13	8	21
Girls toilet	1775	61	193	1521	1714	32	18	9	5	14

Type of infrastructure	Target (2018-23)	Works completed	Works under progress	Works not started	Total incomplete works as on March 2023	Targeted works (2018-22)	Works completed (2018-22)	Works under progress (2018-22)	Works not started (2018-22)	Total incomplete works (out of targeted works of 2018-22) as on March 2023
(a)	(b)	(c)	(d)	(e)	(f) (d+e)	(g)	(h)	(i)	(j)	(k) (i+j)
CWSN toilet	51	0	11	40	51	0	0	0	0	0
Solar panel	101	0	0	101	101	24	0	0	24	24
School building	5	0	0	5	5	0	0	0	0	0
Electrification	8	0	0	8	8	0	0	0	0	0
Total	2,696	184	532	1,980	2,512	658	127	326	205	531

(Source: Information furnished by OSEPA)

Appendix 7.1
(Refer Paragraph 7.3.1.1)

Statement showing laboratories not available in Vocational schools of sampled districts

Sl. No.	District	Block name	Name of the Vocational school test-checked	Status of availability of laboratory rooms for Vocational studies
1.	Bhadrak	Bonth	Govt. Vocational Higher Secondary School, Bonth	Not available
2.	Bhadrak	Bhandaripokhari	Govt. Vocational Higher Secondary School, Nami	Not available
3.	Koraput	Semiliguda	SSD Higher Secondary School, Sunabeda	Not available
4.	Koraput	Semiliguda	Govt. Vocational Higher Secondary School, Sunabeda	Not available
5.	Nabarangpur	Nandahandi	Govt. SSD Higher Secondary School, Nishnahandi	Not available
6.	Nabarangpur	Kosagumuda	Govt. SSD High School, Badaambada	Not available
7.	Nabarangpur	Kosagumuda	Govt. SSD girls Higher Secondary School, Karchamal	Not available
8.	Nabarangpur	Kosagumuda	Govt. SSD girls High School, Kodinga	Not available
9.	Nabarangpur	Nandahandi	Govt. Vocational Higher Secondary School, Nabarangpur	Not available
10.	Nuapada	Nuapada	Govt. SSD girls High School, Dharambandha	Not available
11.	Nuapada	Nuapada	Govt. UGHS, Magurpani	Not available
12.	Nuapada	Nuapada	Govt. UGHS, Janjera	Not available
13.	Nuapada	Nuapada	Govt. UGHS, Khutban bhera	Not available
14.	Nuapada	Komna	Govt. Jitamitra HS	Not available
15.	Sambalpur	Maneswar	Govt. Vocational Higher Secondary School, (at JKSS College), Paramanpur	Not available
16.	Sambalpur	Bamra	Bhagirathi Govt. HS Bamra,	Not available
17.	Sonepur	Birmaharajpur	Govt. Vocational Higher Secondary School, Birmaharajpur	Not available

(Source: Analysis of data furnished by sampled schools)

Appendix 8.1

(Refer Paragraph 8.1)

Statement showing eligible students deprived of free uniforms in sampled blocks during 2018-23

Sl. No.	Sampled districts	Sampled blocks	Number of students eligible	Number of students supplied	Number of students deprived
1.	Bhadrak	Bonth	80895	78176	2719
2.		Bhandaripokhari	65628	60418	5210
3.	Nuapada	Komna	102359	101921	438
4.	Sambalpur	Bamra	50188	49015	1173
5.		Maneswar	40649	40455	194
6.	Sonepur	Ullunda	49989	49149	840
	Total		3,89,708	3,79,134	10,574

(Source: Information provided by sampled Block Education Officers)

Appendix 8.2

(Refer Paragraph 8.1.1)

Statement showing delayed distribution of uniforms in sampled schools

Sl. No.	District	Block	Delayed supply of uniforms in sampled school	Range of delay in distribution (in days)		
1.	Bhadrak	Bonth	KSGHS, Adalpank	68-361		
2.			PGHS, Saramara	36-113		
3.			Khageswar UPS, Chhayalsing	20-123		
4.			KCVM, Agarpada	32-165		
5.			Govt. UPS, Dhaniojha	57-168		
6.			BCSV, Nilok	63-466		
7.		Bhandaripokhari	Birigadia GUPS	22-410		
8.			Govt. UPS, Patuli	54-113		
9.			Chandimata GHS, Napang	25-215		
10.			Mobarakpur GHS, Mobarakpur	45-183		
11.			Kanti GHS, Kanti	18-256		
12.			Sarasada GHS, Sarasada	29-178		
13.	Koraput	Semiliguda	Hataguda UGHS	30-90		
14.			Mukhibidai UGHS	30-120		
15.			Govt. SSD Girls' HS, Renga	30		
16.			Govt. SSD Higher Secy. School, Sunadeda	120-150		
17.			Kasuguda PUPS	90-180		
18.			Renu PUPS	30-60		
19.			Pandriguda PUPS	30-120		
20.			Boipariguda	Banaguda PUPS	30-90	
21.				Pendapeda PUPS	30-150	
22.		OAV, Chandrapada, Gumma		90-240		
23.		Mahuli UGHS		60-120		
24.		Govt. SSD Girls' HS, Baligaon		30-90		
25.		Sunderjodi PUPS		30-90		
26.		Nabarangpur	Kosagumuda	Govt UPS Pharsaguda	15-70	
27.				Govt Ashram School, Kerandimal	95-223	
28.	Govt PUPS, Kokodaguda			23-72		
29.	Govt SSD High School, Kodinga			10-154		
30.	Govt SSD High School, Bada Ambada			09-161		
31.	Govt UGHS, Bamuni			43		
32.	Govt SSD Higher Secondary School, Karchamal			90-520		
33.	Nandahandi			Govt UPS, Phupugam	14-71	
34.				Govt UPS, Bania	25-87	
35.			Govt SSD High School, Binjiguda	03-67		
36.			Govt UPS, Jetuguda	24-84		
37.			Govt UGHS, Dangarbheja	14-71		
38.			Govt SSD Girls High School, Kotraguda	05-178		
39.			Govt SSD Higher Secondary School, Nishanahandi	29-125		
40.			Nuapada	Nuapada	Govt UPS, Jampani	43-154
41.					Govt NUPS, Parkod	71-193
42.	Govt UGHS, Jenjera				55-172	
43.	Govt UGHS, Magurpani				65-163	
44.	Govt UGHS, Khutbanbhera	46-237				

Sl. No.	District	Block	Delayed supply of uniforms in sampled school	Range of delay in distribution (in days)
45.	Sambalpur	Komna	Govt SSD HS School, Dharambandha	10-197
46.			Dr. Katji High School, Bhela	63-193
47.			Jitamitra Govt. High School, Bhela	09-173
48.			Panchayat Govt. High School, Bodhikomna	11-113
49.			Govt. UPS, Kotribahal	35-196
50.			Govt. UPS, Krishna	38-100
51.			Bharuamunda UPS	40-86
52.		Bamra	OAV School	35-96
53.			Bhagirathi HS, Bamra	01-62
54.			Govt. SSD School, Rabga	12-164
55.			Govt. UPS, Babuniktimal	47-63
56.	R. Majhapada Mission HS		04-330	
57.	Govt. UPS, G.Saral, Bamra		30-57	
58.	Maneswar		Themra Govt. HS, Themra	19-83
59.		JP GHS, Sindoorponk	05-43	
60.		Gokulananda HS, Batemura	30-53	
61.		MP GHS, Dhama	14-155	
62.		B. Telikata UGUP School	04-72	
63.		Kudopali PUPS	42	
64.	Sonepur	Birmaharajpur	Duleswar UPS	24-80
65.			Khairmal PUPS	24-79
66.			Champamal PUPS	21-90
67.			Badkirasira UGHS	20-145
68.		Ullunda	Beheramal PUPS	12-155
69.			Marloe PUPS	24-221
70.			Sunapali PUPS	14-93
71.			Keutipali UGHS	31-91

(Source: Records furnished by sampled schools)

Appendix 8.3

(Refer Paragraph 8.2.1)

Statement showing delayed supply of textbooks to elementary level students in sampled schools

Sampled Block Name	2018-19		2019-20		2020-21		2021-22		2022-23	
	No. of schools	Delay in days	No. of schools	Delay in days	No. of schools	Delay in days	No. of schools	Delay in days	No. of schools	Delay in days
Bonth	0	0	02	6-28	02	18-28	03	28-150	03	28-152
Bhandaripokhari	01	81	01	81	01	109	01	95	01	26
Kosagumuda	04	05-182	05	05-172	05	20-417	04	73-189	03	20-86
Nandahandi	01	118	02	87-338	03	124-383	03	90-334	03	04-131
Konna	05	21-126	05	23-157	05	22-82	05	21-98	05	20-46
Nuapada	05	20-213	06	05-149	06	23-176	06	20-240	06	22-174
Bamra	06	22-144	06	26-190	06	42-158	06	46-165	06	50-132
Maneswar	01	186	02	18-104	03	40-41	02	05-246	04	55-181
Birmaharajpur	0	0	01	80	01	157	01	118	03	44-88
Ullunda	0	0	01	117-169	0	0	02	78-88	03	34-95
Total	23	05-213	31	05-338	32	18-417	33	05-334	37	04-181

(Source: NT books distribution registers of sampled schools)

Appendix 8.4

(Refer Paragraph 8.2.2)

Statement showing non/partial supply of textbooks at sampled block points

Sampled district	Sampled blocks	Books required	Books available including previous year stock	Books supplied to schools for distribution	Books not supplied to schools for distribution	Books kept idle at block points
(a)	(b)	(c)	(d)	(e)	(f) (c-e)	(g) (d-e)
Bhadrak	Bonth	4,84,636	4,81,692	4,71,247	13,389	10,445
	Bhandaripokhari	3,70,718	3,72,403	3,59,768	10,950	12,635
Koraput	Boipariguda	4,23,012	4,23,012	4,18,100	4,912	4,912
	Semiliguda	3,69,281	3,69,281	3,69,281	0	0
Nabarangpur	Kosagumuda	8,68,773	8,70,614	8,68,773	0	1,841
	Nandahandi	2,90,046	2,55,809	2,55,809	34,237	0
Nuapada	Nuapada	5,80,195	6,09,290	5,80,195	0	29,095
Sonepur	Birmaharajpur	3,35,358	3,35,358	3,35,358	0	0
	Ullunda	2,94,353	2,72,844	2,63,656	30,697	9,188
Total		40,16,372	39,90,303	39,22,187	94,185	68,116

(Source: Information provided by Block Education Officers)

Appendix 8.5

(Refer Paragraph 8.2.2)

Statement showing non/partial distribution of textbooks to the eligible elementary students in sampled schools

Sl. No.	Name of Block	No. of sampled schools	No. of eligible students	No. of students, who were distributed full sets of books	No. of students, who were not distributed any book	No. of students, who were distributed partial sets of books
1.	Bonth	06	2,794	2,230	108	456
2.	Bhandaripokhari	06	4,090	3,291	302	497
3.	Boipariguda	02	2,031	1,949	75	7
4.	Kosagumuda	07	8,495	7,287	1,208	0
5.	Nandahandi	07	8,678	7,414	1,264	0
6.	Komna	02	390	375	15	0
7.	Nuapada	07	7,524	6,360	1,164	0
8.	Maneswar	01	293	230	63	0
9.	Birmaharajpur	04	1,321	1,320	1	0
10.	Ullunda	04	949	900	49	0
	Total	46	36,565	31,356	4,249	960

(Source: Books distribution registers of sampled schools)

Appendix 8.6

(Refer Paragraph 8.2.4)

Statement showing ST/SC Secondary level students deprived of books in sampled Secondary schools

Sl. No.	Name of Block	No. of sampled schools	No. of students eligible	No. of students, who were distributed full sets of books	No. of student, who were distributed partial sets of books	No. of students, who were not distributed any books
1.	Bonth	02	771	401	330	40
2.	Bhandaripokhari	04	394	251	99	44
3.	Kosagumuda	04	3,330	2,716	0	614
4.	Nandahandi	04	3,035	2,672	0	363
5.	Nuapada	04	2,307	1,880	40	387
6.	Ullunda	02	656	656	0	0
	Total	20	10,493	8,576	469	1,448

(Source: Books distribution registers of sampled schools)

Appendix 8.7

(Refer Paragraph 8.3.1)

Statement showing students deprived of bicycle incentives on account of failed bank transactions in sampled districts

Sl. No.	District	Amount shown as disbursed (₹ in lakh)	Number of beneficiaries to whom amount was shown as disbursed	Amount of failed bank transactions (₹ in lakh)	Number of beneficiaries having failed transactions (unsettled)
1.	Bhadrak	2,897.10	1,11,427	24.49	942
2.	Koraput	2,110.99	81,192	16.02	616
3.	Nabarangpur	1,989.65	76,525	40.06	1,541
4.	Nuapada	1,355.51	52,135	14.76	568
5.	Sambalpur	1,513.22	58,201	47.87	1,841
6.	Sonepur	1,111.32	42,743	16.22	624
	Total	10,977.79	4,22,223	159.42	6,132

(Source: Information provided by DEOs of sampled districts)

Glossary

Glossary of Abbreviations

Abbreviation	Description
ABEO	Additional Block Education Officer
ABEO-cum-BRCC	Additional Block Education Officer cum Block Resource Cluster Co-ordinator
ALIMCO	Artificial Limbs Manufacturing Corporation of India
ASER	Annual Status of Educational Report
AWP&B	Annual Work Plan & Budget
BDO	Block Development Officer
BEO	Block Education Officer
BPL	Below Poverty Line
BRCC	Block Resource Centre Coordinator
BSE	Board of Secondary Education
CCE	Comprehensive and Continuous Evaluation
CCTV	Closed Circuit Television
CHSE	Council of Higher Secondary Education
COVID	Corona Virus Infectious Disease
CRCC	Cluster Resource Centre Coordinator
CSSTE	Centrally Sponsored Scheme for Restructuring and Reorganization of Teacher Education
CT	Computer Technology
CwSN	Children with Special Needs
D&PM	Disaster and Pandemic Management
DEE	Directorate of Elementary Education
DEO	District Education Officer
DEO-cum-DPC	District Education Officer cum District Project Co-ordinator
DHSE	Director of Higher Secondary Education
DIET	District Institute of Education and Training
DIKSHA	Digital Infrastructure for Knowledge Sharing
DLC	District Level Committee
DPC	District Project Co-coordinator
DSE	Director of Secondary Education
DSWO	District Social Welfare Officer
DWO	District Welfare Officer
EA	Escort Allowance
EC	Executive Committee
FM	Farm Mechanism
FMP	Financial Management and Procurement
FTRP	Full Time Resource Person
GeM	Government-e-Marketplace
GER	Gross Enrolment Ratio

Abbreviation	Description
GHS	Government High School
GIS	Geographical Information System
GoI	Government of India
GoO	Government of Odisha
GSDP	Gross State Domestic Product
GUPS	Government Upper Primary School
GVHSS	Government Vocational Higher Secondary School
HBE	Home Based Education
HM	Headmaster
HSS	Higher Secondary School
ICT	Information and Communication Technology
ITI	Industrial Training Institute
JPI	Joint Physical Inspection
KGBV	Kasturba Gandhi Balika Vidyalaya
MDM	Mid-Day Meal
MLT	Medical Laboratory Technician
NAS	National Achievement Survey
NCERT	National Council of Educational Research and Training
NCF	National Curriculum Framework
NCF(FS)	National Curriculum Framework (Foundational Stage)
NCFECCE	National Curriculum Framework for Early Childhood Care and Education
NCFW	National Curriculum Framework
NEP	National Education Policy
NER	Net Enrolment Rate
NIEPA	National Institute of Educational Planning and Administration
NISHTHA	National Initiative for School Heads and Teacher Holistic Advancement
OAV	Odisha Adarsha Vidyalaya
OAVS	Odisha Adarsha Vidyalaya Sangathan
OBC	Other Backward Classes
OoSC	Out of School Children
OSEPA	Odisha School Education Programme Authority
PAB	Project Approval Board
PS	Primary School
PTR	Pupil Teacher Ratio
PTRP	Part-Time Resource Person
PUPS	Project Upper Primary School
PwD	Persons with Disabilities
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RPwD	Right of Persons with Disability

Abbreviation	Description
RTE	Right of Children to Free and Compulsory Education
SAC	State Advisory Council
SC	Scheduled Caste
SCERT	State Council of Education, Research & Training
SCF	State Curriculum Framework
SCFAE	State Curriculum Framework for Adult Education
SCFECCE	State Curriculum Framework for Early Childhood Care and Education
SCFSE	State Curriculum Framework for School Education
SCFTE	State Curriculum Framework for Teacher Education
SCPCR	State Commission for Protection of Child Rights
SCR	Student Classroom Ratio
SDG	Sustainable Development Goals
SDMP	School Disaster Management Plan
SDP	School Development Plan
SHG	Self Help Group
SMC	School Management Committee
SMDC	School Management and Development Committee
SME	School & Mass Education
SPD	State Project Director
SPMU	State Project Management Unit
SS	Samagra Shiksha
SSA	Sarva Shiksha Abhiyan
SSD	Scheduled Tribes and Scheduled Castes Development
SSIF	Samagra Shiksha Implementation Framework
SSP	School Safety Plan
ST	Scheduled Tribe
TA	Transport Allowance
TBP&M	Text Book Production and Marketing
TE & SCERT	Teachers' Education and State Council of Educational Research and Training
TEI	Teacher Education Institution
UC	Utilisation Certificate
UDISE	Unified District Information for School Education
UGHS	Upgraded High School
UPS	Upper Primary School
VE	Vocational Education
WS&DG	Weaker Section and Disadvantaged Group

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