

**REPORT OF NATIONAL EVALUATION  
OF  
KASTURBA GANDHI BALIKA VIDYALAYA  
(KGBV)  
AND  
NATIONAL PROGRAMME FOR EDUCATION  
OF GIRLS AT ELEMENTARY LEVEL  
(NPEGEL)**

**2008**

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**VERSION 2, 9 FEBRUARY 2008**

**NATIONAL EVALUATION – II**

**KASTURBA GANDHI BALIKA VIDHYALAYA (KGBV)**

*Objectives and Scope of the Scheme:*

*“The scheme would be applicable only in those identified Educationally Backward Blocks (EBBs) where, as per census data of 2001, the rural female literacy is below the national average and gender gap in literacy is more than the national average. Among these blocks, schools may be set up in areas with:*

*concentration of tribal population, with low female literacy and/or a large number of girls out of school;*

*concentration of SC, OBC and minority populations, with low female literacy and/or a large number of girls out of school;*

*areas with low female literacy; or*

*areas with a large number of small, scattered habitations that do not qualify for a school*

*The criteria for eligible EBB will be the same as in the NPEGEL scheme of SSA.*

*Gender disparities still persist in rural areas and among disadvantaged communities.*

*Looking at enrolment trends, there remain significant gaps in the enrolment of girls at the elementary level as compared to boys, especially at the upper primary levels. The objective of KGBV is to ensure access and quality education to the girls of disadvantaged groups of society by setting up residential schools with boarding facilities at elementary level.*

*The components of the scheme will be as follows:*

*Setting up of residential schools where there are a minimum of 50 girls predominantly from the SC, ST and minority communities available to study in the school at the elementary level. The number can be more than 50 depending on the number of eligible girls. Three possible models for such school have been identified and given at Annex.I(a) to I(c).*

- To provide necessary infrastructure for these schools*
- To prepare and procure necessary teaching learning material and aids for the schools*
- To put in place appropriate systems to provide necessary academic support and for evaluation and monitoring*
- To motivate and prepare the girls and their families to send them to residential school*

*At the primary level the emphasis will be on the slightly older girls who are out of school and were unable to complete primary schools (10+). However, in difficult areas (migratory populations, scattered habitations that do not qualify for primary/ upper primary schools) younger girls can also be targeted*

*At the upper primary level, emphasis will be on girls, especially, adolescent girls who are unable to go to regular schools*

*In view of the targeted nature of the scheme, 75% girls from SC, ST, OBC or minority communities would be accorded priority for enrolment in such residential schools and only thereafter, 25% girls from families below poverty line.*

*Established NGOs and other non-profit making bodies will be involved in the running of the schools, wherever possible. These residential schools can also be adopted by the corporate groups. Separate guidelines are being issued in the matter.*

*(Source: KGBV Guidelines, GOI, 2003-04)*

- 1 A National Evaluation (II round) of the Kasturba Gandhi Balika Vidyalaya (KGBV) scheme was commissioned by the Department of School Education and Literacy, Ministry of Human Resource Development, Government of India in 12 states. Six teams were constituted to carry out the evaluation.
  - i Assam and Meghalaya - J.M. Abhyankar and Mona Yadav;
  - ii Haryana and Maharashtra - J. Kameshwari and Sharda Jain;
  - iii Jammu & Kashmir and Punjab - B.H. Girija and Usha Nayar;
  - iv Manipur and Mizoram - Deepa Das and A.K. Singh;
  - v Uttarakhand & Chhattisgarh – Nishi Mehrotra and Subhashini Paliwal;
  - vi West Bengal & Tripura – Najma Akhtar and Vimala Ramachandran.

The team leader was Vimala Ramachandran.
  
- 2 The team was briefed by GOI on 19th November 2007. Field-visits were done in November and December 2007. The entire team met in Delhi on 7 to 9 December 2007 to discuss the state visits and agree on the consolidated national report. This synthesis report draws upon the individual state reports and highlights the common issues emerging from the state reports.
  
- 3 **The specific objectives of the evaluation were to:**
  - i Assess whether the objectives of the KGBV scheme are being met in KGBV schools that have been operationalised.
  - ii Assess the availability and quality of infrastructure in these schools including progress in new school buildings or hostels approved so far and condition of rented accommodation.
  - iii Study the category wise enrolment of girls and reasons thereof in KGBVs.
  - iv Retention of girls enrolled and efforts made towards the same.
  - v Assess status of the quality of learning (pace/achievement levels).
  - vi The availability of teaching learning materials in KGBV schools, number and quality of teachers.
  - vii The parental/ teacher/ community's perceptions regarding functioning of KGBVs.
  - viii Whether effective processes for mobilization of dropout girls in the EBB was undertaken by State/ district SSA/KGBV programmes to maximize awareness of KGBV school.
  - ix Study the role and effectiveness of NGOs and other non-profit organizations in running KGBVs.
  - x Highlight state specific good practices that could be disseminated.
  - xi Suggest up to a maximum of three items in which the design of the present KGBV scheme needs to be changed with well-based justifications.
  
- 4 **Overarching Observations**
  - i The second round of evaluation covered states where there was some delay in operationalising the scheme. During the preliminary briefing GOI informed the team that these states were not ready for the evaluation in January 2007 as most KGBVs were fairly new. **Therefore, it is important to keep in mind that the states covered under this (second stage) of the evaluation were at varying degrees of preparedness.**
  - ii As observed in the first stage of the evaluation (February 2007) it is important to place on record that the KGBV scheme has been well received by parents and the community and has the potential to respond to the educational needs of out-of-school girls in the 11+ age. In particular, it is of immense value in areas where girls drop out after primary schools because of distance or of terrain.
  - iii The scheme has been able to reach out to SC, ST, OBC and Muslim girls in very backward and remote regions of India. It is noteworthy that 44 per cent of students in the 12 states covered are from Scheduled Tribe community and 21 per cent from

- Scheduled Caste groups. Field visits revealed that the girls studying in KGBV are from extremely poor families and many of them are first generation school goers.
- iv There has been overwhelming positive response to the scheme and most all states has understood the basic purpose of the scheme. However few states seem to be using it as a hostel facility for girls who are already enrolled. Noteworthy among them are Punjab and West Bengal.
  - v The ability of a given state to reach out to girls who have dropped out depends a great deal on the proactive interest taken by the state government. Where the leadership at the state level has given the scheme top priority – the scheme has been implemented in letter and spirit and implementation has been good and they have been able to reach out to out-of-school girls. Conversely, where the state government leadership has not appreciated the spirit of the programme and given the scheme the priority it merits, implementation down the line has not adhered to the schematic pattern.
  - vi It was also noted that the presence of a woman coordinator at the state / district level makes a significant difference in the ability of the government to not only adhere to the schematic pattern but also ensure that KGBV are sensitive to a range of physical / medical needs of adolescent girls. In states where the state level NPEGEL coordinator is not a woman – we found that sanitary towels and other essential items are not provided and the wardens are not able to discuss these needs with male coordinators.
  - vii Clarity of guidelines issued by the state, workshops to orient block / district level personnel and regular monitoring makes a huge difference. Good in Maharashtra and Tripura.

**Table 1: Status of KGBV: sanctioned, operational and category-wise enrolment**

	Sanctioned	Operational	% Operational	Total Enrolment	% SC	% ST	% OBC	% Muslim	% BPL
Assam	15	11	73.33	733	5.73	58.66	34.11	0.55	0.95
Chhattisgarh	84	84	60.71	6895	20.00	54.00	23.00	0.49	2.51
Haryana	9	7	77.78	415	20.72	0.00	23.61	40.72	11.33
Jammu & Kashmir	51	11	21.57	654	0.00	6.88	0.00	61.31	31.80
Maharashtra	36	15	41.67	1413	19.96	59.38	14.37	0.57	5.73
Manipur	1	1	100	30	0.00	100.00	0.00	0.00	0.00
Meghalaya	1	1	100	60	0.00	98.33	1.67	0.00	0.00
Mizoram	1	1	100	142	0.00	70.42	29.58	0.00	0.00
Punjab	2	2	100	52	42.31	0.00	57.69	0.00	0.00
Tripura	7	7	100	140	0.00	100.00	0.00	0.00	0.00
Uttarakhand	25	13	52	1108	46.66	5.42	16.52	24.91	6.50
West Bengal	59	44	74.58	1968	24.95	30.08	7.93	7.98	29.07
Total	291	197	67.70	13610	20.71	44.22	18.73	7.71	8.52

Source: DoSEL, MHRD, GOI, 2007 and State Reports of the evaluation team 2007.

## 5 Status of KGBV:

- i The model-wise number that was reported to be functional at the time of the field visit against the number of KGBVs sanctioned is given in the tables 1 and 2. In the 12 states covered 67.70 percent of approved KGBV are operational. The reasons for inability to operationalised approved KGBV range from difficult terrain and high cost of construction of building (Jammu and Kashmir), delay in selection of NGO due to procedural / legal issues (Maharashtra)
- ii The significant finding of this review is that **6 of the 12 states visited are not adhering to basic schematic provisions that categorically mention that this programme is meant for out-of-school girls**. Out of the remaining 6, three are partly adhering to the schematic requirement. This is a serious shortcoming and GOI may wish to request the concerned state governments to ensure that KGBV school primarily reach out to out-of-school girls in the upper-primary age group.

- iii The proportion of girls from different social groups is given in table 1. Majority of the girls studying in KGBV are from SC, ST and OBC groups. The evaluation teams also noted that an overwhelming majority of girls were from poor families – thereby meeting both the poverty as well as social group criteria of the scheme.
- iv One state – namely Meghalaya – has handed over the KGBV to a missionary institution which has not adhered to any of the schematic requirements – the girls are not accessing full time school and only Catholic children are being enrolled. This merits urgent attention of GOI.

**Table 2: Basic information about KGBV in 12 states covered by this evaluation**

	Model adopted	Reach out to out-of-school girls	Criteria of selection	Building	Remarks
Assam	II	Yes, mostly	Poverty criteria not adhered in all	All rented	Large number of out-of-school girls in the state
Chhattisgarh	I (100)	No	Admitted girls who completed class 5, poverty / social group criteria met.	51 own building, 33 in rented building	Quality of food very poor. No record on drop outs
Haryana	I (NGO)	No. Say they reached out tot potential dropouts.	Advertisements and pamphlets in villages and CRC played crucial role in selection	All rented	In Mewat KGBV run by Mewat Model School Society
Jammu & Kashmir	I (6) and II (7)	Potential drop outs, girls who complete class 5 but no accessible UPS	Through HM / BRC	All rented and buildings in very poor state	Teachers paid poorly, schematic provision not used.
Maharashtra	I (100)	Yes, most drop outs	SSA mobilizers identify girls as per social group norms	All rented, but well managed and endowed	Classes 5-8, as primary ends at class 4
Manipur	I (100 capacity)	Yes	House to house survey. Poverty criteria used	Rented. Construction underway	High drop out
Meghalaya	II (NGO)	No, ad hoc admissions	All Catholic girls, no survey or any other transparent method adopted.	Own, DC given additional funds	High drop out, badly run, no full time school, rosary prayer for 3 hours a day
Mizoram	III	No, used as hotel for girls already enrolled	Did survey but enrolled already enrolled girls	Own building	Objective not clear, most dropouts Chakma girls
Punjab	III	No effort made to identify out-of-school girls	Not clear how girls were identified	Own building, very spacious	Many girls from same village
Tripura	III	Partly met	Through panchayat and school HM	Own building, secure with boundary wall	Only 20 girls in each KGBV
Uttarakhand	I (4), II (11), III (10)	Not entirely, 30% girls dropouts	SSA survey, poverty criteria used	Rented or government school building. Land just acquired	10-15 per cent drop out – due to sickness.
West Bengal	III	No, used as hotel for girls already enrolled	Ad hoc, no effort made to identify out-of-school girls	Own, in school compound	Objectives not appreciated

## 6 Enrolment and access:

- i This evaluation finds that the access related objectives have not been met in 6 of the 12 states visited (see Table 1 and 2). A large proportion of girls studying in the KGBVs are those who were already enrolled in school or had just completed class 5.

There are very few over-age and under-age girls in states where the KGBV is being used like a hostel. However there are over-age girls in those states that have tried to reach out to out-of-school girls.

- ii The selection criteria used vary across the 12 states visited as evident in Table 2. While most states said they used HH survey data, systematic mapping of out-of-school girls has not been done in most of the states visited. Advertisements, word-of-mouth information and proactive role of primary school headmasters have been reported.
  - a In Assam almost all the girls were out of school and were not enrolled anywhere before they joined KGBV – even though no systematic procedure was adopted for identification.
  - b In Chhattisgarh girls who had completed class 5 were admitted. However, it was heartening to note that orphaned and abandoned girls were admitted in KGBV.
  - c Haryana adopted two modalities – they advertised widely in the catchment community and CRC played a key role. However, the evaluation team found that most of the girls were not dropouts before they joined KGBV.
  - d J&K: Girls who had completed class five and those who were potential dropouts were admitted in KGBV.
  - e In Maharashtra community mobilisers of SSA identified girls using poverty and social group as criteria.
  - f Manipur used door to door survey in 20 villages around the KGBV. They made a list of eligible girls and admitted 60 out of which 13 have since dropped out.
  - g The selection process was ad hoc in Meghalaya. A Catholic mission admitted girls – all of them being Christians.
  - h Mizoram conducted a survey and ultimately selected girls who were already in school. This provided only hostel linked to a Sardar Vallab Bhai Patel School (government middle school).
  - i Punjab government got the facilities in place and then admitted girls – none of the girls are school dropouts.
  - j Tripura has worked closely with panchayats to identify girls and also manage the hostel. The proportion of out-of-school girls varied across the two districts visited.
  - k Uttarakhand used SSA survey data and held camps with mothers and girls for 2 weeks, followed by 2 months residential bridge course. Teachers, NPRC (Nyay Panchayat Cluster Level Resource Persons), PTA and other cluster level SSA functionaries were involved in selection.
  - l West Bengal has not tried to reach out to out-of-school girls and girls from existing UPS or those who had completed class 4 were admitted into KGBV – which is being used as a hostel facility.

## **7 Retention and dropout:**

- i The states do not collate information on drop out. The data available essentially pertains to the total enrolment and social-group-wise categorisation. During field visits almost all the teams reported that girls had dropped out. On the whole the proportion of dropouts from KGBV is not high.
- ii This clearly demonstrated that KGBV is catering to a felt need of the community and once girls are given the opportunity to study in a residential school, they are retained. However, overall cleanliness / quality of food and security influence retention.
- iii The one notable exception is Meghalaya. Initially 62 girls were enrolled but when the team visited the KGBV there were only thirty seven. More efforts are also needed to bring back girls who have dropped out as the KGBV still has vacancy. The BMC had provided the list of 32 out of school girls to the NGO on 5<sup>th</sup> April, 2007 for their enrolment in KGBV but till date the management has not made efforts to contact the girls.

## **8 Infrastructure:**

- i Six of the twelve states covered are running KGBV in rented premises. While the quality of infrastructure is very poor in four of the six states, the quality of rented building is very good in Maharashtra. For example Assam government has rented government buildings – the toilets are inadequate and space remains a huge problem. Maharashtra has not constructed any building so far but over 2 acres of land has been procured for KGBV. Land acquisition remains a problem in Haryana and for example in Jind (Haryana) girls are being bussed as hostel building is not ready. The evaluation team is of the view that this is a duplication of expenditure as SSA already provides for transportation for girls at upper primary level. In Uttarakhand the rented buildings are cramped and not very hygienic – as ventilation is very poor.
- ii The budget provided for building construction is inadequate in Uttarakhand, Tripura and Jammu and Kashmir. It may be essential to review construction costs in difficult terrain where land preparation is expensive and materials cost increased due to transportation costs.

## **9 Overall environment:**

- i Though conceptualised as a part of the broader SSA strategy, the KGBV often functions as a stand alone institution at the ground level. The challenge will be think through how to bring in decision-making and governance structures that on the one hand link the KGBV to the local community (local VECs/PTAs etc and parents) and on the other hand to the cluster, block and district level SSA structures.
- ii Cleanliness / hygiene emerged as a serious issue in Uttarakhand where poor ventilation and cramped space was further exacerbated by shortage of toilets and difficulties in accessing water. Similarly in one KGBV visited by the team in Chhattisgarh girls were going to the nearby pond to bath and wash clothes. Many girls have gastro-intestinal problems. In West Bengal and Tripura sanitary towels were not being supplied to the girls and menstrual hygiene was not given adequate attention.

## **10 Education quality:**

- i The overarching finding of this evaluation is that there is no significant difference in the quality of education imparted in regular government schools and KGBV. It is worth noting that the teaching and learning processes visible in KGBVs was textbook oriented and in most states and was not very different from the formal schools. The states following Model III have essentially used the KGBV scheme as a hostel with some supplementary tuition being imparted through tutors in the KGBV. The states adopting models I and II (with the exception of Meghalaya) have hired qualified persons as teachers. In Meghalaya the KGBV is run more like a NFE centre and girls are taught for barely three hours.
  - a In Manipur teachers have been appointed in an ad hoc manner from a nearby private school. In Uttarakhand the warden and one assistant teacher is from the regular teacher cadre. The remaining 3 are Anudeshika - paid 1000/- a month for a full time job – disregarding the minimum wage requirement of the government. Teachers and Anudeshikas are not hired according to subject-wise requirements of KGBV. The system seems to be ad hoc.
  - b In contrast the selection of teachers has been done with great care in Maharashtra. Young energetic and caring women with appropriate educational qualifications have been selected. Similarly the tutors in Tripura are also highly motivated and qualified.
- ii The assessment process is also similar to formal schools. Given that the children live together the KGBV could be more creative and also plan the classroom / learning processes better – by integrating the non-academic with the academic. KGBV can lend themselves to very different classroom practices. While it may be too early to comment on how the KGBV would develop and grow – the initial indications are that they are not very different from formal school.
- iii The teaching-learning needs of girls in the KGBV are a challenge as well as an opportunity. Those who had dropped out for a few years or faced a break in their

schooling due to family or other circumstances need a lot more effort / time to catch up with their peers who have continued in school. The challenge could become an opportunity in a residential programme that enables students to remain in school for 2 to 3 years. KGBVs can be the model schools where it can be effectively and visibly demonstrated that educational backwardness of many generations can be overcome and girls can be role models. This is possible if there is a realisation that the learning needs of such children merit greater understanding including sensitivity to their background. It is essential to work out what methods and materials to use to accelerate learning, how to enable children to reach grade level knowledge and skills. A residential school can add great value to the quality of education – as it is evident in the Mahila Shikshan Kendra experience of Mahila Samakhya and also some of the KGBV schools visited in the first round of the evaluation in 2006-07.

- iv It is disappointing to note that in the 12 states visited by the team, little effort has gone into leveraging a residential schooling to introduce a more interactive method of teaching. The library books (where available) are not being fully utilised.
- v While most of the KGBV visited maintained records of periodic examinations / tests – the evaluation team did not notice any significant difference between regular students and KGBV girls. However, in almost all the states the students, their parents and teachers said that additional tuition and individualised support by warden and tutors has made a big difference. They also said that since the girls are able to devote time to studies this in itself has made a huge difference to their learning.
- vi Language is a serious issue in tribal areas where the students face learning difficulties as the textbooks are in the state language. This issue merits serious attention.
- vii Most of the vocational courses and classes were gender stereotypical. Tailoring, sewing, embroidery, pickle making etc were common. Where these have been planned professionally (like in one KGBV of Tripura) even these traditional vocations add value. However, the problem is that in most of the KGBV visited the vocational aspect received little serious attention and only some ad hoc teaching / training were taking place.

#### **11 Teachers and tutors:**

- i When the KGBVs reach out to drop outs, to girls from disadvantaged communities, from extremely poor families and also from those in difficult circumstances, (as is the intention) it is often insufficiently appreciated that these children come to school with varied experiences and different learning levels. Therefore, teachers need special training / sensitisation to enable them to understand and appreciate the special learning needs of the students. In this respect in almost all the states the teams found that the training given was woefully inadequate. The teachers were not familiar with techniques for accelerated learning.
- ii The teams met with KGBV teachers who were young and enthusiastic. Overall the girls looked cheerful and happy. However, in-depth interactions with teachers revealed that many of the wardens and teachers living with the children needed more training to efficiently manage / administer the school, plan for health and nutrition and in the importance of hygiene.
- iii We were informed that the resources available for additional training were meagre and that routine academic training was to be done out of the SSA training budget. Perhaps more thought / planning needs to go into the special training and ongoing academic support needs of KGBV teachers. Being in a KGBV is a once in a lifetime opportunity for all the students and this opportunity should be used to enable the girls acquire a more broad based education and emerge as aware and confident young women.
- iv It was also felt that there needs to be a policy / guideline in each state for the recruitment and training of KGBV teachers / tutors (in model III) and some kind of forward planning for the teachers themselves could help motivate them. Many of the part-time teachers / tutors are young and have a lot of potential which can be developed.

## **12 Enriched curriculum**

- i The most disappointing feedback from the 12 states was to do with the enriched curriculum. While the students are playing a range of games and some of the girls are learning cycling / karate – there is no systematic approach to enriched curriculum in the KGBVs visited in the second round of evaluation.
- ii A careful documentation of life skills education and preparation of booklets with games and activities, audio tapes of songs could be valuable. Equally – integrating reproductive health education, sensitivity / awareness of the environment, legal rights, citizenship education (Bal Panchayats) and awareness about social issues could be a valuable addition to the KGBV curriculum.
- iii These KGBVs can become a turning point in the lives of girls who are exploring fulltime education after a gap or after dropping out. These girls can become role models in their community who can possibly emerge as a special cadre of girls who could play a catalytic role in their communities through the messages and practices they take back. This will help link them more creatively into their community and the panchayat. For this they will also require leadership training which will need to be integrated into the KGBV curriculum.
- iv The Mission is concerned that no attention is being paid to the issues of adolescence. As most girls are close to puberty age or have attained puberty, they need to be educated on personal hygiene as well as to understand the emotional and physical changes taking place. As part of vocational training, girls could be trained in the preparation of sanitary napkins. The inability to manage menstruation often leads to drop out or irregularity. These inputs can very easily be given by the wardens. However, wardens themselves need training and inputs on adolescent health, and the manner in which they can help the girls in their overall development. The Mission was informed that SSA is in contact with the Department of Health and Women and Child Development on the issue of preparation of sanitary napkins. The Mission urges that this issue be addressed as quickly as possible

## **13 Health and overall development:**

- i As reported in the first evaluation done in 2006-07, in this round too hygiene, sanitation and physical environment of the KGBV emerged as one of the worrisome issues in many KGBVs. The rented buildings where the girls are housed temporarily are not suited as the space was inadequate – mainly because large private buildings are not available at the block level in many states. Availability of water (in some KGBV the girls had to bath and wash in a nearby pond or fetch water from a well) is also an issue of concern. Storage of rations, washing space near the kitchens, disposal of garbage and sanitation needs greater attention. Health problems like scabies could partly be attributed to overall hygiene and also availability of sufficient water to practice personal cleanliness and keep the environs of the KGBV clean.
- ii The evaluation found that the location of KGBVs is an important issue. While there cannot be any strict national guideline or norms, it is nevertheless important for each state government to pay special attention to location and facilities – especially access to safe water and sanitation facilities.
- iii A worrying issue that emerged in West Bengal is that the entire 750 allocated per child per month for food is not utilised. The government has allocated Rs. 150 towards uniforms and have permitted the KGBV to use Rs. 600 per child per month. As a result the children do not get three sumptuous meals every day. There is also no convergence with the civil supplies authorities to procure rice, sugar and oil at subsidised rates.

## **14 Parents / community perception**

- i The evaluation team met with parents in most of the KGBVs visited (except Tripura). In Maharashtra mothers very excited that their daughters are able to read and write. Discussions with parents were quite insightful in Assam. Parents were happy with the arrangement and overall environment of the KGBVs. Parents are called for monthly meeting but they are free to come and meet their daughters as and when they feel like

it. Unfortunately, parents' meeting record register was not maintained. In Haryana a range of activities have been undertaken as part of environment building. These included rallies, mobilizing senior female citizens (Dadis and Nanis). The impact of this effort is showing results. The community is supportive of the programme as was clearly evident in the interactions with representatives of the community that included panchayat members, religious leaders, parents and especially older women. This has been a commendable effort on the part of SSA. The rationale of residential schooling for older girls in particular was well articulated by a father who said at home the girl is not left alone to study and everyone feels free to make demands on her time. And if she does not study she is scolded in school for not performing well and at home if she spends her time studying she is scolded for not fulfilling her household responsibilities. What was encouraging is that there seems to be growing community consensus on the right of a girl to education. This sentiment was echoed by mothers in several KGBV visited in Uttarakhand.

- ii There is active support of Jan Bhagidari Samiti in Chhattisgarh whose chairperson is a person nominated by the local MLA. The JBS was supportive and generally facilitative in two cases. In one case it was too interfering in the hostel nitty-gritty like specifying which brand of rice to purchase for the hostel. In another case the JBS member had hired his premises out to the KGBV at an exorbitant rent. In Katghora, the lady Chairperson of the JBS who is also the Chairperson of the Kshetra Panchayat is extremely supportive to the warden in times of emergency as she is a local resident.
- iii There is no committee for parent participation in Meghalaya. According to the Hostel rules parents are allowed to meet the girls only on Thursdays from 8.00 am to 9.30 am and on Sundays from 9.00 am to 10.00 am and 1.00 pm to 4.00 pm. The overall environment is secretive and parents are not permitted to even see the dormitory.
- iv In Tripura the team could not meet the parents as the girls residing in the KGBV come from remote villages. However, the team met with people (women and men) from the main village who seem to be quite happy with the arrangements. They wanted to send their own girls to the hostel and we noticed that many families were extremely poor and their children looked malnourished and weak. They asked why such facilities were not being provided to their children – boys and girls

## **15 Financial:**

- i The financial situation with respect to flow of funds from GOI to the state seems to be fairly good across the 12 states – except in J& K where GOI has not released funds for the current financial year. Coordination between KGBV in-charge and the SSA directorate is weak and the state government has not pursued fund realisation issues with GOI. The KGBV in-charge said that shortage of funds (from GOI) have been affecting implementation. Apparently the cook in one school had not received salary for 2 years. Salaries are also very low (Rs. 1200 pm for warden and cook, and teachers Rs. 1500 per month). Teachers do not even get even minimum wages of unskilled workers. This has affected the programme.
- ii In Punjab the unspent balance is high and this could be attributed to number of eligible girls. Against the sanctioned strength of 50 girls per hostel, there were only 25 girls in each school and the district authorities believe that the sanctioned strength is only 25.
- iii In Assam while funds have been received from GOI the cost of construction (which has gone up in the last two years) has affected infrastructure development. The salary given to the teaching and non teaching staff is not according to the GOI guidelines. For example warden receives Rs. 5000 per month, full time teacher gets Rs 3000, and part time teacher gets Rs 2000, the care taker gets Rs 2000 and chowkidars and cook gets Rs. 1500 /-
- iv In West Bengal the programme started after a delay of almost two years and flow of funds from the state to the district has not been smooth.

- v In Maharashtra delayed approvals due to legal issues has resulted in low utilisation of funds. Civil works have not yet taken off.
- vi In Uttarakhand low utilization is a reflection of the fact that construction of KGBV buildings has not begun in the state. So far only one KGBV building construction has commenced, in Sitargunj. This needs to be expedited as the schools are facing space and operational constraints in hired buildings which are ill suited to the requirements of the KGBVs
- vii In Tripura fund flow is not an issue. The state releases funds at one time (when it received from GOI) and the district also transfers funds to the Block immediately (within 7 days) the Block holds the money and transfers money to the VEC (which manages the school funds) and the bank account is signed by Pradhan (VEC chairperson) and Secretary (HM). The Panchayat, VEC Chairperson and HM are responsible for managing the funds of the school, including KGBV, NPEGEL and the school (MDM etc). It is indeed noteworthy that in South Tripura the VEC manages the funds of the KGBV effectively as VEC chairpersons take active interest in the KGBV. The 50 rupees stipend is handed over to the girls every six months. During discussions it was felt that – possibly the state can think about how best this stipend can be saved by the girls in order to help them complete 10 years of education (for classes 9 and 10) and also use it as an effective mechanism to teach them about banking.
- viii In Meghalaya the evaluation team was unable to get a clear picture of funds flow and utilisation. The stipend money of Rs. 50 was being split up - Rs. 30 was spent by the girls and Rs. 20 was handed over to the warden as savings to be paid back to the girls at the time of their leaving the KGBV. The detailed break up of the expenditure under the broad heads was not provided. All the procurement is done by NGO office and is not locally procured. It was found that the budget on TLE and parents meeting was not being used. The team observed that there were financial irregularities like less salary being paid to the teachers, procurement procedures not being followed, not following the staffing pattern provided by GOI. Spending Rs. 35,85,241/- for a model structure estimated to have been constructed for Rs. 15,00,000/- incurring expenditure on inadmissible items like transportation, maintenance, bridge course expenses etc.

#### **16 Monitoring and support / link with SSA**

- i The overarching feedback that we received from the 12 states is that while KGBV scheme is an integral part of SSA – the BRC/CRC personnel are keenly aware of the programme and in many states are actively involved in selection of students and teachers and also monitoring financial and administrative issues.
- ii Academic support however remains weak. The KGBV teachers said that they do not get regular academic inputs from CRC and BRC. We were also informed that monitoring is mostly financial and administrative.

#### **17 Good practices**

- i In this second round of KGBV evaluation we did not come across any significant good practices. There are some promising initiatives – but it is too early to call them good practices. A few of them are as listed below:
- ii Reaching out to dropout girls in Okhalkanda, Nainital: Okhalkanda was declared an EBB block as per the 1991 Census. But in 2001 Census this status was withdrawn. According to the SSA HH survey of 2007 the block has 27 dropout girls. This situation requires a review in view of the discussions with KGBV girls in Khansui. We had a group discussion with the girls about how they came to join the KGBV. They informed that they had dropped out of school after completing class V as they found it difficult to travel to UPS across a river in the monsoon and winter. Upon asking how far their village was located; they informed that the farthest village was Kakodaja, 95 km away. The village had 20 girls of which 3 were attending the KGBV. These 3 girls also counted about 20 girls by name in their village, who had dropped out of school. Similarly, 2 girls from Padampur, “three days walk” away

counted 8-10 girls from their village who had dropped out of school. Nine girls from Kundal village, 50 km away, who were in the KGBV also said that 6 more girls in their village had dropped out. At the end of the exercise it emerged that 60 girls from 9 villages, ranging in distance from 5 Km to 90 Km from the KGBV were dropouts as per specific information from the students from these villages. Seven girls also informed that they had younger sisters who were never enrolled (7) and eight girls informed that they had 10 elder sisters who had dropped out after class V, and were married now. This KGBV had admitted 10 pairs of sisters and three sisters who had no mother. We met the father who had come to meet the team. He was very overwhelmed that his daughters could study because of the KGBV as there was no one to take care of them at home. Though he was worried how he would manage after they passed class 8. Twenty girls came from agricultural families. Of the group of 50 girls only 4 girls reported that their mothers had been to school and 12 whose fathers had studied between class 8-10. This KGBV is serving a large block which is spread out in 3 directions. To cover the catchment more such KGBVs are needed to reach out to other dropout girls in the area who are as yet untapped, even though the Okhalkanda has been declared a non EBB block. The state needs to ensure proper targeting of dropout girls to provide educational access to girls through Bridge Courses, KGBVs and linkages with NIOS for those who have passed class.

- iii Assam: The KGBV buildings are secure and spacious with open spaces. All posts are filled (even though the number does not conform to the KGBV scheme) and there is 100% retention. The state government has ensured good quality 2 tier beds and mattresses and 2 blankets for every child. All KGBV have cooking gas supply. The entire 750 per child per month spent on food. The quality of food is good and sumptuous. Donation taken for TLE, TV / DVD Dish, computers. The state government has issued strict instruction that there should be no compromise on food. There is good convergence with civil supply departments - subsidised grains / sugar / oil / kerosene. Excellent team in the state level.
- iv In Chhattisgarh the government has been able to dovetail state funds for infrastructure through the Jan Bhagidari Committee. However this has also led to greater interference of the committee in the day to day management of KGBV.
- v In Haryana the team found that the girls look genuinely happy and there is a desire to learn / enjoy life; strong community and panchayat support; government is also proud of it. In Mewar where the focus is on Meo – the teachers are Hindus and girls are Meo and it is working well. The government's insistence on a minimum space of 3 acres is a good idea.
- vi In Maharashtra the KGBV were very clean, all children participate in the cleanliness drive – the campus is clean and beautiful. . The records were also well maintained.
- vii In Tripura the state government has given the KGBV scheme high priority and this has ensured that the programme is regularly visited by the state gender coordinator.

**17. Design change related recommendations to GOI:**

- a. The unit cost for construction need to be revisited in the XI Five Year Plan. Construction cost in hilly areas (Uttarakhand, Tripura and Jammu&Kashmir) and remote areas (Northeastern states) is much higher due to higher cost of materials and also land preparation costs.
- b. A dedicated budget needs to be made for training and continuous academic support to KGBV teachers and tutors. Similarly a lump-sum / dedicated budget could be allocated to enable state government to hire the service of a group of experts to enrich the curriculum.
- c. GOI could explore linking KGBV to the National Open School – so that girls who complete class 8 can continue to be linked to the KGBV and appear for 10<sup>th</sup> class examinations through the open school. This may require minor modification in the scheme.

**18. Recommendations for the state governments:**

- a. First, all the states should adhere to the scheme and enhance intake to 50 or 100 per KGBV. Six of the 12 states have not adhered to the schematic requirement of reaching out to out-of-school girls. GOI needs to raise this issue and link future approvals / fund releases to adherence to basic schematic pattern.
- b. Second, an intensive orientation workshop is required for all the Wardens and 7 BRC/CRC staff who are associated with KGBV. This should include gender sensitisation, managing a library and supplementing formal education with enriched curriculum, how to enhance the self-esteem and confidence of the girls. This training could include sharing of best practices from different states and from MSK (Mahila Samakhya). The wardens need to learn to manage existing space better. This workshop could also include planning for excursions and organising preparatory camps (bridge courses) within the schedule of the KGBV. The vocational component also needs to be discussed in the orientation workshop. It may be good to invite the local woman panchayat member to the workshop so that she can monitor the KGBV more effectively.
- c. Third, there is a need to ensure that teachers are paid a decent wage (adhering to the provision in the scheme) and teacher training needs greater attention and in should include appropriate pedagogy, keeping the unique opportunity of transacting meaningful education to girls in a residential mode.
- d. Fourth, the states need to reach out further to the deeper layer of out of school girls through village mapping. Existing group of girls / mothers could act as active linkage to this layer.
- e. Fifth, the education department could interface with the health department (NRHM / RCH) and provide Iron and folic Acid, de-worming, regular health check-up (including eye testing) and special support to girls with disability;
- f. Sixth, it is recommended that the KGBV organise bi-annual meeting of parents to get a feedback and also help them support the girls.
- g. Seven, all KGBV should maintain record (including child-wise profiles and compiled information) on enrolled, attending and drop out girls. Information on dropouts need to be collated at the state level.
- h. Lastly, hygiene and cleanliness is an integral part of education. The students should be educated about how to maintain a clean toilet and bath area and ensure that their environment is clean.

VERION 2, 9 FEBRUARY 2007

## NATIONAL EVALUATION

### NPEGEL

*The National Programme for Education of Girls at Elementary Level (NPEGEL) is a focussed intervention of Government of India, to reach the “Hardest to Reach” girls, especially those not in school. Launched in July 2003, it is an important component of SSA, which provides additional support for enhancing girl’s education over and above the investments for girl’s education through normal SSA interventions. The programme provides for development of a “model school” in every cluster with more intense community mobilization and supervision of girls enrolment in schools. Gender sensitisation of teachers, development of gender-sensitive learning materials, and provision of need-based incentives like escorts, stationery, workbooks and uniforms are some of the endeavours under the programme.*

*The scheme is being implemented in educationally backward blocks (EBBs) where the level of rural female literacy is less than the national average and the gender gap is above the national average; in blocks of districts which are not covered under EBBs but are having at least 5% SC/ST population and where SC/ST female literacy is below 10%; and also in select urban slums. About 3164 educationally backward blocks are covered under the Scheme in the States of Assam, Haveli Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Gujarat, Jharkhand, Haryana, Himachal Pradesh, Karnataka, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttaranchal Meghalaya Dadra & Nagar and West Bengal.*

*Source: GOI, Department of School Education and Literacy, MHRD*

1. A National evaluation of *National Programme for Education of Girls at Elementary Level (NPEGEL)* was commissioned by the Department of School Education and Literacy, Ministry of Human Resource Development, Government of India in 12 States. The six teams were constituted to carry out the evaluation are as follows:
  - i Assam and Meghalaya - J.M. Abhyankar and Mona Yadav;
  - ii Haryana and Maharashtra - J. Kameshwari and Sharda Jain;
  - iii Jammu & Kashmir and Punjab - B.H. Girija and Usha Nayar;
  - iv Manipur and Mizoram - Deepa Das and A.K. Singh;
  - v Uttarakhand & Chhattisgarh - Nishi Mehrotra and Subhashini Paliwal;
  - vi West Bengal & Tripura – Najma Akhtar and Vimala Ramachandran.The team leader was Vimala Ramachandran.
2. The team was briefed by GOI on 19th November, followed by field-visits through in November and December 2007. The entire team met in Delhi from 7th to 9th December 2007 to discuss the state visits and agreed on the consolidated national report. This synthesis report draws upon the presentation of highlights during the meeting and individual state reports while presenting the common issues and exceptional highlights that emerged from the state reports.

3. **As per the TOR the specific objectives of the evaluation were to:**
- i Assess whether the objectives of the NPEGEL scheme are being met in Educationally Backward Blocks where the scheme has been operationalised.
  - ii Assess the availability and quality of infrastructure in these schools including progress made in providing additional room, toilets, drinking water and electrification through NPEGEL funds. Check how this is dovetailed with normal SSA funding to augment school infrastructure. Activities that are being organized in the additional room that has been made available to the MCS and the benefits perceived by girls/parents/community.
  - iii Assess the material inputs (e.g. teaching learning equipment, library, sports equipments, vocational training, computers, self defence, life skill education, riding bicycles etc.) that have been provided to the MCS under NPEGEL – what has been provided, whether they have been used, the extent to which schools/girls have benefited from these inputs, their present condition, and their usefulness.
  - iv Comment on the additional incentives (e.g. uniforms, stationery etc.) that may have been provided – the items, their cost, how the items were decided upon and assess the benefits accruing to the girls who received them.
  - v Study the impact of interventions targeted at ‘out of school’ girls, the coverage of girls/villages by the interventions in the cluster, and ascertain the extent to which these girls have been educationally benefited through mainstreaming or learning through open schooling systems or alternative learning centres. In this context it will be useful to assess whether the number of ‘out of school’ girls shows a declining trend in the cluster/block
  - vi Linkages with systems of open learning – nature of linkage, number of girls benefited.
  - vii Study the interventions for ‘in school’ girls – describe them, and assess their ability to impact on the learning outcomes as well as improve their attendance/retention and generally creating a supportive environment for girls’ education in the area.
  - viii Progress made with regard to gender training of teachers in the clusters – study the training module, method, training materials and the resource support used for these trainings. Ascertain its linkages with the general in service training under SSA every year and the value addition by this gender training.
  - ix Study the ECE centres, libraries, bridge courses, remedial classes, vocational/life skills education programmes wherever they are being implemented assess benefits to the girls and linkages with other girl child oriented inputs in other SSA components.
  - x Find out the extent of community involvement in planning, implementation and monitoring of NPEGEL, the additionally through NPEGEL funds over and above community training under other component of SSA.
  - xi NPEGEL being run through different management systems eg. Mahila Samakhya/NGOs/SSA - assess their role, effectiveness and inter-linkages.
  - xii District and State systems designed for monitoring progress of NPEGEL and for capacity building of NPEGEL implementation in the field/districts.
  - xiii Highlight state specific good practices, which could be disseminated.
  - xiv Suggest changes/modification in the design of the present NPEGEL scheme with justifications (Not more than 3).

- 4. Overarching observations:**
- a. In most of the states visited the implementers had a limited understanding of the objectives and strategies envisaged in the scheme – there are some exceptions of course. In some states implementation is inconsistent while in many states it is still at a nascent stage. There is also some confusion between the girls’ education aspects of SSA and the specific provisions of this scheme. It is evident that there is an urgent need to enable all functionaries - gender coordinators, BRCs and CRCs to see the link between all the interventions and evolve them as an organic and integrated strategy that addresses the needs of girls in a decentralized manner. Since the commencement of KGBV and NPEGEL programmes, gender has once again been brought centre stage, it is imperative that all SPOs take a lead in developing an overall gender perspective and integrated approach to girls’ education. While the potential of the NPEGEL is seen as critical, the translation onto the ground is fairly limited.
  - b. In most of the states visited the activities taken up under the scheme are limited to the MCS (Model Cluster School) and have not percolated to the other schools in the cluster. The exceptions that were visible depended a great deal on block and cluster level leadership or the individual teachers. Cluster level planning for universal enrolment and attendance of girls and planning for dropouts was not very clear in the majority of the clusters visited. State and district level officials in many states do not have an understanding of gender issues despite the fact that they have undergone some kind of gender trainings organised by the SSA state offices, except 3 states – West Bengal, Manipur and Mizoram. In Chhattisgarh there is clarity of vision at all levels and it is also integrated with health (Mitanin programme).
  - c. In WB the district level officials frankly admitted that they were not clear about the scheme and that it will take some time before they understand the scheme. Discussions also revealed that they had not read the guidelines and were unclear about what the main objectives of this scheme.
  - d. In Tripura and Maharashtra there is a clear understanding among senior officials that NPEGEL is a scheme which provides additional resources and opportunities to facilitate access to quality education for the *hard-to-reach girls* from deprived communities. Hence it is not a duplication of SSA provision. Rather, it rests on recognition that universalizing girls’ education requires 'additionalities' of diverse kinds.
  - e. The scheme reflects the ground reality of individual agency very appropriately. When a dynamic / interested and also sensitive officials takes charge the texture of the scheme changes for instance in Tripura - a dynamic Panchayat President (lady) and HM has energised the MCS to reach out to all the villages in the cluster. In Punjab the teacher award money is being used to give prizes to outstanding girls. At the other end in West Bengal, a male urinal has been constructed in the NPEGEL room and local officials were not aware that this contravenes the guidelines. In Manipur and Mizoram no specific orders for the scheme have been issued. Neither have guidelines nor operational manuals been developed. In fact, discussions on implementing the scheme have been rather limited.

**Table 1: Coverage**

State	Districts	EBB	Clusters	Remarks
Assam	8	15	98	
Chhattisgarh	15	101	1424	Coverage is total
Haryana	10	36	326	
Jammu and Kashmir	13	109	302	563 approved
Maharashtra*	17	36	524	As of July 2007
Manipur	1	1	3	Total 8 clusters in the EBB
Meghalaya	0	0	0	Discontinued in 2007
Mizoram	1	1	12	
Punjab	1	1	8	(47 were sanctioned in 2005-06 and 39 withdrawn in 2006-07)
Tripura	3	7	7	According to GOI there are 40 approved MCS clusters
Uttarakhand		13	377	According to GOI – 398 clusters are to be covered in 38 Blocks in 13 District. 20-22 schools covered in one cluster.
West Bengal	10	59	1064	Called Udita Kendra, implemented in 2007.

Source: Data collected during the evaluation, November-December 2007

\*: Data not provided in state report

- f. The ad-hoc approach to vocational training was evident, perhaps because of limited vision, in almost all the MCS schools visited. The focus was on gender stereotypical craft work and tailoring, embroidery and weaving skills rather than vocational skills. These classes were being run on a short-term basis without envisaging a time bound course that would enable the girls with complete competency. This gave an impression of haphazard planning and execution.
- g. In many states (Uttarakhand, Tripura, W Bengal, Mizoram) the coordinators at different levels are male. Gender sensitisation of officials at different levels has not been done and as a result this scheme is being viewed as a routine SSA component for building, materials and incentives.

**Table 2: Basic information on NPEGEL, 12 states covered in this evaluation**

State	Whether fully operational	Is entire cluster covered	Main activities	Are out of school girls targeted
Assam	No, identified MCS in October 2007	No	Planning stage only	Yes, through Mahila Samakhya
Chhattisgarh	Yes and well integrated into SSA	Yes, cluster too big sometimes covering 30-40 schools	Coaching classes, Meena corner, craftwork of the girls, some MCS have computer. Incentives given including cycles and sharing library (across schools)	Identification and enrolment of dropout girls
Haryana	Yes	No – only MCS school covered	Incentives (cycles, sweaters, bag, dictionary etc.); hobby classes, Meena kit,	No
Jammu and Kashmir	Not fully – but activities have started	Yes, to identify out-of-school girls	Vocational training, ECE where there is no AWC, educational excursion, health camps	Yes – has started
Maharashtra	Yes	Yes – in training and camps	Incentives (uniforms, cycles for VI-VIII class girls, bags)	Yes
Manipur	No	Yes, through remedial teaching	Remedial teaching in 3. Proposed incentives, ECE planned	Proposed – but not yet started

Meghalaya	No – it has been discontinued.	No	No	No
Mizoram	Yes	Yes, partially	Vocational training – content not defined, child care centre. Incentives given to girls (educational material and even school supplies like stamp pad and chalks). Teacher awards for girls enrolment given	Not addressed. However mobile school being run
Punjab	Yes	No	Vocational training – traditional stitching / embroidery. Decoration pieces with waster material. No additional incentives.	No
Tripura	Yes	Yes in one district and no in other district visited	Remedial teaching, vocational classes (tailoring, weaving) Bicycles for girls living in far off villages – 20 in each MCS.	Yes in one district and no in other district visited
Uttarakhand	Yes, state guidelines issued from time to time,	No	Remedial training / coaching, gardening, candle making, health check-up camps, yoga, knitting, taikwondo etc. Child care centres – catering to girl children only.	Yes, gathered information –analysis and follow-up not evident
West Bengal	Yes	No	Remedial teaching, vocational (tailoring etc ad hoc), school award (criteria not spelt out)	Team informed that out-of-school girls covered but did not see evidence of this during field visit – except in one where list shown by HM.

**5. Whether objectives of the scheme are being met:**

- a. On the whole – this evaluation is of the view that the objectives of the scheme are not being met. The good exceptions are very few and scattered, but overall evidence of cluster level, context specific planning was not quite visible. Activities are not determined according to local conditions.
- b. In five of the twelve states the scheme is not fully operational as capacities to analyse the situation of girls’ education in the clusters and plan on the basis of the analysis needs has yet to be developed/strengthened for enhancing the outreach and impact of the NPEGEL scheme.
- c. The vision to treat the MCS as a resource hub for all the girls and schools in the cluster is not visualised. As a result, the programmatic focus has been essentially on girls in the MCS and the village in which the MCS is located. Though distance of MCS to the other schools and villages were highlighted as limiting factors in states like J&K, Uttarakhand, Manipur and Mizoram.

**6. Quality of infrastructure and dovetailing with SSA:**

- a. The state-wise situation with respect to infrastructure is given in table 3 below.
- b. Buildings have come up in 9 of the 12 states visited – however girls’ toilets was not available in 4 of them and in one state the team saw a male urinal in place of a girls’ toilet and room itself was being used by the sports teacher.
- c. In some states the infrastructure development is of good quality – the MCS room and toilets well constructed with the requisite equipment being in place. While the infrastructure may be there the usage for the purpose is often not proper as in Manipur where the rooms are being used for local level NPEGEL committee meetings and in one cluster being used as a lunch room by the children for eating their midday meal and also for teacher training.

**Table 3: Infrastructure, usage and costing related information**

State	Infrastructure ready	Usage	Costing related
Assam	No yet ready	-	-
Chhattisgarh	Yes, with toilets	Vocational training and other activities	No comment in state report on construction cost
Haryana	Yes, but no toilets as yet	Hobby classes, vocational training	
Jammu and Kashmir	Yes – with functioning toilets	Vocational training, library and also as additional classroom	Cost of construction higher than budgeted
Maharashtra	Yes, completed, but huge variation in quality.	Vocational / hobby classes, singing / dancing	Additional funds mobilised in some through MPLADS
Manipur	In progress in 2 clusters. No provision made for toilets	-	Funds not adequate for toilets also.
Meghalaya	Initiated in cluster visited	-	Insufficient funds
Mizoram	Yes, rooms constructed. Attached toilet for girls.	Vocational training	Buildings are fairly good with open space. But have tin roofs.
Punjab	Yes with functioning toilets and running water.	Materials are kept	Have mobilised additional funds.
Tripura	Yes building ready – but no toilets in 3 MCS visited.	Sewing machine, sports equipment, musical instruments etc.	High cost of construction cited as reason for inability to construct toilets.
Uttarakhand	Yes – with toilet.	For vocational training and girls specific activities	No comment in state report on construction cost
West Bengal	Yes, no toilets in all, in one male urinal.	Saw sewing machine in one, mostly new building not yet used. In one school it was inaccessible.	No specific comment on construction cost.

- 7. Material inputs and training (including vocational):**
- While a range of materials was available in the MCS – their usage varied. Sewing machines were the most common equipment available. The approach to tailoring is ad hoc and (with the exception of a few MCS visited) there was no specific curriculum and the approach to vocational education was ad hoc. There are a lot of activities, with the girls learnt a bit of this and that, some hobby classes – but not gaining enough competencies. Computers were available in 2 – 3 states, but there were no teachers. Some MCS in these states had new sports equipment neatly stored in almira, which was not used by the girls.
  - Mostly, part-time instructors have been employed for vocational courses/hobby courses, who themselves require professional training and visioning to plan courses to engender proper competencies in the students.
  - There are examples that could be looked at for instance, the skill based education in Chandigarh, where the skill training is integrated into the timetable, whereby a child gets 100 hours of training in a given skill during the course of the academic year. The state governments could endeavour to make the vocational trainings more professional by inviting national institutions like NID to develop designs and train the girls in new ways of using local materials they are familiar with. This would certainly enhance the value of the products they can make. The focus should be to teach them more than what they would learn at home.
  - The library books and TLM have been provided in the majority of states, but usage is a critical factor. The use of library and supplementary reading material in classroom transactions has still to commence.
  - All the review team members felt that a strong life skills component needs to be added for girls at this level. A common curriculum for the MCS and the KGBV could be developed.
  - Remedial teaching and private tuitions are fairly common as parents and girls are eager to do well in examinations once they are in school. They view education as an important step towards personal development and securing

the future of children. This is true for both boys and girls. Before and after school remedial teaching was visible in 50% of the states visited through part time teachers.

- g. In a couple of MCS visited in Uttarakhand, Maharashtra girls were doing taikwondo and karate respectively, sewing/stitching, painting, papier mache and other things as well. While in the former state they had the dress for the purpose in Maharashtra they were wearing the regular skirts and blouses which were cumbersome. The review team strongly recommends extension of karate/ taikwaondo training in all schools as well as the KGBVs, along with provision of appropriate uniforms.

**8. Additional incentives:**

- a. Seven of the twelve states have provided specific additional incentives.
- b. Provision of cycles has been quite popular and where (like in Tripura, Chattisgarh) it is targeted towards girls who live more than 2 or 3 km from the school – it has made an appreciable difference to their attendance.
- c. In some states like Uttarakhand and Haryana girls have been provided sweaters, socks and shoes apart from the regular uniforms.

**9. Are out-of-school girls being reached:**

- a. Presently, out of school girls ‘the hardest to reach’ are getting little attention under NPEGEL where regular schools are normally identified. In 6 of the 12 states (50%) all the schools in the cluster are not being covered and the programme is limited to the specific MCS. In three –four states the hard to reach girls are not being accessed because of the terrain and geographical barriers, as in Uttarakhand, Mizoram and even Chattisgarh.
- b. In five states out-of-school girls are not being addressed and in two states the team did not find evidence of out-of-school girls being involved (even though the state government said that they had tried to bring out-of-school girls back to school).
- c. In Haryana the mission saw older out of school girls being reached, more by chance than the result of a well thought out strategy. What this suggests is the possibility of having well planned skill training that could actually serve to attract older girls into the school system and once the girls come regularly a plan for building basic elementary level competencies could be worked out. Also in Uttarakhand through MS, older out of school girls were reached for professional courses, albeit for sewing and tailoring.
- d. The focus on the ‘out of school’ girls in the blocks needs to be addressed through NPEGEL. Additionally, capacities to analyse the situation of girls’ education in the clusters and plan on the basis of the analysis needs to be developed/strengthened for enhancing the outreach and impact of the NPEGEL scheme. Ability to connect with the needs and priorities of the ground situation while planning would be critical.
- e. Out of school girls visible in the different state level data have been tapped for inclusion in schools to some extent only. They need to be carefully tracked not only for retention but also for improved learning levels. Their vulnerability to dropout is high, so unless they are tracked consciously they may slip back to the old status.

**10. Linkages with open schooling or learning:**

- a. In none of the states had the SSA state offices established any formal linkages with open schools, perhaps because of a lack of vision. This is a major lacuna in the scheme which needs to be addressed by all states so that the efforts of the scheme are not in vain. Girls have to move to secondary

level through different strategies and the open school system is one which is crucial for many of them in remote areas.

**11. Interventions for in-school girls to improve attendance, learning etc:**

- a. In a couple of states like J&K and Chattisgarh remedial teaching and student evaluation for learning outcomes is being carried out at block & cluster levels so as to raise the learning capacity of girls. After evaluation the girls securing less than 40% marks in particular subjects are being given subject specific remedial teaching through trained part time teachers, either before or after school. This helps in increasing the learning capacity of the girls, which indirectly helps in retention and completion.
- b. Another very popular intervention thought of by states was providing vocational training (sewing, candle making, weaving, tailoring, knitting) and this was viewed as a strategy to improve attendance. Despite these being gender stereotypical, the parents, teachers, communities and girls themselves were very happy with these inputs which have somewhat helped in improving retention of girls. “This will help them to stitch their own clothes and uniforms and that of their family members to some extent.” In more than 4-5 states the girls said they are able to stitch their uniforms when they wear out or tear after they have learnt sewing.
- c. Giving cycles to girls living more than 2 to 3 km away, in non hill regions, is also being perceived as an intervention to improve attendance. Cycling to school really improves the self confidence levels of girls. They also feel that they will be able to continue their education after class 8, as they can cycle to the secondary school too, later.
- d. Under the NPEGEL scheme sports events, symposiums, debates and cultural programmes have been carried out at zone, district, block, and even cluster levels in 3-4 states. These competitions have instilled a sense of achievement and confidence in the girls, besides providing them exposure as they have to go to the district and state level for participation. Travelling and living in large groups as a team really impacts their sense of identity. And when they win in events they feel even more elated.

**12. Gender training for teachers in the cluster:**

- a. In seven of the twelve states only some gender training has been done. In one state coordinator informed that gender training was done but the team did not see evidence of it during field visits. In two other states training was planned and partially executed. The gender training module in shown in two states was the routine one for regular teachers, but not specific for NPEGEL. The gender component remains weak for lack of sufficient understanding of the concept itself and its operationalisation as gender is equated with number of girls.
- b. It was difficult for the team to assess what kind of gender trainings were imparted and whether they had any impact. In the majority of states what surfaced very clearly was that having fulfilled the basic requirement of providing qualified teachers, further investment in capacity building was wanting. The requirement is for weaving in imagination and exposure to constructivist approach to learning as an ongoing framework of teaching-learning transaction. These inputs can optimize the existing investments of training at all levels.
- c. However, in co-ed schools as in J&K, it was felt by the teachers and the officials that exclusive attention and activities for girls is good but neglecting boys is not warranted. Many activities can be planned for both boys and girls together which could be low cost or no cost so that *gender friendly schools* are developed on the whole. Similar observations were made by the team

from Maharashtra, where boys were marginalised reflecting adverse discrimination. Even excursions which were planned for girls only, upset parents as boys were not included. This has led to some resentment especially in areas where the overall reflects poverty / deprivation is high This feedback came from J&K, Tripura. As regards other incentives too there were differences - girls had uniforms and bags and boys were in tattered clothes in Maharashtra.

- d. The states have yet to evolve focal areas of research, extension and information dissemination to increase output of gender sensitive, quality teaching-learning material especially in regional languages, and decentralized area-specific models of interventions to break gender stereotypes and bridge gender disparities.

**13. Linkage with SSA components / strategies for girls education:**

- a. The state and district officials perceived a great deal of overlap between SSA girls' education component and the specific provision of NPEGEL. While this scheme is fully integrated into SSA – there is little clarity on how this scheme could be leveraged to make a difference for out of school girls and school going girls at the cluster level.
- b. In most of the States the two GOI schemes -NPEGEL and KGBV - have their separate existence managed by separate individuals, hence there are no linkages drawn between NPEGEL and KGBV. In Dahanu Block Haryana for instance, the MCS was a few minutes walk away from the KGBV and there was no interaction between the MCS and the KGBV. It had not occurred to the managers that it is desirable to have an interaction between the KGBV and the school as this would have helped foster an interaction and dialogue between differently placed girls.

**14. Community involvement:**

- a. This is another weak area and with some notable exceptions as again it is subsumed in routine SSA activities. Parents / local community have not been involved in planning, implementation and monitoring of this scheme. There is little engagement in exploring how community involvement could be used to improve girls' access to and retention in schools. There are however some notable exceptions – in Tripura one NPEGEL school was being closely monitored by the local panchayat president and she had forged close linkages with the community (see good practices for more details).
- b. However – meetings with the community in most of the states (invited to the school on the day of visit) revealed that the parents appreciate additional incentives, vocational training, cycles and other specific activities. Since these activities were limited to the MCS largely, parents from distant schools felt that their girls were losing out on the opportunity of even these basic skills.
- c. In Haryana, the effort to involve older women has been an effective strategy. They serve as escorts to girls, and in a few cases the women stay at the school to escort the girls back home. This strategy addresses the security concerns of parents but also creates a space for older women to play a key role in ensuring the education of girls. Similarly community leaders and PTA members, especially older men were emphatic in stating that girls need education even beyond the elementary level. In some cases they stated that the community would provide the land for a good high school to be constructed. With community aspirations on the rise, the responsibility on the system increases to provide quality education.

- d. So far, only MTAs and MS/Women's Groups are have been involved for seeking active support for MCS in NPEGEL. The large emerging network of SHGs in several states could be potential partners too.
- e. Girls were most excited when talking about excursions they had been on. In one state the criteria of selecting girls for such trips was the first three girls in the class with good results (in classes 6-8) from each MCS in the block. But again girls from other schools in the cluster were left out.
- f. In Chhatisgarh and J& K during the community mobilization, MCS girls played a vital role in spreading the awareness regarding the schooling of girl child and equity between boys and girls and the fundamental right of education.
- g. In Tripura the VEC and Panchayat have identified out-of-school girls and have made efforts to enrol them and also provide vocational training as an incentive to come to schools. Such one off examples can become the norm if efforts are made by functionaries to partner with communities.

**Table 4: Community involvement, gender training and monitoring**

State	Community involved	Gender training of teachers	Separate monitoring	Coordinators trained
Assam	No	No	No	MS coordinators trained, not SSA
Chhattisgarh	No	Yes – 11 day module on gender issues and 5 days on girls education	No	Yes
Haryana	Yes	Yes	No	-
Jammu and Kashmir	Yes – in construction and also monitoring activities	Yes	No	No
Maharashtra	No information in report	No	No	No information in report
Manipur	No	Yes in 3 clusters	No – yet to evolve	No
Meghalaya	No	No	No	No
Mizoram	Yes, active guidance – meetings, awareness campaign, hoarding and posters	Planned and partially done	Yet to evolve	No
Punjab	No training but some members of community came forward with support for health check up, donations.	No	No	No
Tripura	Yes in one district and no in other district visited	No	Yes – by state gender coordinator	No
Uttarakhand	Yes	Yes, but not specific to NPEGEL	Yes	Yes
West Bengal	No	Budget allocated and spent but not confirmed in school visit	No	No

**15. Management and monitoring:**

- a. The planning process of the scheme remains top down as in other components and schemes. The inputs given were more for management and implementation rather than vision to include excluded and dropout girls in education and improve the quality of education in schools.
- b. In all states separate accounts are being maintained for NPEGEL and this does not seem to be an issue.
- c. The management system for NPEGEL is the same as the SSA programme across all states, but with a few exceptions (at block level where a dynamic

- teacher, gender coordinator or CRC/ BRC takes active interest in the scheme) monitoring is being done alongside SSA.
- d. Monitoring is also specific to utilisation of budget, construction and in a few places ticking off activities that are in the activity plan. Systems of qualitative monitoring of the NPEGEL scheme are yet to evolve. At present attendance and regularity is being monitored –the next step could be to monitor learning outcomes more rigorously and encourage the BRC and CRC to provide substantive academic support to NPEGEL schools. They could become a “quality hub” – and emerge as a centre for continuing education and training of teachers in the cluster.
  - e. Decentralised planning was evident in one NPEGEL school each, in Tripura and also in Chhattisgarh. Such good practices need to be disseminated within the state and other states so that other NPEGEL schools emulate the example.
  - f. In Uttarakhand there are no dedicated coordinators for NPEGEL at cluster level to handle and render support to the large number of schools. CRCs are totally detached, playing no active role in support, planning or coordination of activities even though AWPB were made at cluster level.
  - g. Across all states MCS has visibility only as model demonstration school – others are not learning from it – there is poor sharing of facilities and activities across large number of schools in cluster.
  - h. Evidence of planning with a detailed annual calendar of activities was visible in Chhattisgarh, developed at block level, for activities around the cluster schools. The team witnessed the cluster level sports and cultural meet organized in Koshwara cluster for three days. There was whole hearted support from the Pradhans and the Panchayat members to organize and manage it. On the way to Raipur several other such events were also visible along the way in other clusters. The ownership of NPEGEL activities by the committees at village and cluster level and the autonomy in planning has resulted in several variations and innovations

#### 16. State-specific good practices:

- a. **Assam:** Bridge course run by Mahila Samakhya and self defence training for girls. Bridge courses run by AMSS are well planned and the team observed that the teachers who are appointed are sincere and dedicated and are properly trained. The out of school girls have really benefited from it especially in the scattered habitation of tea tribes. Activities like self defence training, story telling and observing the girl child day on 24<sup>th</sup> September has been very useful for motivation of girls for education. Under the NPEGEL scheme life skill training leadership, adolescent health, challenges for girl child & for kishori manchs have been organised. Skill up- gradation trainings for girls above 14 years have also been planned. AMSS proposes a training programme in tube-well repair, mobile repairing, cutting- tailoring and bee keeping with the assistance of UNICEF. The community in the form of school management committee is involved in most of the activities but under SSA. (*State Report Assam: J.M. Abhyankar and Mona Yadav*)
- b. **Uttarakhand:** Mahila Samakhya, in Uttarakhand has undertaken implementation of NPEGEL in 6 blocks in its operational districts through 32 Model Cluster Schools. Strengthening and augmenting awareness building. MS also including drop out older girls in vocational training and remedial teaching. The functionaries commenced the programme through: Awareness and contact meetings with women and the community about girls education through– jathas, nukkads, wall writing, discussions and distribution of hand bills; Collection of school level data from schools; Village level surveys to identify further numbers of drop out girls; and Motivation of dropout girls to join schools, bridge courses, MSKs. This was followed up by a process of

identification of anudeshikas to teach girls; conducting remedial teaching classes to help girls of classes 4 & 5, enrolled in schools; organising vocational courses for older drop out girls – primarily tailoring as a full fledged course of 4 months; starting up ECCE centres associated with schools in areas where ICDS centres not there; continuing meetings with mothers and community to ensure retention of girls in schools and preparing older girls for continuing education through NIOS. MSP links up and partners with SSA more at community level to enlist support for working with girls both in school and out of school for furthering their education as it works with sanghas in the villages. They are able to reach out to the hard to reach girls in distant villages among marginalised communities to enable them to access education. (Source: *Uttarakhand Report, Nishi Mehrotra and Subashini Paliwal, December 2007*)

- c. **Haryana:** Summer camps on life skills for upper primary school girls – included physical exercise, yoga and exposure visit. Starting with 3 MCS in 2003-04, by 2007-08 Fatehabad district has 35 MCS and 61 child care centres. Under the NPEGEL programmes a wide range of vocational activities have been introduced such as tailoring, soft toys, cooking and cutting, darri making, embroidery, beautician course, household remedies and domestic maintenance have been introduced. As part of sports and cultural activities, yoga, dancing, games, road safety, first aid courses and health related activities have also been introduced. What merits special mention, however, are the 5 summer camps that were organized in mid 2007 for girls at the upper primary level as part of life skill development. 4 camps were held for 10 days each and one camp for 15 days. In each camp 50 girls participated. The duration of the camp was for a minimum of 4 hours per day. Starting with morning assembly the day schedule included physical exercise/ yoga, vocational classes and recreational and cultural activities to develop that confidence and articulation of the girls. 2 vocational/hobby activities were taken up everyday for which 2 vocational instructors were appointed. The camp also included exposure visits to historical places. *Source: State Report Haryana: Kameshwari and Dr. Sharada Jain reporting on Fatehabad District.*
- d. **Tripura:** Full ownership of KGBV and NPEGEL by the state government – and being implemented with vision and mission. The scheme has been understood by the officials managing the programme. The state government organised one orientation workshop. However the team observed variation across districts. In Dhalai the HM and Panchayat leader are fully aware and have used the scheme to ensure girls not only enroll but also attend school. However this was not the case in South Tripura partly due to recent transfer of IS, BRP and CRP. The understanding at the state level is excellent and the gender coordinator has attended GOI workshop in Patna. The state team is highly motivated – partly due to the personal interest taken by the Principal Secretary to ensure the state is able to maximise the provisions of the scheme to bring out-of-school girls into the formal stream. The NPEGEL scheme is essentially focused on getting out of school girls back to formal schools and also ensure the potential dropouts are retained through provision of bicycles and vocational training. The VEC and Panchayat have identified out-of-school girls and have made efforts to enrol them and also provide vocational training as an incentive to come to schools. Providing cycles to girls from far off villages has made an appreciable difference.
- e. **Tripura:** Dhanyaram Karbaripara SBS, Chaumanu, Dhalai District, a best practice NPEGEL school. As we walked into the NPEGEL school in Dhalai district we were greeted by the Panchayat Pradhan and the Head Master. The school was buzzing with activity and we saw 20 bicycles parked in the

school. The school has 8 classes, 438 students and 8 teachers (3 women teachers). The building a modest structure and located in a poor village. The students, teachers and panchayat leaders were all present to tell us about their efforts to make sure all girls enroll and attend school. The Panchayat Pradhan Mrs Onita Das explained that they have been able to get 17 out of the 25 drop-out girls from their cluster into school. They organised community level workshops in 4 Panchayats (40 habitations) and requested parents to identify the girls who had dropped out. The school then offered to give the girls bicycles to come to school and also agreed to provide uniforms, books, school bag and stationery. The local Panchayat then sent names of out-of-school girls to the school. The teachers and Panchayat went house to house confirming the names of the girls. They also discovered 10 out-of-school boys. This is one of the few NPEGEL schools that have made serious efforts to reach out to all villages / schools in the cluster. Vocational training classes – professional 3-month course in tailoring, bamboo work and weaving have been introduced in the room built under NPEGEL. The school has hired part-time teachers from the community to impart training. The girls displayed the work they had done and confidently explained the syllabus of the tailoring course. When we asked how they were able to reach out to all the schools / villages in the cluster – they HM Mr. Milan Mitr Barua said that it has been possible because of the wholehearted support of the Panchayat and the teachers. This school is indeed unique and merits special mention as a national best practice in the NPEGEL programme. (Source: State report, Vimala Ramachandran and Najma Akhtar, December 2007)

- f. **Chhattisgarh:** A dynamic model school cluster, Chhattisgarh. In the Kotmi MCS school the lady motivator of the NPEGEL cluster, Sunita Saraf, is a dynamic lady who travels from Bilaspur by train to her job. She coordinates the cluster of 21 schools in very rugged region of schools scattered far and wide. Kotmi village itself is very large having 11 schools. There are 3 month coaching classes for science and math and this is done 2 hours before the school hours. 11 girls have been identified for Open Schooling. Health check-ups for all girls and mothers have been organized in every school. There are three monthly creative crafts activity (papier mache / paper bag making) at the cluster level and in other schools in the cluster. They have honoured teachers in schools with 100% enrolment, retention and results - particularly for 5th and 8th. Seven girls from this cluster have stood in the merit list of class 8 and 25 girls in class 5. There were competitions and Pradhan fed children for 3 days. They have 8 women members in Jan Bhagidari Samiti. Sunita spoke of the inspiring story of two girls who benefited for furthering their education though the vocational course. She told about Parmeshwari Sahu an OBC girl who dropped out of school after class 1. She joined school again in class 4, continued her schooling, where she learnt sewing in the vocational course. Her father a rickshaw puller saved money to buy her a sewing machine. She now stitches clothes in her spare time to fulfil her dream of studying further using her own money. Similarly Ram Kumari, whose father had a disability dropped out as the family could not afford to send her to school. She was a very regular student so Sunita kept motivating her to continue her studies. She too benefited by the sewing class. Her uncle saved up some money to buy her a sewing machine through which she enough to support herself and her family financially. This year she will appear for the class 10 exam. A very basic skill has helped these girls to move out of poverty with dignity and above all, move up the educational ladder. Source: Chhattisgarh state report: Subhashini Paliwal and Nishi Mehrotra

**17. Recommendations:**

**a. Overarching – for GOI:**

- i. The basic purpose of this scheme does not seem to have been met in the states visited in the course of this evaluation. As of now activities are being planned according to the schematic template at the state level and the district / block functionaries are seen as implementers. They have not been able to use the scheme imaginatively as per the local context. Consequently, context specific planning, to reach out to out-of-school girls, potential dropouts and girls who are irregular as been missed out. There is also a great deal of perceived overlap between SSA and NPEGEL.
- ii. The team is of the view that this scheme is not fully being implemented in spirit of the design, though some good practices have emerged randomly. The visioning process on how the scheme can be contextualised has not taken off. The state and district officials are comfortable with standardised guidelines due to lack of visioning and perspective building at different levels. The team advises that a lot more inputs be facilitated by the state SSAs to strengthen the perspective of the state coordinators, gender coordinators and BRCs for them to appreciate the nuances of the scheme and address gender issues in the larger / wider school system.
- iii. This scheme should be discontinued in states where the governments that have not shown proactive interest in implementing the scheme and view it as yet another “diklat” from GOI. It is recommended that the scheme be made purely voluntary and approved only when a state government come up with specific decentralised plans. Equally, the scheme should be discontinued from states where only one or two blocks have been identified as EBB and the concerned state governments could be encouraged to focus on girls’ education within SSA.
- iv. Activities that are being provided for in SSA should not be duplicated in this scheme – especially bridge courses, alternative schooling. The funds allocated for cluster level activities (60,000 per cluster) need to be reviewed as they are insufficient for an entire cluster of schools, some of which are very large (18-20 schools). Equally, it may be worthwhile to review the scheme and make it more open-ended so that context specific planning can be done. Creative and very location / situation specific strategies are necessary. The scheme must proactively encourage alternative models and strategies.

**b. State specific:**

- i. GOI could assist the state governments (through regional resource groups / national resource group) in perspective building and in communicating the scheme in its totality, the degree of flexibility available for context specific intervention and share strategies adopted by different states.
- ii. A professional approach is necessary for the vocational component. The states need to take it seriously and ensure that the girls acquire competency in what ever vocation in which they are being trained. Casual / ad hoc approaches do not make any significant impact.

**National Evaluation of the Kasturba Gandhi Balika  
Vidyalaya (KGBV) Scheme and National Programme  
for Education of Girls at Elementary Level  
(NPEGEL) in Assam and Meghalaya**

By

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# **IMPLEMENTING THE KGBV SCHEMES IN ASSAM AND MEGHALAYA**

## **1. Introduction**

A National evaluation of the Kasturba Gandhi Balika Vidyalaya (KGBV) scheme was conducted by the Department of School Education and Literacy, Ministry of Human Resource Development, Government of India in 12 States. As a part of this evaluation the KGBV in Assam and Meghalaya were studied by a team comprising Mr. J.M. Abhyankar and Dr Mona Yadav.

The KGBV scheme was launched during 2004-05 when 750 residential schools were allocated to different states with educationally backward blocks. Later in February 2006 another 430 KGBVs were allocated to the States. This evaluation tries to broadly understand how well the scheme has taken of vis-à-vis the vision of the scheme.

### **1.1 Specific Objectives of the Evaluation**

The specific objectives of the evaluation are to :

1. Assess whether the objectives of the KGBV scheme are being met in KGBV schools which have been operationalized.
2. Assess the availability and quality of infrastructure in these schools including progress in new school building or hostels approved so far and condition of rented accommodation.
3. Study the category wise enrolment of girls and reasons thereof, in KGBVs.
4. Retention of Girls enrolled and efforts made towards the same.
5. Assess status of the quality of learning (pace / achievement levels).
6. The availability of teaching learning materials in KGBV schools, number and quality of teachers.
7. What are the parental / teacher / community's perception regarding functioning of KGBVs.
8. Find out whether effective processes for mobilization of drop out girls in the EBB was undertaken by State / district SSA / KGBV programme to maximize awareness of KGBV School.
9. Study the role and effectiveness of NGO's and other non-profit making bodies in running KGBVs.
10. Highlight state specific good practices which could be disseminated.
11. Suggest up to a maximum of three items in which the design of the present KGBV scheme needs to be changed with well based justification.

### **1.2 Objectives of the KGBV Scheme**

The promotion of dropout girls in the older age group, those who failed to transit to the upper primary level of education pose a serious concern as it has created a sizeable

backlog of older out of school girls. The KGBV scheme has been designed to tackle this backlog by providing access to upper primary education through residential schools to special category girls who are 'out' of school. First preference is accorded to girls who are:

- Living in scattered habitations with no school at close proximity
- In difficult terrains
- From migrating populations
- In difficult circumstances like abusive homes, orphan girls, girls who are differently abled, daughters of sex workers etc.

This scheme is not meant for girls who are enrolled in school or those out of school girls who have a school within access



## IMPLEMENTING THE KGBV SCHEME IN ASSAM : FINDINGS BASED ON FIELD VISIT

### KGBVs Visited

The evaluation team visited the KGBVs in Dibrugarh and Tinsukia district on 22<sup>nd</sup> and 24<sup>th</sup> November 2007. All the KGBVs in Assam were sanctioned in second phase. The State has started the implementation of KGBVs from 2006-07. Most of the KGBVs were operationalized from the first quarter of 2007. The KGBVs visited were running in the Govt. premises. Efforts were made to select the KGBVs on the basis of the category of the girls enrolled in these KGBVs and their location to get a representative picture of the KGBVs being run in Assam. The team was not able to see any KGBV running in rented premises. Details of the KGBVs visited is given in the table below.

District	EBB	Location of KGBV	Date of Estd.	Category of Girls.					
				SC	ST	OBC	Min	BPL	Tot
Dibrugarh	Panitola	BTC of Chabua	27.02.2007	5	5	38	0	2	50
Tinsukia	Guijan	Govt. Women's ITI Campus	13.03.2007	3	30	17	0	0	50

The category wise enrolment of girls in all 15 KGBVs is given in Annexure . In the light of the specific objectives of the evaluation, interactions were held with teachers, wardens, cooks, care takers, girls enrolled in KGBV, school management committees, Gram Panchayat Presidents, District Programme Officers, Block Mission Coordinators, Associate Block Resource Center Coordinators (ABRCC), District Programme Coordinators, Consultant (Special Focus Group), District Mission Coordinators, Additional Deputy Commissioner, State Consultant, Executive Director, Programme Associate and the State Mission Director during the visit to the State. One full working day was utilized for observing the working of KGBV. The Classroom / School processes, living area, cooking and dining area, area for recreation, sports and physical activities area, toilet and bathing space were observed and records being maintained were studied.

### Whether Objectives of the KGBV being met :

- The team found that State Government was adhering to the Govt. of India guidelines barring few exceptions and the same has been communicated to the concerned implementing authorities.
- The State has adopted **Model - II** for functioning of the KGBV and the blocks adopted for running of the KGBVs is predominantly of ST and OBC concentration, wherein there are more Tea-Tribes community and these tea tribes fall under the category of OBC.
- The team observed that for four primary schools there is one upper primary school and for fourteen primary schools, one secondary school, which is insufficient as per the Government guidelines especially the upper primary schools. This shows that there are large numbers of small scattered habitations especially of tea tribes' community that do not have access to primary or upper primary schools. Some of the children of these tribes have been covered by KGBVs but many more children, especially girls still remain out of school.
- Thus the state should have adopted Model - I with 100 girls instead of Model – II with 50 girls. The Panitola Block of Dibrugarh had 1155 out of school girls and Guijan Block of

Tinsukia district has 612 out of school girls, even if fifty girls are enrolled in KGBV still there are many who are still out of school.

- The KGBV at Panitola Block has girls in the age group of 8 -14 enrolled in stranded I –IV as a result of which none of them will complete class VIII by the time they attain the age of fourteen plus. Out of these there were two girls of Class VI dropout who were enrolled in class I<sup>st</sup> and 5 girls of class V dropout who were enrolled in III<sup>rd</sup> standard. However, when this issue was discussed with state authority they assured that these girls would be enrolled to age appropriate classes and simultaneously they would be given Bridge Course for completing the course of lower classes. The Guijan EBB Blocks has properly adopted the norms for enrolment of girls as they have enrolled girls in classes V, VI and VII respectively.

#### **1. Infrastructure :**

Out of fifteen KGBVs seven KGBVs are being run in rented building whereas the other eight KGBVs are being run in Govt. Building. The two KGBVs visited by the team were being run in Govt. Buildings. The schools which the team visited clearly indicated that considerable effort had gone in selecting and making the building comfortable. The following provisions were there in the building of KGBV at Panitola.

1. Classroom – one
2. Office cum teachers staff room : one
3. Wardens' room : one
4. Dormitories: seven (with four two tier beds accordingly eight girls were accommodated in each room.)
5. Dining Space : five benches and desks ( twenty girls at a time can be served dinner)
6. Kitchen room : one (spacious)
7. Store room : one (spacious)
8. Toilets : Four toilets, (out of these one toilet was used by staff)
9. Bathrooms : four bathroom, (one was used by warden)
10. In the center of the building there was a small garden in which a small space was utilized for kitchen garden and the rest of the space was used for growing seasonal flowers.
11. There was a play ground where girls were found playing games and there was lot of open land for playing Khabadi and Volley ball.
12. Cook and chowkidars' room – one

As observed by the team three toilets and three bathrooms are inadequate for fifty girls. Moreover the toilets do not have taps though there was a hand pump nearby the toilets and the girls draw their own water before using the toilets or going for bath. The toilets and bathrooms were clean. Toilets particularly were an issue of concern with regard to regular water supply but efforts were being made to keep them clean. There was only one classroom where all the four standards were being taught which definitely is inadequate and impedes the teaching learning process. There is no medical room, where girls can be treated separately, no common room for recreational activities and no computer room. For construction purpose the state and district authorities are still in a process of procuring adequate land. The KGBV at Panitola is being run in a building provided by Basic Training Center and, it is fully secure for girls. The estimated cost of the construction of the hostel as per the design providing all infrastructures exceeds the financial provision of Rs. 15 lakhs under Model – II, as pointed out by the concerned state authorities. Land acquisition has been a draught process and has been the main cause of delay.

The following provisions were there in the building of KGBV at Guijan Block.

1. Classroom – three
2. Office – one
3. Full Time Teachers' room – one
4. Wardens' room – one
5. Kitchen room cum store – one
6. Dormitories : five (with five two tier beds accommodating 10 girls in each room)
7. Toilets – eight
8. Bathroom – eight
9. Playground – huge ground was there in front of the hostel for girls to play games
10. Cook and Chowkidars' room – one
11. Big open space inside the hostel for carrying out indoor activities.

The team felt that there is inadequate space for recreational / vocational activities and there is no sick room. The environment was very clean, congenial and most suitable for educational institution. The KGBV is being run in the women's ITI campus which is very safe for girls. The toilets and bathrooms were very clean and adequate. The two tier beds, desks and benches for classrooms and dining room were sufficient for girls. Both the KGBVs were provided with steel almirah for office use, table chair for office and classrooms, mirror for girls in each room, black boards, utensils for kitchen and children, buckets and mugs, service utensils, plastic water tanks, notice board, three big trunks for staff and office purpose, gas and burners, one pressure cooker of 10 liters and one pressure cooker for 5 liter. One mattress, two bed sheets, two woolen blankets, one pillow and one mosquito net for each girl and for teaching and non teaching staff were provided. A pair of shoes, socks, comb, hair oil, washing soap, bathing soap and two set of uniform were also provided to each girl child.

The Guijam KGBV had a T.V and DVD which they got through donations whereas Panitola KGBV did not have any teaching learning equipment. The State authorities said that they did not have any provision for TLE grant in their budget provisions (but they are purchasing computer and televisions through donation money).

## **2. Category wise Enrolment of Girls and Reasons thereof :**

It was seen that the state had not made efforts to reach out to the specified categories of girls in terms of their social background.

- 2.1 As per the census data of 2001, Schedule Caste population is 6.85%, Schedule Tribe is 12.41% in Assam. Against this population, enrolment of children in the age group of 6 – 14 in Standard – I to VIII in respect of SC is 10.56% and ST is 14.37%. But surprisingly in all the 15 KGBVs run by the State , out of total 733 girls selected for these residential schools, SC girls are 42 (5.73%), Schedule Tribes 430 (58.66%), OBC girls 250 (34.10%), BPL girls 7 (0.95%) and Muslim girls just 4 (0.5%).
- 2.2 The team observed that in Panitola KGBV SC girls were 5 (10%), ST girls 5 (10%), OBC girls 38 (76%), Minority girls 2 (4%). In the KGBV of Guijan the team found that SC girls are 3 (6%), ST girls 30 (60%), OBC girls 17 (34%) with no girls from BPL and Minority Community.

- 2.3 The team obtained class wise data of out of school girls in the educational block of Hapjan, in which Guijan KGBV is located. It had 1829 out of school girls. Out of these SC girls are 324 (18%), 274 ST girls (14%), 1231 OBC, MOBC & General (68%).
- 2.4 It is evident from the census data and the data obtained through DEO Hapjan that enrolment in KGBVs is disproportionate to their percentage in the population, the girls of SC and ST are more out of school. But the benefit of this scheme has been mostly extended to OBCs and Schedule Tribes. It seems that there were little efforts to attract girls of SC, Minority and BPL categories for KGBV. The benefit of this scheme was exclusively extended to ST and OBCs i.e, 92.76% leaving less than 8% for SC, Minority and BPL category. Girls of BPL and from other category had the right to 183 seats in all the 15 KGBVs whereas they had to be satisfied with mere 7 seats.
- 2.5 It was also observed that a wide campaign in 15 EBB Blocks, of 8 districts could not be arranged to reach 11,162 out of school girls and their parents. Only very few parents through one or the other source could gather the information about KGBV. Respective authorities at these blocks clarified that they had instructed CRCCs to contact the parents of out of school girls, but no systematic strategy was adopted for mobilization. From the poor response to a very attractive programme, it seems that the message could not reach the targeted group.
- 2.6 The team felt that there were no set criteria followed by State in enrolling the girls to KGBVs. On the basis of the information given by CRC the girls were selected by DMC (District Mission Coordinator). As there are SC, ST, OBC and Minorities out of school girls in the State some criteria should have been kept in selecting the girls' category wise and age wise according to their percentage in the population.
- 2.7 Dropout girls and never enrolled girls have been enrolled both in Panitola and Guijan block. But in Panitola block the girls were enrolled in Classes – II to IV without considering the age and class at which they dropped out from. These dropout girls should have been enrolled in class – V, VI, & VII and then given appropriate Bridge Course to make them capable of the class accordingly to the age and the class they dropped out from. Besides, girls who have dropped out there were never enrolled girls also who have also been made to join the class – I or II without considering their age. The team when asked the teachers and BRC members about it, they expressed that they were not aware about the criteria to be followed. However, at the Guijan block the girls were properly placed in various classes according to their age and class whether they were dropouts or never enrolled.
- 2.8 One way of determining the effectiveness of the reach of KGBVs is to cross check with the data from the child tracking systems which provides insight into the general and age wise schooling status of the children within particular geographical boundaries. The evaluation team suggested that these data source be used to cross check the girls who have benefited from the KGBV scheme and the extent to which this has impacted on the number of out of school girls in the EBBs.

The data on out of school children for every EBB should be used to generate a list of 10+ years dropout and never enrolled girls in the blocks. A criteria should be set to select the girls who are most deserving from this list of out of school girls to be enrolled in existing KGBV and the new KGBVs.

### **3. Process of Mobilization for Enrolment :**

At the State and district briefing it was revealed that on the basis of the survey, block wise list were used to reach the families of the girls and carry out mobilization activities. The process followed by them was door to door visit and publicity through the VEC members. However, in the KGBVs visited the mobilization efforts appeared to be adhoc and there was little evidence of the efforts made for the publicity. The identification, mobilization and enrolment process thus needs to be made more rigorous.

### **4. Retention :**

Retention of girls in the two KGBVs has been good. Absenteeism from the attendance registers was found to be occasional, this usually ranged between a day or two. In the Panitola district the attendance register showed that five girls were absent for few days as they had gone for pooja holidays to home and have not returned. In the Guijan district on the day the team visited the KGBV out of fifty girls forty seven were in the class except three girls who were also present but were in warden's room taking rest as they were suffering from diaorrehea, headache and stomach ache.

### **5. Environment in the KGBV :**

The environment in the two KGBVs visited was congenial for education. The teachers both part time and full time were found to be having a very good relationship with the girls and were sensible to the learning needs of the girls. The girls when asked about the relationship with the teachers, they all expressed that they were very happy with the teachers especially Warden. Both the schools visited had good access and space for outdoor activities. Girls were found to be playing games and skipping. There was enough space within the campus of the school for drying clothes and carrying out other small personal activities within the school compound.

In Panitola KGBV, the chowkidar and cook stayed within the school campus and their room was near the room of the girls, which could pose as a problem for security of girls. Their room should have been near warden's room or outside the school compound. One full time teacher should also be made to stay in school along with warden to help her in case of any exigency. In Guijan block the Cook and Chowkidar had a separate room outside the school compound near kitchen which was very appropriate. Moreover, one warden and one full time teacher stayed within the school campus for safety of girls. The school campus was full of greenery and plants and the environment seemed to be secure for girls.

Telephones were not available in the KGBVs, the team felt that telephone should be made available to the wardens for communication and for use in case of any emergency. Even children could have access to contact their families if required. Kitchen gardens were there in the two KGBVs and these were maintained by girls, cook and warden.

### **6. Routine:**

There were no specific written guidelines given by the State authorities to the KGBVs regarding the daily routine to be followed .The instructions for the daily routine had

been verbally given to the wardens in a meeting, so every KGBV was following different daily routine.

The daily routine was found pasted on the wall of the Guijan KGBV and not Panitola KGBV. The team when visited the children were found playing sports and doing

5:00 am	Wake up
5:30 am – 7:00 am	Self Study
7:00 am – 8:00 am	Cleaning as per roaster
8:00 am -9:00 am	Breakfast
9:15 am – 9:30 am	School Assembly
9:30 am – 1:30 pm	School activities
1:30 pm – 2:30 pm	Lunch & cleaning of dining area
2:30 pm – 3:00 pm	Rest
3:00 pm – 4:30 pm	Sports and physical activities
4:30 pm -5:00 pm	Washing of clothes etc.
5:00 pm – 5:30 pm	Tea
5:30 pm – 5:45 pm	Prayer
5:45 pm – 8:00 pm	Study
8:00 pm – 9:00 pm	Dinner
9:30 pm	Bed time

physical activities. The present routine does not have provision for developing reading skills as there is no library and reading material for girls. Reading library books should be encouraged. There is no set pattern for supervised study, the girls study on their own. On Saturday the school organizes quiz, debate and story telling competitions. The State needs to re-look the prescribed daily schedule so as to utilize the day more effectively. Opportunities should be provided to girls for developing their self expression through activities

like children's wallpaper, magazine etc as they have enough time in residential school. The instructional time for school activity is less than four hours which is not appropriate for an effective teaching learning process. There should be provision for vocational and extra curricular activities like computer education, weaving, tailoring, cutting, personality development, life skill etc.

## 7. Food:

No specific guidelines has been provided by the State regarding the menu to be given to the girls but, State authorities had given instructions to the districts to not to compromise on the issue of food. Separate Kitchen and dining space has been provided for in all the KGBVs. All the KGBVs have LPG connection and large gas burners though in some KGBVs it is not used on daily basis as the supply of LPG cylinder is not regular. Provision for firewood is also made in all the KGBVs.

For every KGBV there is one cook but during the discussion it emerged that one cook could not manage the kitchen alone, they needed a helping hand so they requested that a helper should also be provided. The Chowkidar sometime helps the cook in managing the kitchen.

In the menu in a week non-vegetarian items like fish and meat are provided for two days and one day eggs are provided. In four weeks' two weeks fish and two weeks meat is provided. In meat item no chicken is provided only mutton is provided as chicken is costly. Fruits like orange; banana and guava are given occasionally. When the girls joined the KGBV they wanted rice for breakfast, lunch and dinner but with the passage of time they began to accept the food like chappati, rice and vegetable as is being provided in

KGBV. The team had lunch with the district authorities and children at Guijan KGBV which was nutritious and well cooked.

## **8. Quality of Education :**

- In Panitola there was only one classroom where all the different standards were being taught by four teachers at the same time which hinders the smooth classroom transactions for every class, especially girls under KGBV who are educationally disadvantaged and need constant care. This matter when discussed with ADC (additional deputy commissioner) Dibrugarh, he assured that additional rooms would be made available to the KGBV.
- When girls enter the KGBV they are made to take an assessment test on the basis of which the BRCs and CRCs assign them to respective classes. The books and curriculum of the formal school is followed in the KGBV. The girls when asked certain basic reading and writing questions, they were able to give correct response.
- The achievement results register prepared at Panitola showed that girls scoring more than 60% marks were 29 and those who scored more than 50% were 21 and there were no failures. In Guijan test is taken every month, the test result of the October month showed that 36 girls passed and 14 girls had less than pass percentage, the girls who secured less were given remedial teaching.
- Most classrooms observed did have teaching learning materials but it was not sufficient. The walls of the schools and the classrooms could be better utilized and more attractive teaching learning materials could be prepared. Textbooks have been provided to the KGBVs but there was no library or reading corner. The team was informed that Meena Campaigns have been organized in various districts at state level and life skill training is given to adolescent girls by the gender unit of Mahila Samakhya.
- Remedial learning at Guijan is an integral part of the KGBV. Apart from the school routine there is remedial instruction after the school hours.
- Recruitment of female teachers for KGBV is done by the administration at the state level. Selection of teachers is done on the basis of the entrance examination and an interview. The teachers are all kept on the contractual basis for eleven months. For each KGBV there is one warden, two full time teacher, two part time teachers, one cook, one chowkidar and Assistant cum care taker.
- All the teachers have received a five days training on the KGBV after their placement. All the teachers except one in both the KGBVs were trained graduate or post graduate. Not all the subjects taught at KGBVs have teachers with graduation in the school subject for example at Panitola there is no Hindi, Science, Art and Physical Education teacher and at Guijan there is no Mathematics, Hindi, Art and physical education teacher.

- No in-service training has been arranged for teachers in content and methods of teaching under SSA. There has been no linkage with SSA regarding trainings on teaching learning material and on bridging techniques held at CRC and BRC level.
- The record of the learning achievement has been maintained at KGBV but there is no record maintained for achievement in non scholastics area and there is no portfolio or girl child profile in the form of cumulative record.

#### **9. Parental / Community Perception :**

- Discussions with parents were quite insightful. They were happy with the arrangement and overall environment of the KGBVs. However a lot more needs to be done with the parents to motivate them and encourage them to support their daughters for their retention in the KGBV.
- Parents do visit the schools frequently to meet the girls. Parents are called for monthly meeting but they are free to come and meet their daughters as and when they feel like it. Parents' meeting record register was not maintained. Thus it was suggested by the team that record of parents visits; including photographs of individuals having visiting rights must also be maintained as a security measure. In general the community appreciated the KGBV and has a high degree of acceptance of the Institution. But there is no record of formal meetings being held with the community. The parents and community were apprehensive of sending their children to High School as it is at far distance. So they were of the view that KGBVs facilities should be extended to the High School level. The girls of the KGBV were also very enthusiastic and wanted to study further in the same school. They also wanted the school facilities to be extended to High school level. It will be useful if VEC and community involvements is more for better functioning of KGBVs.

#### **10. Mobilization of dropout girls in EBBs**

- Identifying and reaching to the out of school girls is an integral part of SSA survey. Most of the girls reported that they dropped out of school and were at home doing household work. The existing bridge courses and enrollment drives have not been able to reach out the older girls in the villages. Therefore KGBV programme is an asset for all the students but the State has adopted Model –II which accommodates only 750 girls and more than 10,000 girls are still out of school.
- The CRC played a key role in mobilizing the dropout girls for enrolment in two KGBVs. The team met the school Management Committee President and a gram panchayat President who had played a key role in mobilizing girls and continued to take an active interest in the school functioning.

#### **11. Health and Overall development :**

- One comprehensive Health check up camp was held at all the KGBVs for girls immediately after their admission to the KGBV. Regular medical check up is being organized in all KGBVs which was confirmed by the girls and through the Health Register.

- The overall development of girls has been good. The girls were taught songs, dance and sports and physical activities. When the team visited the KGBVs the girls sang song and showed dance. They also participate in various competitions like quiz, story telling, extempore and debate on every Saturday. However there is no vocational course being implemented in the KGBVs. The State authorities informed the team that district level award was given to KGBV girls at Darang on 15<sup>th</sup> august 2007 as their parade was very good.
- First aid boxes have been provided to each KGBVs, but regular supply of Vitamin A, iron tablets, deworming tablets needs provision. Some amount of money should also be given to warden for use in case of any emergency.
- During the visit it was observed that KGBVs have undoubtedly given a positive experience to girls. Most of the girls came from rural areas and the only thing that has been constant in their lives was poverty and the demands of the work at home, domestic chores, collecting firewood, working in field and sibling care. The girls' were hesitant to go back to their previous lives; rather they were motivated to continue their education and aspiring to become teacher, doctors and nurses. For girls it was freedom from work at home and to be responsible for only their studies and have a luxury to play and engage in other leisure activities.

## **12. Management :**

- The local advisory board has been constituted in each block to monitor the day to day activities of each KGBV. The board consists of officer in-charge of local police station, doctor of the local Hospital, Local gram panchayat president, Local Anchalik panchayat Member, local VEC president and associate BRCCs of the concerned block. The local body though well constituted but the team felt that the monitoring work is not effectively carried out by the advisory board as this work is entrusted to the BMC (Block Mission Coordinator) also.
- The chairman of the SSA at district level who has been designated as Deputy Commissioner (DMC) looks after the management and has been given full authority at the district level to closely monitor the functioning of the KGBV. The district Gender coordinator, the special cell in KGBV district provides the overall guidance to the KGBV staff. The district gender coordinator visits each KGBV at least 2 -3 times in a month. A district level purchase committee has been constituted for procuring of non recurring items. The BMC is responsible for the purchase of recurring items by appointing rate contractors.
- The warden is not in constant touch with the management of the KGBV as she has not been assigned any significant role in decision making besides being the custodian of the girls. The warden maintains the following registers.
  1. Teacher attendance register.
  2. Admission register
  3. Record of girls' parents/guardians
  4. Students attendance register
  5. Students leave register
  6. Mark / result register
  7. Stock register
  8. Health register

9. Text book distribution register
10. Parents visiting book
11. Petty cash book at the hostel level
12. Records of monthly distribution of consumable items of girls.

### **13. Financial :**

- The guidelines issued by State Project Office (SPO) have detailed out the financial norms of the KGBV scheme, which facilitates the process of implementation. The SPO has procured centrally two tier iron beds and provided to all KGBVs. For the rest of equipments like steel almirah, chair, table, gas stove, uniform, chappals, shoes, blackboard, play materials and first aid box, the Deputy Commissioner has been entrusted to make the procurement and provide them to the respective KGBVs.
- The team saw the cash book, stock book, daily stock register, voucher and salary register, but the items entered in stock book did not mention its cost.
- The teaching learning equipment TLE grant was not provided by the State to the KGBV. The financial provision amount was not included in the annual budget of KGBV. The stipend money of Rs. 50 per month remains unutilized and the writing material provided so far does not match with the admissible amount of Rs. 600 for a year
- Medical care / contingencies is available at the district office and the warden does not have money in her hand to meet out any emergency.
- The salary given to the teaching and non teaching staff is not according to the GOI guidelines. For example warden receives Rs. 5000 per month, full time teacher get Rs 3000, and part time teacher gets Rs 2000, care taker gets Rs 2000, chowkidars and cook gets Rs. 1500 /-
- The budget of 2007-2008 provided allocation for all the items of expenditure except TLE.
- In the admissible items of expenditure no money has been spent so far on preparatory camps, PTA and school functions, examination fees, vocational and specific skill training and miscellaneous maintenance.

### **14. Monitoring :**

- No specific process of feedback has been initiated by the State Mission Office on the implementation status of KGBVs. The warden and teacher do not participate in the monthly meetings of CRCs and BRCs. Their issues and concerns do not get adequate attention.
- The visits to the KGBV by district level functionaries, including the District Gender Coordinators are adhoc and there is no system in place. It is suggested that a platform for sharing, feedback and review be created where key functionaries from the district and the KGBVs come together at regular intervals.
- Besides the regular system of monitoring and review, a system of external review every year may be considered. This review may be modeled along the lines of the present national evaluation. Integration of the KGBVs into the mainstream system of academic support and review should be taken immediately.

## 15. Good Practices :

- Convergence is done by the state with the food and civil supply department of respective districts to supply the rice, sugar, atta and Kerosene oil at the subsidized rates.
- The KGBV do not have any grant for TLE so the items like TV, DVD players' dish antennae are being provided through donations by corporate houses and banks.
- The rented and government buildings taken up for running the KGBVs are well placed, secure for girls, have good construction and with adequate space for living and play area.
- In the formal school systems, the sports and physical education, yoga and meditation is not a part of the curriculum but in KGBVs State instructions have been given to provide yoga and meditation training to girls.
- The State has given a 5 days rigorous training to the teachers of KGBVs on how to run KGBV effectively.

## 16. Issues and recommendations:

Various issues came forward in the course of the evaluation of the KGBVs which are listed with the recommendations.

- There is no proper representation of various categories like SC, minorities and BPL girls chosen to be enrolled in the KGBVs. There is a need to evolve a criteria for the enrolment in KGBVs so that there is a proper representation of each category proportionate to their percentage in the total population.
- The policy of adopting Model – II, instead of Model – I by the state was inappropriate as there are many number of out of school girls in the age group of 6 -14 years. Thus all 15 KGBVs need conversion from Model-II to Model-I immediately.
- The budget allocated for Model-II construction is Rs. 15 lakhs as unit cost but the State is still in the process of acquiring land for the construction of KGBVs. By the time they start the construction work the unit cost of KGBV is going to rise, thus the amount of Rs 15 lakhs is grossly insufficient for the construction of each unit and should be as per the approved construction rate of the district .
- As observed, four classes were being run in one room in one KGBV which is grossly erroneous. Thus there should be one separate room assigned for each class.
- The cook and chowkidar were living in the room adjacent to the dormitory of girls; they should be provided room outside the campus. The warden, the full time teachers and part time teachers should all stay in the campus thus, it is relevant to review policy on women teachers and other staff to stay in the campus.
- The salary of teaching and non teaching staff is not according to the Government pay scales. As a policy decision the pay scales of the KGBVs staff should be at par with the State Govt. teacher's salary pattern norms.
- The salary to the teachers and to the contractors was not paid for three months at the Panitola KGBV due to the absence of appropriate authority at district level. Due care should be taken to ensure that funds are released from district level to the block in time so that the staff gets salary on time.
- The KGBV should not run classes from I to IV as in Panitola KGBV, they should instead enroll the girls in V to VIII standards and then provide them with additional bridge course to bring them at par with the standard in which they are enrolled.
- Not all the subjects taught at KGBVs have subject wise teachers and they are graduates of subjects which are not school subjects. During recruitment care

should be taken that each subject representation is there in the qualification of the teachers.

- Ensure that BRCC and CRCC provide requisite academic support to the KGBVs and make the KGBV a part of the monthly review process.
- The pace of construction needs to be stepped up to ensure infrastructural adequacy.
- The daily schedule of the KGBV needs change so as to utilize the day more efficiently for learning.
- Mainstreaming of girls from KGBVs is an immediate problem, the high schools in Assam are sparsely located and parents are not willing to send their girl child to far off school. Thus KGBV should be upgraded to high school level or alternatively a high school should be provided within the radius of 5 kms.
- Parents' involvement should be more in KGBVs and there is need to develop an interface between VEC and parents meeting.
- Vocational component and life skill training has not been taken up in KGBV schools. To make girls economically independent this component should be extensively taken up.
- A working monitoring system should be evolved and it is important to create a platform for sharing and learning.

### Details of Enrolment Status of KGBV Schools

Sr. No.	District	Block	Place of KGBV	Model (I/II/III)	Agency	Enrolment of girls						Total Girls enrolled	Remarks
						SC	ST	OBC	BPL	Minority			
										Muslims	Others		
1	Dhemaji	Sissibargaon	Rented House	II	SSA, Assam	8	41	1	0	0	0	50	
		Murkongselek	Rented House	II	SSA, Assam	0	48	2	0	0	0	50	
2	Darrang	Bhergaon	Rented House	II	SSA, Assam	0	35	13	0	2	0	50	
3	Dibrugarh	Panitola	Govt. Abandon Building	II	SSA, Assam	4	0	44	0	2	0	50	
4	Karbi-Anglong	Lumbajonj	Govt. Abandon Building	II	SSA, Assam	2	47	1	0	0	0	50	
		Socheng	Govt. Abandon Building	II	SSA, Assam	5	30	15	0	0	0	50	
		Longsomepi	Govt. Abandon Building	II	SSA, Assam	2	44	4	0	0	0	50	
		Somelangso	Govt. Abandon Building	II	SSA, Assam	0	50	0	0	0	0	50	
5	Nalbari	Tamulpur	Rented House	II	SSA, Assam	8	38	3	1	0	0	50	
		Nagrijiuli	Rented House	II	SSA, Assam	3	25	16	6	0	0	50	
6	N.C. Hills	Diyungbra	Govt. Abandon Building	II	SSA, Assam	0	33	0	0	0	0	33	
7	Sivasagar	Pashim Abhoyapur	Govt. Abandon Building	II	SSA, Assam	3	0	47	0	0	0	50	
8	Tinsukia	Hapjan	Rented House	II	SSA, Assam	2	8	40	0	0	0	50	
		Guijan	Govt. Abandon Building	II	SSA, Assam	5	30	15	0	0	0	50	
		Itakhuli	Rented House	II	SSA, Assam	0	1	49	0	0	0	50	
						<b>42</b>	<b>430</b>	<b>250</b>	<b>7</b>	<b>4</b>	<b>0</b>	<b>733</b>	

## Implementing the NPEGEL Scheme in Assam : Findings Based on Field Visit

### Introduction

The evaluation team was briefed about the NPEGEL activities carried out by SSA society and Assam Mahila Samata Society in Assam on 21<sup>st</sup> November, 2007.

In the briefing with the State officials, the state officials admitted that they have not fully operationalized the Scheme of NPEGEL, it is at the preparatory stage and they have just completed the work of identification of Model cluster Schools in the month of October, 2007

The Population of Assam is 2,66,55,528 as per the Census of 2001, out of which the female population is 1,28,78,491 i.e. 48.30%

The category wise percentage of population is given below :

SC	ST	Child Population (6-14 Yrs)	Child Population SC (6-14 Yrs)	Child Population ST (6-14 Yrs)
6.85%	12.41%	23.32%	10.56%	14.37%

### Types of School:

Schools Total	Primary	Upper Primary	Primary with Upper Primary	Upper Primary + Sec+High Sec	Primary +U.P.+Sec_ High Sec	Other
37894	30039	5015	925	1341	33	541

From this data it can be inferred that for 4 primary schools there is one upper primary school and for 18 primary schools there is one secondary school.

### Out of School Children in the State

Population in the age group of 6-14	Enrolment in Class I-VIII	Out of school children in the age group 6-14 yrs
62,18,262	38,78,258	23,40,004

There are very few secondary schools and students have to travel long distances for higher education. Parents do not prefer to send their girls to long distances for education as a result there are lot of dropouts and out of school girls at upper primary and higher secondary stages.

## Percentage of SC & ST Enrolment to Total Enrolment :

Primary Stage Classes I to V				Upper Primary (Class 6-8)				Total Elements (Class 1-8)			
% of SC Enrolment	% of SC Girls to Total SC enrollment	% of ST Enrollment	% of ST Girls to Total ST Enrollment	% of SC Enrollment	% of SC Girls to Total SC Enrollment	% of ST Enrollment	% of ST Girls to Total ST Enrollment	% of SC Enrollment	% of SC Girls to Total SC enrollment	% of ST Enrollment	% of ST Girls to Total ST Enrollment
10.40	48.87	14.20	49.37	11.11	48.55	14.98	47.49	10.56	48.80	14.37	48.94

The NPEGEL Scheme is being implemented in fifteen educationally backward blocks in eight districts. The total clusters covered in these EBBs are 98 and total out of school boys and girls in these educationally backward blocks are 11,162. The schools selected for Model Clusters are all lower primary schools. It has been mutually agreed by State authorities that the responsibility to implement NPEGEL programme in 67 clusters of three districts Dhemaji, Darang and Tinsukia will be carried out by Mahila Samata Society (MSS) and the rest of the 31 clusters of five districts will be run by SSA Society. The memorandum of understanding to this effect has been signed by State Programme Director Assam Mahila Samta Society (AMSS) and Mission Director SSA on 1<sup>st</sup> February, 2007. The team visited the NPEGEL Model cluster school run by SSA Society in Bali Jansiding L.P. School, Panitola Block, Dibrugarh District and AMSS run Model Cluster School at village Hapjam Borpathar, Block Hapjan, District Tinsukia on 23<sup>rd</sup> November, 2007.

After the State briefing, visits to the model cluster school and discussions with the district and blocks officials and other functionaries the team observed the following.

### 1. Whether the objectives of NPEGEL Scheme are being met:

- The team observed that the State authorities have made some efforts in providing schooling facilities for out of school children by upgrading the EGS centers into a formal primary school. Still there are many out of school children especially girls and this effort is still insufficient. For providing access to the girls who are out of school there has been no efforts made under SSA. But the NPEGEL run by AMSS are providing alternative schooling to out of school girls through bridge courses.
- In the briefing session with the State Officials, they admitted that they have not fully operationalised the Scheme of NPEGEL, it is at preparatory stage and they have just completed the work of identification of model cluster school in the month of October, 2007.
- The AMSS has planned out activities under NPEGEL for greater involvement and participation of girls like holistic development of girls through self defense training, story telling sessions, talent search examination for class IV girls and providing alternative learning opportunities.

- Since the NPEGEL is not fully operationalized the activities related to quality education for girls has not been taken up however , the state has prepared a plan for it.

## **2. Availability and Quality of Infrastructure in NPEGEL Schools**

- The Programme Approval Board did not sanction funds for additional room for a Model Cluster School in the State.
- Toilets, drinking water arrangements and electrification work are being carried out through SSA funds and State Resources.

## **3. Material Inputs**

- The primary schools have been adopted as Model Cluster Schools and hence they all are not entitled for Teaching Learning Equipment grants under SSA. Thus, the model cluster schools do not have any teaching learning equipment, library facilities, sports equipment, computer etc. In the briefing with the State officials this matter was discussed by the team and the SPD agreed that they would rectify and select upper primary schools as Model Cluster School.

## **4. Additional Incentives**

In the approved annual work plan and budget of 2006-07 and 2007-08 funds were not provided to implement the activities of additional incentives.

## **5. Impact of interventions targeted at out of school girls**

- The team observed that in SSA society run NPEGEL cluster all alternative schooling centers like EGS, bridge courses and other innovative activities were carried out through SSA. Hence, providing alternative innovative schooling for out of school girls as a part of NPEGEL activity and mainstreaming such girls did not take place.
- Assam Mahila Samata Society had given training support to teachers of Bridge course centers through NPEGEL funds. Through UNICEF funds AMSS started 12 Bridge course centers from July, 07 for a period of six months covering 404 out of school girls in Hapjan, Guijan, Itakhuli, Sisiborgaon, Muskong Selek in Bhergaon Blocks. The team visited Gangabri Tea Garden Centre and Annadbag tea garden centers where out of school girls in the age group of 6 to 14 were getting education. These centers just accommodated 30 to 37 girls leaving behind hundreds of out of school girls in need of educational support. AMSS coordinator pointed out that after having completed the bridge courses, mainstreaming of these girls would be difficult as the tea garden schools located in respective areas of the center do not have capacity to accommodate and mainstream these out of school girls who have completed bridge course of six month duration. It was observed that with the inception of SSA and UNICEF intervention, the number of out of school girls has considerably reduced.

## **6. Linkages with system of Open School learning**

No effort in this direction was observed by the team. The State officials stated that open school learning system is not there in the State as NIOS (National Institute of

Open Schooling) does not have reading material in Assamese Language, as a result girls do not have the benefit of open learning system.

#### **1. Intervention for 'in school' girls**

Model clusters have been identified by the state in the month of October, 07. Both SSA and AMSS have planned to undertake all the activities of NPEGEL scheme shortly.

#### **8. Gender training of teachers**

The state budget for NPEGEL does not reflect any allocation of funds for the gender sensitization training of teachers. Hence no separate training programme to sensitize teachers on gender was taken up both by SSA society and AMSS. But from discussions with officials it emerged that gender sensitization is one of the training components under SSAs. AMSS has sensitized their state, district, block and cluster officials on gender but these officials have yet to sensitize the teachers on the gender issues.

#### **9. ECCE centers, libraries, Remedial Teaching**

These activities have not been included in the state budget for NPEGEL and hence these activities have not been carried out in the state.

#### **10. Vocational / Life Skills Education programme**

The NPEGEL under SSA has yet to start the vocational/life skills education activities for girls studying in upper primary schools. At present all the MCS identified in October 07, are running in lower primary schools. Moreover activities of vocational training and life skill training would be more appropriate for girls studying in the upper primary schools.

However, AMSS under the NPEGEL scheme have organized life skill training leadership, adolescent health, challenges for girl child & for kishori manchs at 12 training centers covering 360 senior girls. AMSS has planned to organize skill up-gradation training for girls above 14 years in 12 centres, covering 6 blocks. AMSS proposes a training programme in Tubewell repairing, Mobile repairing, Cutting-tailoring & Bee keeping with the assistance of UNICEF. Beside this AMSS has organized self-defence training in 43 schools of 35 clusters covering 5 blocks with the support of UNICEF.

#### **11. Community Involvement in Planning, Implementation and Monitoring of NPEGEL**

The team observed that NPEGEL programme does not involve the community at present. The community in the form of school management committee is involved in most of the activities but under SSA. Though AMSS have not initiated activities under NPEGEL, they have carried out awareness drive for community leaders and sangha women. Discussions were held by the team with the AMSS officials and SSA officials on the present situation of girls' education based on baseline survey. A special programme on awareness was organized by AMSS for observing 'Girl Child Day' on

24<sup>th</sup> September to attract community attention towards issues related to girls' education.

## **12. NPEGEL run through different Management System**

In Assam NPEGEL is run by SSA society and Assam Mahila Samta Society (AMSS). It was observed by the team that as AMSS already has a structure in place under its functioning for carrying out gender related activities. AMSS is more organized in carrying out the activities of NPEGEL in comparison to SSA society. Moreover AMSS has established a convergence with UNICEF through which they are carrying out gender training, life skills training, story telling and self defense training especially for out of school girls.

## **13. System for monitoring progress of NPEGEL**

During the discussion with state officials, it was admitted by them that no separate system to monitor activities under NPEGEL exists under SSA society. The present administrative set up for SSA is entrusted to look after the activities of NPEGEL. The team observed that there is no State Gender coordinator, no gender unit of SSA society, no formation of core group for girls education, no village/block plan prepared, no formation/mobilization of MTA/PTA, there is no district gender unit, no gender co-ordination committee, there is no block level gender co-ordinator and no model cluster coordinators are in place to monitor NPEGEL activities.

But the team found that AMSS has co-ordinator at State, District, Block and cluster level, properly trained to take up the responsibility under NPEGEL. AMSS had organized a 4 day orientation programme for AMSS team and block coordinators and a 3 days orientation for all cluster co-ordinators.

## **14. Good Practices**

- Bridge courses run by AMSS are well planned and the team observed that the teachers appointed for bridge course are properly trained. They are sincere and dedicated. The out of school girls have really benefited from it especially in the scattered habitation of tea tribes.
- Activities like self defense training, story telling and observing girl child day has been very useful for motivation of girls for education.
- There is no provision of paying salary to the model cluster coordinators under NPEGEL scheme but the AMSS is paying salary to them from the AMSS funds. As they are paid well, these coordinators are dedicated in carrying out their duties well. All the functionaries at State, District, Block & cluster under AMSS perform their duties well and the work of AMSS is commendable.

## **15. Changes /modifications, if any**

- Funds should be made available in the budget of SSA society for the construction of additional room in a model cluster school, TLE, additional incentives and for community mobilization.

- Activities such as teachers training, ECCE, bridge course, remedial teaching & alternative schooling should not be a part of NPEGEL scheme as SSA has sufficient funds to take care of all these activities. Beside this, because of duplication of these activities unnecessary confusion is created in the minds of field level functionaries.
- SSA authorities should immediately form gender units and appoint gender coordinators at State, District, Block and cluster level for effective implementations and monitoring of NPEGEL activities.
- **Since there is a lot of confusion, duplication of activities and difficulty is faced by the State, District and Block Offices in maintaining separate accounts, it is suggested that NPEGEL funds be transferred to innovative activity for Girls' Education under SSA and this separate scheme be merged as soon as possible.**

Acti vity no.	Activities	PAB Approved AWP & B 2006 – 07					
		Approved budget			Achived		Balance
		Unit cost	Phy	Fin	Phy	Fin	fin
A	Model cluster school for girls						
a.1	Grant for Model cluster school for girls	0.3000	109	32.70	0	0.000	32.70
a.2	Toilets blocked	0.2000	109	21.800	0	0.000	21.800
a.3	Furniture/equipments for blocked office				0	0.000	0.000
	<b>Sub total</b>			<b>54.500</b>		<b>0.000</b>	<b>54.500</b>
B	Other activities for model cluster school		0	0.000	0	35.820	-35.820
b.1	Recurring grant to model cluster school	0.2000	109	21.800	0	0.000	21.800
b.2	Awards to school	0.0500	109	21.800	0	0.000	21.800
b.3	Evaluation, remedial teaching, bridge course & alternative schooling	0.000	0	0.000	0	0.000	0.000
b.4	Vocational training during summer camp with the support of khadi & village industry commission	0.2000	109	21.800	0	0.000	21.80
b.5	Teachers training	0.0000	0	0.000	0	0.000	0.000
b.6	Model child care centers[2 centers per cluster]	0.0000	0	0.000	0	0.000	0.000
6.1	Recurring grant	0.0500	218	10.900	0	0.000	10.900
6.2	Non- Recurring grant	0.5000	218	2.180	0	0.000	2.180
b.7	Award to best girl child	0.0050	0	0.000	0	0.000	0.000
b.8	Award to best female teacher	0.0100	0	0.000	0	0.000	0.000
	<b>Sub total</b>			<b>62.130</b>		<b>35.820</b>	<b>26.310</b>
C	Additional incentives		0	0.000	0	0.000	0.000
	<b>Sub total</b>			<b>0.000</b>		<b>0.000</b>	<b>0.000</b>
D	<b>Community mobilization activities</b>						
	<b>Sub total</b>			<b>7.030</b>		<b>3.114</b>	<b>3.916</b>
	<b>Total</b>			<b>123.660</b>		<b>38.934</b>	<b>84.726</b>

Activity no.	Activities	Approved AWP & B 2007 – 08				
		Unit cost	Spillover	Fresh		Total
			Fin	Phy	Fin	Fin
A	Model cluster school for girls					
a.1	Grant for Model cluster school for girls		32.700	0.000	0.000	32.700
a.2	Toilets blocked		21.800	0.000	0.000	21.800
a.3	Furniture/equipments for blocked office		0.000	0.000	0.000	0.000
	<b>Sub total</b>		<b>54.500</b>		<b>0.000</b>	<b>54.500</b>
B	Other activities for model cluster school					
b.1	Recurring grant to model cluster school	0.200	0.000	109.000	21.800	21.800
b.2	Awards to school	0.050	0.000	109.000	5.450	5.450
b.3	Evaluation, remedial teaching, bridge course & alternative schooling	0.200	0.000	0.000	0.000	0.000
b.4	Vocational training during summer camp with the support of khadi & village industry commission	0.200	0.000	109.000	21.800	21.800
b.5	Teachers training	0.040	0.000	0.000	0.000	0.000
b.6	Model child care centers[2 centers per cluster]	0.000	0.000	0.000	0.000	0.000
6.1	Recurring grant	0.050	0.000	218.000	10.900	10.900
6.2	Non- Recurring grant	0.010	0.000	218.000	2.180	2.180
b.7	Award to best girl child	0.005	0.000	109.000	0.545	0.545
b.8	Award to best female teacher	0.010	0.000	109.000	1.090	1.090
	<b>Sub total</b>				<b>63.765</b>	<b>63.765</b>
C	Additional incentives			0.000	0.000	0.000
	<b>Sub total</b>					
D	<b>Community mobilization activities</b>					
	<b>Sub total</b>			<b>0.000</b>	<b>3.826</b>	<b>3.826</b>
	<b>Total</b>		<b>54.500</b>		<b>67.591</b>	<b>122.091</b>

**List of Model Cluster Schools for NPEGEL Scheme**

<b>No.</b>	<b>Name of Model Cluster School</b>	<b>Name of Cluster</b>	<b>Name of Block</b>	<b>District</b>
1	Dhunaguri LPS	Amguri	Sissibargaon	Dhemaji
2	Akajan LPS	Akajan	Sissibargaon	Dhemaji
3	Natun Balijan LPS	Betanipam	Sissibargaon	Dhemaji
4	No. 1 Harulung LPS	Borlung	Sissibargaon	Dhemaji
5	Mishing Chapari LPS	Simenmukh	Sissibargaon	Dhemaji
6	Dimo Bali Janajati	Dimou	Sissibargaon	Dhemaji
7	Kulamua LPS	Kulajan	Sissibargaon	Dhemaji
8	Pumi Mujalia LPS	Madhya Sissi Tongani	Sissibargaon	Dhemaji
9	No. 2 Phulbari LPS	Malinipur	Sissibargaon	Dhemaji
10	Lakhipur LPS	Muktiar	Sissibargaon	Dhemaji
11	Link Ki Chuk LPS	Namoni Sissi Tongani	Sissibargaon	Dhemaji
12	Nilakh Palengi LPS	Nilakh	Sissibargaon	Dhemaji
13	Society LPS	Silapathar	Sissibargaon	Dhemaji
14	No. 1 Majbari LPS	Silashuti	Sissibargaon	Dhemaji
15	Sissibargaon Majalia LPS	Sissibargaon	Sissibargaon	Dhemaji
16	Sripani Majalia LPS	Sripani	Sissibargaon	Dhemaji
17	Mecheki Tengoni	Ujani Sissitengani	Sissibargaon	Dhemaji
18	Kalaguru Bishnu Rabha LPS	Jonai	Murkang Selek	Dhemaji
19	Okland Bholai LPS	Bahir Jonai	Murkang Selek	Dhemaji
20	Bahir Silley LPS	Silley	Murkang Selek	Dhemaji
21	Purana Jalom LPS	Kemi Jalom	Murkang Selek	Dhemaji
22	Silikhaguri Bodo LPS	Rajakhana	Murkang Selek	Dhemaji
23	Tari Bijoypur LPS	Rayong Bijoypur	Murkang Selek	Dhemaji
24	Nahar Bandana LPS	Siga	Murkang Selek	Dhemaji
25	Sikari Govt. LPS	Gali Sikari	Murkang Selek	Dhemaji
26	Takaguitang Govt. LPS	Laimarkuri	Murkang Selek	Dhemaji

27	Bardondi Bodo LPS	Ramdhan Dikari	Murkang Selek	Dhemaji
28	Simluguri Mikir LPS	Telem	Murkang Selek	Dhemaji
29	Namkir LPS	Dekapam	Murkang Selek	Dhemaji
30	Hastinapur Bodo LPS	Missamora	Murkang Selek	Dhemaji
31	Jadumoni LPS	Simen Chapari	Murkang Selek	Dhemaji
32	Tadunia Bodo LPS	Somkong	Murkang Selek	Dhemaji
33	Mezguri LPS	98/2 Pub Kumarikata	Nagriajuli	Nalbari
34	No. 1 Balagaon LPS	Suagpur	Nagriajuli	Nalbari
35	No. 2 Dakhin Gandhibari LPS	Gandhibari	Nagriajuli	Nalbari
36	No. 2 Jokmari LPS	Dakhin Defeli	Nagriajuli	Nalbari
37	Ahiyabari LPS	Kachukata	Nagriajuli	Nalbari
38	Niz Sapkata LPS	Salmara	Tamulpur	Nalbari
39	Jogeshpur LPS	82/1 Pub Kumarikata	Tamulpur	Nalbari
40	No. 2 Chechapani LPS	72/3 Pachim Kumarikata	Tamulpur	Nalbari
41	Bahbari LPS	71/2 Pachim Kumarikata	Tamulpur	Nalbari
42	No. 1348 Hazaragaon LPS	78/2 /dakhin Kumarikata	Tamulpur	Nalbari
43	Barbita LPS	Pachim Tamulpur	Tamulpur	Nalbari
44	Kahibari LPS	Mazdia	Tamulpur	Nalbari
45	No. 3 Baraliapar LPS	Dakhin Tamulpur	Tamulpur	Nalbari
46	Barpathar LPS	Hapjan	Hapjan	Tinsukia
47	Borgaon LPS	Barekuri	Hapjan	Tinsukia
48	Bishnu Nagar LPS	Tipuk	Hapjan	Tinsukia
49	No. 1 Kardoiguri LPS	Kardaiguri	Hapjan	Tinsukia
50	No. 7 Kathigaon LPS	Tingrai	Hapjan	Tinsukia
51	Santipur LPS	Barhapjan	Hapjan	Tinsukia
52	Baruahola LPS	Bartuahola	Guijan	Tinsukia
53	Panitola Nagar LPS	Panitola	Guijan	Tinsukia
54	Guijan LPS	Guijan	Guijan	Tinsukia

55	Bajaltali LPS	Bajaltali	Guijan	Tinsukia
56	Dhulijan LPS	Langkachi	Itakhuli	Tinsukia
57	Bokapathar Debicharan LPS	Lakhipathar	Itakhuli	Tinsukia
58	Kushal Konwar LPS	Tengapani	Itakhuli	Tinsukia
59	Ramcharan Agarawala LPS	Rangpuria	Itakhuli	Tinsukia
60	Bhergaon Girls ME School	Bhergaon	Bhergaon	Darrang
61	No. 1 Kacharipara LPS	Gopchachuba	Bhergaon	Darrang
62	Khasiachuba LPS	Ghorasal	Bhergaon	Darrang
63	No. 1 Rowmari LPS	Nichilamari	Bhergaon	Darrang
64	No. 440 Totolapara LPS	Parbahu Chuba	Bhergaon	Darrang
65	Pachimpatla LPS	Pachim Patla	Bhergaon	Darrang
66	Borakhat LPS	Bartongla	Bhergaon	Darrang
67	Pub Rajgarh LPS	Bharat Ratna	Bhergaon	Darrang
68	No Niz Guriajhar LPS	No Niz Garuajhar	Bhergaon	Darrang
69	Mothedi LPS	Mothedi	Socheng	K. Anglong
70	Phonglanso LPS	Phunglanso	Socheng	K. Anglong
71	Mukhim	Mukhin LPS	Socheng	K. Anglong
72	Mailoo Disau LPS	Mailoo Disau	Socheng	K. Anglong
73	Teteliguri LPS	Koncjuk Atoi	Langsomepi	K. Anglong
74	Waisong LPS	Haldiati	Langsomepi	K. Anglong
75	Lonbinik Nodi LPS	Disobai	Langsomepi	K. Anglong
76	No. 2 Bithilangso LPS	Bithilangso	Somelangso	K. Anglong
77	Takelangjun LPS	Takelangjun	Somelangso	K. Anglong
78	Vr War Govt. LPS	Vr War Govt.	Somelangso	K. Anglong
79	Langlogso LPS	Langlogso	Somelangso	K. Anglong
80	Borlangpher LPS	Borlangpher	Lumbajong	K. Anglong
81	Karia Tarang LPS	Tari Adong	Lumbajong	K. Anglong
82	Thaiphungdisa LPS	Dhansiri	Lumbajong	K. Anglong

<b>83</b>	Ch. Langharang LPS	Nathenglangso	Diyangbra	N.C. Hills
<b>84</b>	Probdisa LPS	Probdisa	Diyangbra	N.C. Hills
<b>85</b>	Noyapur LPS	Digandu	Diyangbra	N.C. Hills
<b>86</b>	Palaipa LPS	Palaipa hadi	Diyangbra	N.C. Hills
<b>87</b>	B. Langku LPS	Kriminglangdisa	Diyangbra	N.C. Hills
<b>88</b>	Narsingwari LPS	Narsingwari	Diyangbra	N.C. Hills
<b>89</b>	Khanlung Bagicha LPS	Towkok	Pachim Abhoypur	Sivasagar
<b>90</b>	No. 3 Gwalapathar LPS	Sonari	Pachim Abhoypur	Sivasagar
<b>91</b>	Arunodoy LPS	Abhoipur	Pachim Abhoypur	Sivasagar
<b>92</b>	Hatigadhoi LPS	Hatiali	Panitola	Dibrugarh
<b>93</b>	Deodhai LPS	Naduwa	Panitola	Dibrugarh
<b>94</b>	Balijan Chaiding LPS	Dinjoy	Panitola	Dibrugarh
<b>95</b>	Amguri LPS	Chabua Pulunga	Panitola	Dibrugarh
<b>96</b>	Potlungamara LPS	Ranchangi	Panitola	Dibrugarh
<b>97</b>	Bindhakata LPS	Bindhakata Balijan	Panitola	Dibrugarh
<b>98</b>	Kangikhowa Abhyasan LPS	Jerai	Panitola	Dibrugarh

## **Implementing the KGBV Scheme in Meghalaya: Findings Based on Field Visit**

### **Introduction**

The evaluation team visited the only KGBV in the State of Meghalaya on 28<sup>th</sup> November, 2007 which is located in the village Baljeh Agal, Jengjal, West Garo Hills, Meghalaya. The KGBV visited is being run and managed by NGO St. Anthony's Mission as given in the prospectus of the NGO but when the team visited the KGBV, the MOU shown to the team revealed that the agreement was made with NGO, named as the Catholic Church, Baljeh Agal. The NGO has a prior experience of running educational institutions. They have formal school just half kilometer away from the KGBV and enjoy a good credibility with the local community and the State Government.

The State did not provide any guidelines regarding the selection of the NGO in the absence of which the then Deputy Commissioner of West Garo Hills had entrusted the work of running the KGBV to the NGO and all the files related to the KGBV were handed over to the secretary in charge of St. Anthony's mission. All the information regarding the dropout girls was given to the secretary of the NGO and the NGO selected the girls for the KGBV.

### **Whether objectives of the KGBV being met**

- The team found that State Project Office communicated all the GOI Guidelines to the district implementing authority i.e. Deputy Commissioner, West Garo Hills but the Deputy Commissioner formulated his own guidelines not fully in consonance with the guidelines of GOI.
- The State has adopted the model II for functioning of the KGBV i.e. 50 girls although the number of out of school girls is 1197 in the educational backward block of Romrang (as given in the Annx).
- The Romrang block has population of out of school girls from indigenous origin and other religions but the school admitted girls from a particular religion only.
- The school is running lower level primary classes though KGBV is meant for classes V to VIII.
- The minimum age for admission to KGBV has been given in the prospectus as 10 years but in MOU the minimum age is 12 years.
- For the last fifteen months, since the inception of the KGBV the management is just running bridge courses and they have not upgraded the girls to the formal upper primary classes.
- The KGBV Scheme could not reach to the more marginalized and hard to reach girls as the work for the selection of girls was carried out by to the NGO without any selection criteria.
- As observed by the team not all categories like SC, OBC and Minorities were represented during the selection of the girls for KGBV as appeared in DISE data.
- The retention rate at KGBV is very poor. The benefits of KGBV could not be sustained even for girls who were enrolled. There were 62 girls enrolled out of which 25 dropped out.

- As per the objectives of KGBV, the girls have to be enrolled in the upper primary classes but the team observed that neither the girls were enrolled in primary classes nor in upper primary classes.

## 1. Infrastructure

- The KGBV is running in a newly constructed own building. The land measuring two bigas was donated to the NGO by the local person. This Land belongs to the NGO and not to the SSA Society. Funds for construction of KGBV were made available by the Government through the KGBV funds and District Rural Development Agency, West Garo Hills. The construction work was monitored by the NGO concerned.
- The KGBV complex covering 5206 sq. feet area was completed within a period of 22 weeks. The KGBV residential school has one 60-bedded dormitory for the students and one room for the staff; one dining room and kitchen each for the staff and the students; 3 class rooms; 1 work room; 7 toilet without taps and 1 bath room; 5 water tanks and one multipurpose shed, drying place etc. This shed could accommodate at least 100 students for group activities as well as for common instruction, seminars, camps etc.
- The school building clearly indicated that considerable effort has gone in selecting and constructing the building. There is enough space in front of the school which is generally used by girls as playground. There is one huge dormitory which accommodates all the sixty girls, however when the building was getting constructed care could have been taken to make two dormitories instead of one as it would have taken care of noise pollution. It could have also provided some privacy to girls and girls could have enough space near the beds to sit and study or carry out some activities. In one dormitory there are 65 beds which give a cramped look and do not provide enough space to girls to carry out small activities as getting dressed, sitting and doing other activities. The toilets were sufficient in number and clean but they did not have regular supply of water. The girls had to draw water from the tanks and use for toilets.
- The front space in front of toilet had two taps which the school authorities said were used as bath area. There was no separate place for bathroom as the team was told that the girls are not used to having bath in closed spaces, they prefer having bath in open space near the water tanks. This the team felt was matter of concern and separate bathrooms should have been constructed when the building was being constructed. The girls should be taught to have bath in bathrooms. Having bath in open spaces can have drainage problem and changing clothes in open space can pose a problem for their security as they are adolescent girls.
- There was no room for chowkidar and cook to stay in the campus. The authorities did not keep chowkidar as they wanted to keep a female chowkidar which they could not get. They did not want to keep male chowkidar. The cook was also female and there wan no helper. The team felt that the condition of having only female chowkidar was not appropriate and the authorities should keep a chowkidar for safety of the girls.
- There was a separate land with the NGO near the KGBV which they use for growing vegetables and they teach the girls how to grow vegetables.

- The classroom, dormitory, kitchen and toilets were reasonably well ventilated and clean. Adequate water supply has been ensured for cooking, washing, bathing and drinking in the KGBV, there were no constraints regarding water as the State has enough rainfall and water was collected in five tanks through rain harvesting.
- The classrooms were spacious and had good quality desks and benches. There were big blackboard in the classes with teachers' chairs and tables. The classrooms did not display any teaching learning material; all the walls of the classroom were blank without any charts and timetable. There was no indication of the category of the class and subjects taught in the classrooms. When enquired it was told that since girls were going for two months holiday from the next day so everything including TLM was kept inside the office which seemed to be inappropriate as there was no indication on the walls that there was any display of charts on them.
- The girls were provided with one mattress, one bed sheet, one blanket and one towel. The other things like bath soap, washing soap, hair oil, shoes, socks, uniform, bag, trunks to keep clothes etc were purchased by girls themselves. None of these items were given by KGBV management. The team felt that the girls should at least be provided with two bed sheets and two blankets as it is easier to wash and use and moreover it is very cold in Maghalaya, one blanket is not sufficient during winters.
- The KGBV had three sewing machines on which the girls were taught sewing and had one typewriter to teach girls typing but it was not in use as they did not have staff to teach typing. A part time teacher was called for teaching girls sewing as told by the NGO functionaries.
- One typewriter and three sewing machines are not sufficient for teaching sixty two girls. The TLE grant was not utilized as there was no provision of any equipment like, computer, T.V., DVD etc. and other TLM material.
- There was no sport items in the KGBV when asked the warden said that girls play kabadi.

## **2. Access and Enrolment**

- In the district of West Garo, the total population of children in the age group of 6-14 years is 96,359 and the children enrolled in this age group are 91,883 this means that there are still 4,476 children who are out of school. In the EBB block of Rongram the girl population in the age group of 6-14 yrs is 5,373 and the girls enrolled in school are 4,176 which means that there are still 1,197 girls out of school. Out of these only 62 girls were enrolled in the KGBV and from these 62 only 37 retained which shows that there are still 1160 girls who are still out of school (as per the data provided by the State Project Office). The block has 234 habitations with 8770 households. The girls for KGBV have been randomly selected from the five centers of bridge courses. All this shows that the entire block has not been equally represented. The KGBV does not have a representation of all marginalized categories like SC, OBC, minorities and BPL. All girls belong to Christian community, which seems to have been done purposely by the NGO i.e. the Catholic Church while selecting the girls and it does not seem to be a matter of coincidence.

- The selection procedure based on age, socio-economic background marginalized group and girls who have dropped out have not been followed. The girls who are above fifteen have also been enrolled in the KGBV. The team when studied the MOU it was revealed that the minimum age for selection of girls was kept as 12 yrs.
- Given the targeted nature of KGBV, its relevance as well as the generous budget allocation, it is important that efforts are made continuously to maintain optimal enrolment. There were no efforts made by the NGO to bring back the girls to the school. The school was not able to raise the confidence of the parents as the girls were not sent back to the school by the parents after vacations.
- The girls are not enrolled in the KGBV to a particular class according to their ages. There were three girls who were class V dropout and were enrolled for bridge course for the last fifteen months. The team felt that these girls should have been enrolled at least in fifth standard.
- The student's are charged a sum of Rs. 100/- as security against damages to the property or materials in the schools. They have to also bear the cost of uniform, bags and trunks and daily necessities. This adversely effects the enrollment and retention of girls in KGBV as evident from the dropout rate.
- The very fact that the KGBV management is not following the formal schooling pattern, having less weightage in daily routine for teaching-learning activities, compulsory work either in kitchen garden or collecting firewood or cooking, religious prayers for one and a half hour, less time for sports and other co curricular activities and very rigid environment has compelled the girls to leave the school.

### **3. Process of Mobilization for Enrolment**

In the State and district briefing it was revealed that there were no set criteria or strategy for mobilizing out of school girls for joining KGBV. There were no efforts made to attract or motivate girls to join the KGBV. The State authorities had left every thing to the NGO to select girls for residential courses and for KGBV. The district never inquired nor help was sought by the NGO from the BRC and CRC for mobilization of the parents. More coordinated effort is required between the NGO and district authorities for mobilization of the community.

### **4. Retention**

Retention of girls in the KGBV is not good. Initially 62 girls were enrolled but when the team visited the KGBV there were only thirty seven. More efforts are also needed to bring back girls who have dropped out as the KGBV still has vacancy. The BMC had provided the list of 32 out of school girls to the NGO on 5<sup>th</sup> April, 2007 for their enrollment in KGBV but till date the management has not done anything.

### **5. Environment**

- The girls appeared to have settled down well in the KGBV. The nun of the NGO working as warden of the school was found to be having a very enabling relationship with children however the other teachers seemed to be a little discrete. The warden's

personal commitment was found to be of a high order. The team had interaction with the girls; the girls were smart and well dressed but seemed to be little scared. They were not opening out much, they seemed to have low self confidence. More activities need to be incorporated in their daily routine to raise their self confidence and self esteem.

- One full time teacher was staying in the school campus but her services were not used for other activities except for the school hours from 9:45 am to 3:00 pm. Kitchen garden was being maintained in the KGBV by the warden and the cook with the help of the girls. The girls were made to help the cook in cutting vegetables, cooking food and getting fire wood from nearby forest. The girls were also given duties for cleaning the entire school and toilets. The team felt that girls should not be sent out for getting fire wood as there is provision in the financial budget for procuring fire wood.
- There was ample of space for out door activities in the school but no sports items were there in the school and the sister of the church being warden of the school did not organize much sports activities, she herself did not seem interested in sports activities. The whole school had a much disciplined look. The school campus was very near the church building and other formal school so the campus was secure for girls. There was no telephone facility available in the school; the team felt that telephone facility should be provided to the warden for smooth functioning of the KGBV and also to meet out any emergency.

## 6. Routine

There were no specific instruction given by the state and the district authorities about the daily routine of the school. The NGO is having an experience of running formal schools so the warden and teachers had made their own routine. The girls were not much aware about the routine and there was no written format pasted on the dormitory or in the classroom regarding the daily routine or time table to be followed by the girls. The girls were responding differently and were not clear about the duration of time for which they carry out various activities in the KGBV. The warden when asked about it she gave the daily routine as under which is slightly different from the routine given in prospectus.

### Daily Routine Given by Warden

### Hostel Time Table and Daily Routine as per Prospectus

5.30 am	Wake up		05.00 am	Rising
5.30 am – 6.30 am	Getting ready		05.30 am	study
6.30 am – 7.45 am	Morning prayer		06.30am	Prayer
7.45am – 8.45 am	Cleaning, getting firewood (as per roaster)		07.30 am	Morning Job
8.45 am – 9.30 am	Meals		08.45 am	Meals
9.30 am – 9.45 am	Assembly		09.30 am	Leaves for School

9.45 am – 11.35 am	I and II Period		12.00 noon	Tea
11.35 am – 11.40 am	Five minutes break		03.30 pm	Social work
11.40 am – 12.35 pm	III period		04.30 pm	Games
12.35 pm – 1.20 pm	Tea Break		05.30 pm	Bath
1.20 pm – 3.00 pm	IV and V period		06.00 pm	Meals
3.00 pm – 6.00 pm	Rest or girls are free to carry out any activity)		07.00 pm	Prayer
6.00 pm – 6.30 pm	Rosary		08.00 pm	Study
6.30 pm – 7.00 pm	Dinner		08.15 pm	Recess
			09.00 pm	News/TV

#### Routine for Holidays & Sundays

05.30 am	Rising
0.6.30 am	Prayer
07.30 am	Morning Job
08.45 am	Meals
09.30 am	Study
10.30 am	Recreation/Practices
12.00 noon	Tea
01.00 pm	Cleaning
02.30 pm	Work
07.00 pm	Quiz/Competitions/Camp Fire etc.

In the routine there is no supervised activity as it is physically not possible for one warden to supervise all the activities of the school. The warden was not aware that other full time teachers and part time teachers' service could be utilized for supervising the various activities of the girls. The present routine does not have provision for developing reading skills as there is no library and reading material for girls, Reading Library books should be encouraged. There is no set pattern for supervised study, the girls study on their own. Opportunities should be provided to girls for enhancing their self esteem and self confidence through life skills training or organizing activities like children's wall paper, magazine, debate quiz etc. The daily routine has less weight age for formal studies and more time for carrying out labour work and religious prayer. This is against the child labor act and the principle of secularism. There is no provision for sport and physical activities in the daily routine.

#### 7. Food

No definite weekly menu has been planned for KGBV; children usually have two times meal one in the morning and one in the evening. They have tea break around 1.20 pm

where tea is served. Rice is the staple diet and hence it is provided in the morning and evening along with a vegetable and dal. Since most of the girls are non-vegetarian the same is provided to the girls thrice a week. Twice in a week the student are given egg. Dry fish is also provided for the dinner. There is no provision of milk and it is a cultural practice to have tea with out milk. Though access to vegetables was difficult, attempts to grow local vegetables were evident in the KGBV. Wood was used as a fuel for cooking as supply of LPG was not dependable. The girls of the KGBV themselves go to the jungle to cut fire wood.

For the KGBV there is a female cook but from the discussion it emerged that as there was no other help, the girls were helping the cook in washing, cleaning and cutting vegetables. There was no provision for providing fruits to the girls.

## 8. Quality of Education

- As per the discussions with the district officials and NGO staff it emerged that the list of out of school children is provided to the NGO by the CRC coordinator. The NGO then select girls (on what basis it is done was not made clear) to be admitted in bridge course under NPEGEL which they name it as KGBV School Bridge Courses under NPEGEL. The students for KGBV are selected from these bridge courses and categorized into four groups depending on their ability to read and write
- All instructions are given in Garo, the mother tongue of the students. For easy teaching the students have been divided into four groups according to their ability to learn and grasp :

- Group 1. Those that have never gone to a school nor have any educational background. There are 9 students in this category
- Group 2. Those that have some educational background like pre primary class I etc. There are 14 students in this category
- Group 3. Those that have been dropped out from classes 2 to 3. There are 13 students in this group.
- Group 4. Those who have completed primary education. There are 3 students in this group.

- The first group is taught the language basics like the alphabets and numbers etc. The second group is also introduced to the alphabets and also taught to use words and sentences. The 3<sup>rd</sup> group is taught selected chapters of L.P. section and the fourth group is made to revise selected chapters of classes 3 and 4. At the start students are not provided with textbooks. Instead they have reading and writing practices normally from the blackboards or from their notebooks.
- The school provides all learning materials prepared by the NGO and one notebook each. In case of damage, additional materials can be obtained at the payment of actual price. The NGO functionaries said that in line with the directives of the Government on KGBV, they had decided in the recent Managing Committee meeting that a separate syllabus be developed suitable for the girls admitted in KGBV with the help of DIET or other agencies dealing with school curriculum, but they were not able to show the government directions to the team.

- The books of the formal school are not taught at the present. This team felt should not be done as the KGBV should be treated as formal residential school and moreover the girls studying in KGBV would face the problem of mainstreaming if they follow different curriculum. The most striking and erroneous thing that the team felt was that none of the groups were taught environmental studies or social studies or science. They were only being taught Garo, English and Maths of no particular class. The team during interaction when asked certain concepts of EVS and social studies the girls were not aware about it. They did not even know the capital of India. The school holds exam every two months, the last exam was held in the month of October. The achievement register when seen, it showed results varying from 17% to 96% in English, 36% to 92% in Garo and in Math's 36% to 96%.
- None of the classrooms which were observed had any teaching learning material, charts timetable or even calendar on the walls. The walls of the school and classroom should be better utilized for various thoughts, slogans and other low cost teaching learning material.
- Learning material has been provided to the girls but there was no library or reading corner. It seemed from the interaction with girls that teaching was primarily textbook oriented during the school hours.
- It is important that all the subjects should be taught at KGBV. The teachers need to plan their classroom transaction with proper lesson planning. It is important that teachers should be oriented to pedagogic principles and methods as they have not received any such orientation so far. Interactions with children revealed that students did not have knowledge about science and Hind language. It is important to encourage scientific temperament in children with active exploration and experimentation. The girls should be placed in age appropriate classes from class V to VII. The state SSA should build capacities of the NGO through organized cross visits, sharing bridge strategy materials and documentation as well as organize training of NGO functionaries in this regard.
- Local song and dance seemed to be a feature of their free time. Vocational training like stitching, mushroom cultivation, gardening is being provided to girls though this training skill is at a very small scale. Vocational training remains weak. Much thought has go into designing a vocational curriculum that complements the academic focus.
- Remedial learning was not done at the KGBV. The girls have school routine after which they do self study on their own; there is no remedial teaching by full time or part time teachers before or after the school hours. The teaching is exam oriented and as such no learner centered holistic approach to teaching is applied.
- There has been no excursion for the girls. Excursions provide an excellent opportunity for group work and self learning so excursions should be planned with rationale.
- Recruitment of female teachers for KGBV has been done by the school management committee. There are 4 full time teachers. There is no science, mathematic, social studies, art, sports and Hindi teachers. The teachers have been recruited on contractual basis. The salary of the teachers is also not as per GOI norms.

- One full time teacher and warden stay in the campus with the students, the rest fulltime teachers stay outside the campus.

### Particulars of Teachers Appointed in KGBV

S. No.	Qualification	Status	Salary/month
1	B.S.W.	Warden & Headmistress	4000/-
2	B.A. & T.T.C.	Asst. Teachers	3000/-
3	B.A.	Asst. Teachers	3000/-
4	P.U.	Asst. Teacher	2500/-
5	P.U.	Office Assistant	2500/-
6	-	Cook	1500/-

- The three full time teachers stay only during the school hours. Not all the teachers have the desired qualification for teaching school subjects. There is no mathematics and science graduate nor does the school has Hindi or Science teachers and except one they all are untrained teachers. There were two untrained undergraduate full time teachers who were paid less than the graduate teachers. The warden has BSW as qualification which is not suitable for the post of the head of the institution. The warden and one full time teacher are nuns and do not have requisite academic qualification for teaching the formal subject at upper primary level. They have a separate room, kitchen, dining space etc for themselves which is privilege provided to them. They have not received any training from the state or district level SSA office. The capacity building of teachers needs to be strengthened with a particular focus on learner – centered pedagogy especially for older girls. The NGO functionaries when asked they stated that they propose to approach the education department for including the teachers for the normal training programmes conducted by the department of education from time to time. Only warden is responsible for all the activity of the girls, team felt that all the fulltime teachers especially the one staying in the campus should also share the responsibility.
- Four full time teachers have been appointed and there is no part time teacher which is not in accordance with the norms of GOI. There is no chowkidar for the KGBV.
- There is no academic support form the BRC/CRC, they do not visit the KGBV on regular basis.
- The KGBV maintains records in the self designed format like school attendance, hostel attendance, stock register, achievement register, but there were no health register and there was no information on the health status of girls. There was no formal record of parent meeting and community involvement. It would be useful for the state and NGOs to jointly evolve a list of records to be maintained along with some details of how to maintain the records.

## **9. Parental / Community Perceptions**

- The team reached the KGBV in the late afternoon due to the long distance to be travelled and the parents could not be met. However the NGO functionaries told the team that they share a good understanding with the community and the community was aware about the functioning of the KGBV. Currently there is no committee with parent participation that manages the school. Also no organized parent meetings are held to discuss issues of children with parents. According to the Hostel rules parents are allowed to meet the girls only on Thursdays from 8.00 am to 9.30 am and on Sundays from 9.00 am to 10.00 am and 1.00 pm to 4.00 pm. No visitors including parents are allowed to enter the dormitory of the girls even for an urgent need in which case the warden will intimate the students.
- It is suggested that parents meetings and community support is vital for sustaining the KGBV school. Thus meeting with the community should be more often held to share children's progress and discuss any other issues.

## **10. Health, overall Development**

- No comprehensive health camp was organized at the KGBV for girls at the time of admission. Regular medical checkups have also not been organized by the NGO and there was no health register maintained.
- The overall development of the girls has been good. The girls were taught poems and were given little time to play. The girls when asked academic questions they were able to answer and some of them have even embroidered handkerchiefs for themselves and for their family members.
- Vocational training on embroidery, stitching, savings was given to girls. The team felt that there was no regular sports activity though sports being a very important activity for overall development of girls. There were no sports items like ball, cricket, badminton etc. There was no regular sport period in their daily routine neither was there any period for music, dance or any other hobby which the girls wanted to pursue.
- First aid box was there in the KGBV but regular supply of vitamins A, iron tablets, deworming tablets needs provision.

## **11. Administration/Management of KGBV**

A managing Committee consisting of the following members was formed to supervise and manage the KGBV:

- a) Chairman/President The Deputy Commissioner & Chairman, SSA, West Garo Hills.
- b) Secretary The In charge, St. Anthony's School and Mission, Baljek Agal
- c) Ex-Officio Members The District Mission Coordinator, SSA, West Garo Hills
- d) Nominated Members The Block Mission Coordinator, SSA West Garo Hills  
The Girls' Education Coordinator, SSA, West Garo Hills.
- e) Five elected members including two teacher's representatives.

- The committee does have District Mission Coordinator, SSA and Block Mission Coordinator SSA as members of the managing committee but it was revealed that they were never called for any meeting and they had no role to play in the activities of the KGBV everything was done by the NGO functionaries without involving them. After the change of new DC, now the district functionaries have been instructed to involve themselves in all the activities of the KGBV.

## **12. Financial**

- The guidelines issued by the State Project Office (SPO) to the DC and the DC with the NGO functionaries have detailed out the norms suitable to them for running the KGBV.
- Regarding the financial utilization under the different budget heads, the team was unable to get a clear picture. They were not giving the stipend money of Rs. 50 to the girls and out of the Rs. 50 meant for writing material, Rs. 30 was spent by the girls and Rs. 20 was handed over to the warden as saving of the girls to be paid back to the girls at the time of their leaving the KGBV.
- The detailed break up of the expenditure under the broad heads was not provided. All the procurement is done by NGO office and is not locally procured. It was found that the budget on TLE and parents meeting was not being used.
- The team observed that there were financial irregularities like less salary being paid to the teachers, procurement procedures not being followed, not following the staffing pattern provided by GOI. Spending Rs. 35,85,241/- for a model structure estimated to have been constructed for Rs. 15,00,000/- incurring expenditure on inadmissible items like transportation, maintenance, bridge course expenses etc.

## **13. Monitoring**

- The NGO have not put in place any system of monitoring and review of progress of the KGBVs. Neither the State Office nor the District Office has yet put in place a system of regularly monitoring the work of the NGOs and the status of implementation of the KGBV scheme.

## **14. Good Practices**

- Convergence is done with the SJRY for construction of model structure of the KGBV having spacious rooms, classrooms, toilets, activities room and enough space for carrying out sport and co curricular activities.

## **15. Issues and Recommendations**

- SSA – NGO partnership need to be better defined and strengthened by creating a better understanding of the scheme to facilitate implementation. There should be regular reviews that are jointly held by the two stakeholders to address some of the academic support needs and some other emerging issues.

- SSA officials and the NGOs need to understand that the KGBV is like any other government school having the same rights and entitlements and ensure that the warden and teachers become a part of monthly meetings held at the CRC and BRC and this school must be included in DISE.
- The KGBV at present is running as a residential bridge course where students are not taught according to a particular class but according to their level of understanding. The girls enrolled are all 10 year plus and they are placed in group I,II or III level instead of classes. By the time they would be taught for class V onward they would be over age. These girls should be enrolled in upper primary classes and then taught through remedial teaching to bring them at par to the level of classes to which they are enrolled according to their age.
- The important subjects like Science, Social Studies or Environmental Studies and Hindi are not taught to the girls. The girls should be taught these subjects with immediate effect.
- A security of Rs.100 is charged from the girls at the time of admission which should not be charged by the NGO as it would defeat the purpose of KGBV to enroll girls from marginalized groups. An amount of Rs. 20 is also deposited with the NGO from the writing material grant for girls as their savings which should also be avoided. The girls in turn should be provided with tooth paste, brush, uniform, chappals, socks, shoes, sanitary napkin, bathing soaps, school bags, trunks etc.
- Only one bed sheet, one blanket is provided to girls which is not sufficient especially in winters. At least two bed sheets and two blankets should be provided.
- It would be useful for the State and NGOs to jointly prepare a list of records to be maintained along with some details of the records to be maintained as per the format prescribed by the State.
- The State SSA needs to get its data base in all aspects of the KGBV implementation, and basic to this would be to put a monitoring system in place.
- The data on out of school children for every EBB should be used to generate a list of 10+ years dropout and never enrolled girls in the blocks. A criteria should be set to select the girls who are most deserving from this list of out of school girls to be enrolled in existing KGBV and the new KGBVs.
- Teachers in the KGBVs need to be provided induction in-service training as a part of the teacher training programme like other Government school teachers.
- Enable teachers to plan the content and classroom processes appropriate to the KGBV. This may be through a structured peer interaction and with some support from BRC/CRC or experts. This would help mainstream the KGBVs with the regular school education system in the State.
- Teacher orientation in child-centered methods and pedagogy seem to be critical. They need to be oriented in assessment methods to place children in appropriate levels of learning.

- The salary to the teachers and to the contractors was not paid for three months at the Panitola KGBV due to the absence of appropriate authority at district level. Due care should be taken to ensure that funds are released from district level to the block in time so that the staff gets salary on time.
- Not all the subjects taught at KGBVs have subject wise teachers and they are graduates of subjects which are not school subjects. During recruitment care should be taken that each subject representation is there in the qualification of the teachers.
- The daily schedule of the KGBV needs change so as to utilize the day more efficiently for learning. The focus in the daily routine should be more on learning activities rather than going for cutting firewood and spending more time on prayer.
- No school education committees with parent participation have been formed also no organized parent meetings are held to discuss issues of children. Parent meetings be organized at regular interval to share girls' progress and discuss any other issues.
- Neither the State Office nor the District Office has yet put in place a system of regularly monitoring the work of the NGOs and the status of implementation of the KGBV scheme.

**Note :**

**On the whole it is was seen that the present NGO is running the KGBV as a residential bridge course center for one particular religious community violating most of GOI guidelines. Hence team strongly suggests that the responsibility to run the KGBV should be entrusted to the SSA Society instead to NGO.**

## Implementing the NPEGEL Scheme in Meghalaya : Findings Based on Field Visit

The evaluation team was briefed about the NPEGEL activities by the state official on 28<sup>th</sup> November, 2007. The state officials in the meeting clearly mentioned that NPEGEL scheme has been stopped in the State. This activity was being carried out in only one EB block but in the year 2006-07 the same was no more a EB block as the gender parity index in this block was higher than the national index. The funds for NPEGEL were discontinued from the year 2006-07.

'The extracts of the PAB meeting held for 2006-07 as provided to the team are placed below':

- As per list of EBBs provided by MHRD to the Appraisal Teams no block qualifies for the scheme now.
- The Gender gap provided by the state for previously approved Rongram block was as per 2001 census, The minutes clearly stated that. "Since no fresh proposal can be approved under NPEGEL the state can sustain the activities started under NPEGEL for girls' education under the innovative component of girls".
- The NPEGEL activities in the Rongram block was discontinued as per the decision taken in the PAB meeting vide letter of State Project Director to district mission coordinator, West Garo Hills district dated 9<sup>th</sup> October, 2006.
- Till 28<sup>th</sup> February, 2006 the state received Rs. 12.82 lakhs under the NPEGEL scheme. The state spent Rs. 9.65 lakhs for carrying out the following activities (as per the discussion and papers provided to the team).
  - Construction of additional five classroom Rs. 9 lakhs
  - Community mobilization in five clusters Rs. 65,000/-

The NPEGEL though has been discontinued but the team visited the model cluster school at Rongram United Secondary School, Rongram. The construction of the additional room was taken up by the school management committee. The team was not shown the records on the details of the expenditure incurred. But the cluster coordinator who is also the Headmaster of the middle school informed the team that the cost of construction to two rooms was Rs. 2 lacs. The amount of Rs. 2 lacs was not sufficient to construct two rooms thus the community also contributed in the construction cost in the form of construction material and free labour cost. Drinking water facility was made available through SSA funds and electrification was carried out by community participation.

Beside these no other activities under NPEGEL scheme were carried out in the Model Cluster School.

As per the figures provided by the state the number of boys enrolled in upper primary schools is 76,693 and the girls enrolled are 77,654 which is higher than the boys enrolment. The population of out of school children in the age group of 6-14 years is 37,234 out of which 16,681 are girls and 20,553 are boys. This shows that there are more girls who are enrolled and more boys who are out of school. The gender gap also ranges from 9.06 to 16.67 which is better than the national average. Thus the team feels that any special programme like NPEGEL is not required for the State.

## Status of Education in Meghalaya

The State of Meghalaya has a population of 23.18 lakhs:

- The majority of the population is of Scheduled Tribes i.e. 85.94%
- The gross literacy rate of the State is 63.31% with female literacy rate being 60.41%
- According to the house hold survey, the total number of habitations is 7171 of which 6057 habitations have access to primary education and those having access to upper primary education is 1617
- The out of school children stand at 1.51 lakhs
- The PTR at primary level is 1:29 and that at Upper Primary level is 1:24
- GER at Elementary, Primary and Upper Primary level is 82.98%, 101, 37% and 57.44% respectively
- NER at Elementary, Primary and Upper Primary level is 58.08%, 70.96% and 40.21%.

### MEGHALAYA

Project	Details of 2003-04				Proposal (2004-05)			Recommendations (2004-05)		
	PAB Approval	Utilization	Balance	Spill Over	Spill Over	Fresh	Total	Spill Over	Fresh	Total
SSA	4022.64	705.11	3317.53	954.25	954.25	4785.76	5740.01	954.25	4460.04	5414.29
NPEGEL	5.63	0.33	5.30	2.30	2.30	14.40	16.70	2.30	10.53	12.83
<b>Total</b>	<b>4028.27</b>	<b>705.44</b>	<b>3322.83</b>	<b>956.55</b>	<b>956.55</b>	<b>4800.16</b>	<b>5756.71</b>	<b>956.55</b>	<b>4470.57</b>	<b>5427.12</b>

### *RONGRAM E.B. BLOCK*

The Population of the Block was 55475 persons with 26143 males and 29314 females. 26924 were total workers with 73.6% Agricultural Workers, 9.5% Agricultural Labourers, 2.3% engages in Household Industry and 14.6% engaged in other works.

***Statement Showing Approved AWP and B for NPEGEL,  
Achievement of NPEGEL and Funds Released to NPEGEL States  
(Position of Expenditure, GOI Released, State Share Received for NPEGEL Till 28<sup>th</sup> Feb., 2006)***

<b>Activities approved under NPEGEL for 2005-06</b>					
No.	Activities	Target		Achievement (Till 28 <sup>th</sup> Feb., 2006)	
		Phy	Fin	Phy	Fin
1	No. of Model Cluster Schools	5		5	5.00
2	No. of Girls Enrolled in Model Cluster Schools			260	
3	Additional Incentives				
3 (a)	No. of Girls Benefited			260	
3 (b)	Type of Incentives				
4	Please mention the Type of Activities undertaken				
4 (a)	Student Evaluation				
4 (b)	Remedial Teaching				
4 (c)	Bridge courses	5		4	
4 (d)	Any other				
5	No. of ECCE Centers	4	3.00	Nil	
6	No. of Teachers traibed on Gender Sensitization				
7	Community Mobilisation in Clusters	5	0.63	5	0.65
8	Total No. of Girls Benefiting from NPEGEL			260	
<b>Civil Works</b>					
9	Additional Classroom / Activity Centers	3	6.90	5	4.00
10	Toilets				
11	Drinking Water				
12	Electrification				
13	Others				
<b>Financial Details (Rs. In lakhs)</b>					
14	Approved AWP and B 2005-06	Spill Over	8.20		

				Unspent BF	6.41
15	Funds Released by GOI				4.81
16	State Share received				1.60
17	Total Funds received				12.82
18	Expenditure incurred				9.65

***NPEGEL Progress Report***

No.	Activity Description	Target 2006-07	Achievement as on 31-12-2006	Percentage (%)
		Phy	Phy	
<b>NPEGEL</b>				
1	No. of Districts	1	1	100
2	No. of EBBs	1	1	100
3	No. of Urban Slums			
4	No. of Clusters	5	4	80
5	No. of Clusters in Urban Slums			
6 (i)	No. of MCS (Cumulative)	5	4	80
6 (ii)	No. of Girls Enrolled in MCS			
7 (i)	Const. of Addl. Classrooms	5	4	80
7 (ii)	Toilets			
7 (iii)	Drinking Water			
7 (iv)	Electrification	5	1	20
8	Award to Best School / Teacher			
9 (i)	Remedial Teaching (No. of Girls)			
9 (ii)	Student Evaluation (No. of Girls)			
9 (iii)	Bridge Courses (No. of Girls)	150	124	82.66
10	Girls Learning through Open Schools			
11	Teacher Training			
12 (i)	No. of ECCE Centers opened			

	under NPEGEL (Non ICDS area)			
<b>12 (ii)</b>	No. of Children Covered in these Centers			
<b>13</b>	Primary (Additional Incentives) No. of Girls Covered			
<b>14</b>	Upper Primary (Additional Incentives) No. of Girls Covered			
<b>15</b>	Community Mobilization (No. of People Trained)	500	405	81

***Expenditure Incurred under NPEGEL during 2006-07***

<b>No.</b>	<b>State</b>	<b>Outlay Approved in 2006</b>	<b>Opening Balance</b>	<b>Funds Released by GOI 2006</b>	<b>State Share Received</b>	<b>Total Funds Available</b>	<b>Expenditure Incurred as on 31<sup>st</sup> Dec., 2006</b>	<b>% of Expenditure</b>
<b>1</b>	Meghalaya	Nil	6.12 lakh	-	-	6.12	Nil	

## *NPEGEL Progress Report*

**State: Meghalaya**

No.	Activity Description	Target 2006-07		Achievement as on 31 <sup>st</sup> Aug., 2006	
		Phy	Fin	Phy	Fin
<b>NPEGEL</b>					
1	No. of Districts	0		1	} 14.22 L
2	No. of EBBs			1	
3	No. of Urban Slums			-	
4	No. of Clusters	0		-	}
5	No. of Clusters in Urban Slums	0		-	
<b>Non Recurring Grants</b>					
<b>Civil Works</b>					
6	Const. of Addl. Classrooms including toilets, Drinking Water, Electrification	0	0.00		
<b>TLE</b>					
7	One time grant of TLE, Library, Sports, Vocational Training, etc.	0	0.00		
8	Maintenance of school and part time instructor to MCS, etc.	0	0.00		
9	Award to best School / teacher	0	0.00		
10	Students Evaluation, Remedial Teaching, Bridge Courses and Alternative Schools	0	0.00		
11	Learning through Open Schools	0	0.00		
12	Teacher Training	0	0.00		
13	Child Care Centers	0	0.00		
14	Additional Incentives				
	Primary	0	0.00		
	Upper Primary	0	0.00		
	<b>Sub Total</b>	<b>0</b>	<b>0.00</b>		
15	Community Mobilization and Management Cost	0	0.00		
	<b>Sub Total</b>				
	<b>Total (NPEGEL)</b>				

Source: Target taken from PAB Minutes, 2006-07

**Report of National Evaluation  
KGBV and NPEGEL programme in Haryana  
November 2007**

*Ms. Sharda Jain*

*Ms. Kameshwari Jandhyala*

**Evaluation of KGBV and NPEGEL programme in Haryana**

**I. Introduction**

A review of the KGBV and NPEGEL programmes in Haryana was undertaken as part of the national review of the KGBV programme commissioned by Government of India. The Review Mission consisting of Ms.Kameshwari Jandhyala and Dr. Sharada Jain visited Haryana during 26<sup>th</sup> to 29<sup>th</sup> November, 2007. The Mission places on record its deep appreciation of the open and frank discussions with SSA officials and the support extended during the field visits.

The review process included interactions and discussions with a wide range of people- Senior SSA officials, students and staff of the KGBVs, and students, teachers, BRCs and CRCs at the MCS. The Evaluation started with a briefing at the SPO at Chandigarh, where the Mission had an opportunity to discuss the 2 programmes with Shri.Raghavendra Rao, SPD SSA and other state level SSA officials that provided a good background within which this review could be located.

Field visits were made in 2 districts of Jind and Mewat. The Mission visited 2 KGBVs ( one each in Jind and Mewat Districts) and 5 Model Cluster Schools (MCS) in the 2 districts. Detailed Itinerary is at Annexure-I

**II The KGBV programme**

The KGBV programme became operational from middle of 2006. At the time of the visit of the Mission all the 9 sanctioned KGBVs had started and were at various stages of functioning, with 3 KGBVs having been started just a month ago. Given the recent launch of the programme the Mission appreciates the proactive state leadership in getting the KGBV programme fully operational.

Haryana has 36 EBBs spread over 10 districts. The KGBV programme has been started in 3 of these districts. 8 out the 9 KGBVs are located in the 2 districts of Jind and Mewat and 1 is in Kaithal district. The majority f the KGBVs are located in Mewat district which has a high concentration of Muslim minority population.

Haryana opted for Type I i.e. residential school for 100 girls. As some of the KGBVs have started very recently enrolment has not reached the optimal level as per the type of KGBV. See Table I below for details

## **II Implementing partners**

The government decided to implement the KGBV programme in partnership with NGOs. 6 KGBVs that were started in 2006 are run by reputed NGOs that have experience of running educational institutions. In Jind 1 KGBV is run by Sir Chhotu Ram Trust and in Mewat 5 are run by a quasi governmental society, the Mewat Model School Society that had been set up by the Mewat Development Agency.

As there was a poor response to the advertisement inviting NGOs to run the balance 3 KGBVs, it was decided to give 1 more KGBV to the Mewat Model School Society, and 2 have been started under the aegis of the District Child Welfare Society.

The Mission was informed that each of the partners has brought in their own resources to the KGBV in various ways. For instance the Mewat Model School Society has its own vast school infrastructure/academic resources that have been used for the KGBV as well. Both the partner NGOs demonstrate a great degree of commitment to the cause of girl's education and give hope that in their hands the KGBV programme would realize its stated objectives.

## **II. Infrastructure**

Starting civil works has been slow. The Mission was informed that some of the delay resulted from problems faced in acquisition of land for construction of the KGBV. The State has required that each KGBV be established in a 3 acre campus, a requirement the Mission fully endorses and appreciates as it gives ample opportunity to develop a fully equipped campus that could include a good playground. This has also meant that there have been delays in the acquisition of land and consequently construction of the KGBV school-cum hostel.

At Jind the Mission saw one KGBV that is nearing completion. The design of the hostel building provides ample space for boarding (2 large dormitories), a separate warden's room, a library cum study room, dining room, large kitchen with a separate wash area, and 8 bathing stalls and 8 toilets. The proposal is to get bunk beds and also provide some storage space for each child. The courtyard in the middle of the hostel is a good design feature where the girls could meet in the free time. As the KGBV is on a 3 acre plot a separate block of classrooms have been built. It is anticipated that this KGBV would be completed very shortly.

Several issues were raised regarding the involvement of NGOs in running the KGBVs. The State concerns related to ownership of land and other assets, and continuance of

teacher salaries once the project comes to an end. Some clear guidelines in this regard are being sought.

### *II.1 Some issues regarding the interim arrangements for the KGBV*

In the interim, except for 1 KGBV in Jind, all the others in Mewat are being run as day schools, with selected girls being bused to the KGBV everyday. As there is already a provision under SSA of arranging transport for girls going to upper primary, the question that arises is what if any is the necessity of considering these set of girls for boarding.

The Mission is of the view that running the KGBV as a day school means that the opportunity for providing extra academic inputs such as life skills is being lost. The Mission strongly suggests that from the next academic session the possibility of running the KGBVs in rented premises as residential schools be explored. This is being done across the country and there are some excellent examples of how even in limited spaces, teachers and students have created a very good learning environment.

In Jind the KGBV is running as a residential facility in a primary school that is also located within the campus where the KGBV building is being built. All the basic furniture such as bedding, tables, chairs, a fully equipped kitchen has been provided for. One fortunate aspect is that there is ample water availability.

### **III. Targeting and Social/ educational profile of girls in the KGBVs**

It is heartening to see that marginal groups as the figures demonstrate have been reached as per the guidelines. See Table I below for details.

Table I: Enrolment in KGBVs as on 21.11.07

SL No	Location	Block	District	SC	BC	Meo	BPL	Total
1.	Hathin	Hathin	Mewat	24	12	12	22	70
2.	Punhann	Punhanna	Mewat	9	13	43	5	70
3.	F.Jhirka	F.Jhirka	Mewat	-	16	48		64
4.	Nagina	Nagina	Mewat	2	2	29	2	35
5.	Taoru	Taoru	Mewat	6	2	27	-	35
6.	Nuh	Nuh	Mewat	1	16	18		35
7.	Safakheri	Uchana	Jind	16	26		8	50
8.	Fulia Khurd	Narwana	Jind	14	9		8	31
9.	Rajound	Rajound	Kaithal	19	10		6	35
	<b>Total</b>			<b>86</b>	<b>98</b>	<b>169</b>	<b>47</b>	<b>415</b>

Source: SSA Haryana, November 2007

#### *III.1 Selection process*

The modalities for identifying girls for the KGBV were primarily through issuing of pamphlets. It was reported that ABRCs and NGOs were also involved in village visits and in identification of prospective girls. By and large the selection seems to depend on the applications received in response to the advertisement after which final selection is made on the basis of social marginalization.

*The Mission draws attention to the fact that this modality may not be the most effective strategy, as the poorest may not respond to an advertisement. A detailed block mapping of out of school girls needs to be done to zero in on the neediest. The Mission was informed that such a process has been initiated and from next year onwards would perhaps inform the selection process.*

What needs to be noted is that by and large all the girls admitted in the KGBVs have completed class 5 and have come from school to the KGBV. During the field visit the Mission met very few girls who were actually drop outs. The Mission was informed that as parents were unwilling to send the girls outside the village; these girls are potential drop outs. In Mewat, for instance, where girls have to travel anywhere between 3-5 kms to go to an upper primary school, parents prefer to send their girls to the hostel. At one level it is heartening to see the mobilization of Meo girls and the active support of the parents for their education.

It is important however, to get girls who have been out of school for more than a year and at the same time have a process whereby the most likely to drop out are enrolled in the KGBV. Efforts need to be made to get girls from areas where upper primary access is difficult because of distance or strong societal barriers that do not allow girls to travel for education. Given the fact that the Government of Haryana has decided to provide transportation facility for girls to attend upper primary schools, the selection process and criteria maybe revisited. The Mission once again reiterates the critical need to map the status of girls education at the block level both in terms of out of school girls and pockets where upper primary access is difficulty and could contribute to a large of number of girls being potential drop outs.

#### **IV. Teachers/wardens**

All the teachers in the 2 KGBVs the Mission visited are certified teachers. In Jind where the KGBV is a residential school, there are 3 full time teachers, with one of them also being a warden. In the KGBV run by the Mewat Model School Society there are 2 teachers as enrolment is currently low. The Mission was impressed with the open interactions between the teachers and the students and the eagerness of the teachers to learn new ways to improve their teaching approaches.

Except for some briefing, the teachers/ warden have not received any specific inputs on how to run a residential school. Further the brief interactions with the teachers indicated that though almost all children have formally completed class V, most of the girls did not have the requisite class V competencies. In such a situation the teachers have been left to their own devices to work out ways of handling multilevel learning situations in each KGBV. The Mission commends the efforts of the teachers in handling such a situation. The teachers are looking for support and inputs in this area. There is an urgent need to provide training to all KGBV teachers in multi level teaching methodologies.

## **V. Enriched curriculum**

The KGBVs follow the state syllabus and the teaching is centered on transaction of the complete syllabus. As of now there is no clear understanding or direction on an enriched curriculum. In the one residential KGBV at Jind, teachers and wardens have made some effort to encourage creative skills such as singing, some theatre, sewing and games. The role of the warden becomes very critical in providing such inputs. It appears that wardens have not really received any inputs on the role they can play in helping the adolescent girls to understand and cope with issues of adolescence.

As most of the girls are at the age of puberty, there is an urgent need to incorporate a strong life skills component. The 2 NGO partners and the teachers running the KGBVs need support to understand what life skills are, why it is important for girls and how it can be transacted with the girls. SSA needs to play a pro-active role in developing this component as well as in providing training and resource support to the 2 NGOs. Within SSA itself the gender coordinators themselves need perspective building and training to be able to provide resource support to the KGBVs.

The Mission is concerned that no attention is being paid to the issues of adolescence. As most girls are in the puberty age or have attained puberty, girls need to be educated on personal hygiene as well as to understand the emotional and physical changes taking place. As part of vocational training, girls could be trained in the preparation of sanitary napkins. The inability to manage menstruation often leads to drop out or irregularity. These inputs can very easily be given by the wardens. However, wardens themselves need training and inputs on adolescent health, and the manner in which they can help the girls in their overall development. The Mission was informed that SSA is in contact with the Department of Health and Women and Child development on the issue of preparation of sanitary napkins. The Mission urges that this issue be addressed as quickly as possible.

On the issue of life skills, the Mission suggests that inputs be provided not only to the wardens but also to all the part-time teachers, BRCs as well as all the gender coordinators. At the same time efforts need to be made to source material as well as resource support on this from NGOs and programmes such as Mahila Samakhya.

## **VI. Community responses/ support**

A range of activities have been undertaken as part of environment building and for community mobilization. These included rallies, mobilizing senior female citizens ( Dadis and Nanis). The impact of this effort is showing results. The community is supportive of the programme as was clearly evident in the interactions with representatives of the community that included panchayat members, religious leaders, parents and especially older women. This has been a commendable effort on the part of SSA. The rationale of residential schooling for older girls in particular was well articulated by a father who said at home the girl is not left alone to study and everyone feels free to make demands of her time. And if she does not study she is scolded in school for not performing well and at home if she spends her time studying she is scolded for not

fulfilling her household responsibilities. What was encouraging is that there seems to be growing community consensus on the right of a girl to education.

Having recognized the benefits of the KGBV all the community leaders and parents one met were unequivocal in their demand for extending the KGBV upto class X. (*As one parent said, "Hum umeed lekar aye hai. Hamari baat sarkar tak pahuchaye*).

## VII. NPEGEL

Haryana has 10 districts that have 36 educationally backward blocks. In these EBBS NPEGEL is being implemented in 326 clusters. The Mission visited 5 Model Cluster schools in the districts of Jind and Mewat.

Table II and III below give details of achievement against targets as well the types of incentives being given.

Table II: Achievement as on March 2007 was as follows:

Sl No.	Activities	Target 2006-07	Achievement as on 31.3.07
1.	No.of clusters	326	326
2.(i)	No. of MCS	326	326
(ii)	Girls enrolled in MCS	261874	261874
3.(i)	Const of addl.classrooms	86	73*
(ii)	Toilets	86	86
(iii)	Drinking water	86	86
(iv)	Electrification	86	86
4.	Award to best school/teacher	326	326
5.(i)	Remedial teaching ( girls covered)	261874	231759(88.5%)
6.	Teacher training	15506	15506
7.(i)	ECCE under NPEGEL(non-ICDS area)	652	652
(ii)	Children covered	19560	19560
8.	No.of primary girls receiving additional incentives	204180	68392
9.	No.of upper primary girls receiving additional incentives	57694	34186
10.	Community mobilization (no.of people trained)	20250	6750

### VII.1 Community mobilisation

- Under community mobilization the efforts to involve older women has been an effective strategy. In some villages older women have been mobilized to serve as escorts to girls, and in a few cases the women stay at the school to escort the girls back home. The Mission appreciates this strategy as it not only addresses the security concerns of parents but also creates a space for older women to play a key role in ensuring the education of girls.

Once again the Mission commends the effective mobilization strategy. Community leaders and PTA members, especially older men (at Khor Basar village) were emphatic in stating that girls needs education and beyond the elementary level. In some cases they stated that the community would provide the land for a good high school to be constructed. What was also being demanded is an extra hour after school for girls to complete their homework as most of the

adults are illiterate and not able to provide any academic support to the girls at home. With community aspirations on the rise, the responsibility on the system increases to provide quality education.

### VII.2 *Infrastructure and Convergence*

- The Mission was informed that SSA is making efforts to converge with other related departments such as Panchayati Raj for the provision of drinking water in around 9,000 schools.
- The fact that toilet facilities are a basic necessity for girls in school and women teachers, is yet to be internalized by school management. We visited 5 NPEGEL Model Cluster Schools
  1. One campus which had a girl's primary school and Activity Centre for older girls had no toilet facility. "It is under construction," we were told. There were three women teachers, who, to our surprise, were not complaining. "How do you manage?" we asked. "We use the neighboring school facility," they said. We visited that: two dark, dingy, unkempt, small units with hardly any light even to see whether it was clean or dirty!
  2. Two other schools had very 'unusable' facilities. Girls and teachers had resorted to some improvisations which they did not talk about.
  3. One school had two well-constructed toilets with water arrangement through SSA in 2005, but the 'modern' white tiles had turned black and dirty over the years, and a rough jhadoo was kept in a corner to clean. . .totally mismatched to the tiled floor. Very few girls seemed to be using it. "Outside is easier," one girl said.

The KGBV situation is slightly different. The buildings which are being constructed have a planned provision of adequate number of toilets. As yet, there is only one residential KGBV. There the facilities appear to be satisfactory. What is missing here also is the concept of upkeep and cleanliness as part of user's responsibility. Girls are fully dependant on the safai karamchari ("sweeper class") to do the cleaning. It was obvious that this matter was a low priority issue in the entire planning. Not only is it important to provide appropriately designed toilets, but it is equally important to detail a system for its upkeep. It needs to be made a necessary part of quality education.

### VII.3 *Incentives*

- Under the incentives a host of things are being given to the girls. During 2006-07 the incentives provided were as follows:

Table III: Incentives

Incentive	No. of Beneficiaries
Cycles	11845
Jersies & Shoes with socks	4000
School Bags -	21852
Books for competitive exam	2500

Dictionaries	1866
Cookery Kits	1400
Geometry box	600
School Uniform	2270
Candle Making Kit	600

The Mission was informed that depending on the need of a given block incentives are decided. For example in some areas jersies and socks are a necessity given the weather conditions. In all NPEGEL MCS Meena kits have been provided. Cycles have been provided mainly for girls at the upper primary level and reportedly this has resulted in better attendance and regularity of the girls. And not surprisingly the cycle is the most popular of all the incentives with the girls.

#### VII.4 *Teaching Learning Equipment and hobby classes*

Under the teaching learning equipment, libraries, instruments for vocational training have been provided. The major activity under the 5 MCS the Mission visited seems to be the running of hobby classes. The main activities are candle making, sewing, knitting and the making of decorative items such as flowers with waste materials. Part time instructors have been appointed for running hobby classes for girls in the 6<sup>th</sup> to 8<sup>th</sup> classes. This has been started recently from September 2006.

#### VII.5 *Functioning of the MCS*

The MCS we visited presented studies in contrast. In one MCS in Jind that was located within the campus of a higher secondary school there was little evidence of how the additional room was being used, though we were informed that some hobby classes are being held. In another MCS in Mewat, the possibility of how the MCS could serve to attract older out of school girls seemed evident. Here the children were desultorily engaged in some knitting and along with them there were 4 older girls, who were quite obviously never enrolled girls. This was the first instance that the Mission came across where older out of school girls seemed to have been reached. But this seems more by chance than the result of a well thought out strategy. What this suggests is the possibility of having well planned skill training that could actually serve to attract older girls into the school system and once the girls come regularly a plan for building basic elementary level competencies could be worked out.

*The ways in which an active, involved teacher and school management could optimize the NPEGEL intervention was clearly evident in the MCS at Kherla Nuh, Mewat.. The school has 66 girls in classes 6 to 8. In addition to the usual hobby classes of candle and chalk making, and products from waste materials, the Meena manch is active meeting once a month, and the girls have been encouraged to learn songs and dance. The most remembered activity is the exposure visit to the Trade fair at Delhi. The girls are active, bright and excited with whatever their teacher introduces them to. Even here if the teachers had*

*some exposure on how to use the MCS to help girls explore and understand their world, and build life skills, the expectation of providing an enriched curriculum would be better realized.*

### **Summer camps: a best practice under NPEGEL, Fatehabad District**

Fatehabad District has 3 EBBS, Bhattu, Bhuna, Fatehabad. Starting with 3 MCS in 2003-04, by 2007-08 Fatehabad district has 35 MCS and 61 child care centres. Under the NPEGEL programmes a wide range of vocational activities have been introduced such as tailoring, soft toys, cooking and cutting, darri making, embroidery, beautician course, household remedies and domestic maintenance have been introduced. As part of sports and cultural activities, yoga, dancing, games, road safety, first aid courses and health related activities have also been introduced.

What merits special mention, however, are the 5 summer camps that were organized in mid 2007 for girls at the upper primary level as part of life skill development. 4 camps were held for 10 days each and one camp for 15 days. In each camp 50 girls participated.

The duration of the camp was for a minimum of 4 hours per day. Starting with morning assembly the day schedule included physical exercise/ yoga, vocational classes and recreational and cultural activities to develop that confidence and articulation of the girls. 2 vocational/hobby activities were taken up everyday for which 2 vocational instructors were appointed. The camp also included exposure visits to historical places.

Several activities are slated for the rest of the year such as a 2 day gender sensitization for all MCS with a focus on operationalising the Meena Manch and use of the Meena kit, confidence building of the girls and so on. A 2 month remedial coaching class for all girls studying in classes 3 to 8 is scheduled for December 2007 and January 2008

#### **VII.5.1 Overall the MCS needs some imaginative planning:**

- The MCS currently serves only the children in the school in which it is located. There is little understanding on how the MCS could serve as a hub for planning interventions for girls in the catchment area, with the MCS becoming a training/resource centre. This is one possibility that could be explored.
- There is a need to re-look at the use of the Meena kit. Children enacted scenes from the Meena material in which the focus is on sending girls to school and that boys and girls are equal. They have not gone beyond the kit. It has become a limiting factor both for the teacher and the girls. While it has been a good initial activity there is a need to go beyond and have something more appropriate for girls already in school and help them rediscover their roles.
- There is a need to move away from a ad hoc approach where a lot of activities are introduced with girls gaining competency in none of them. While the girls are happy with whatever little that is being done, it would be useful to plan training in whatever skill that is being imparted whereby the girl gains a certain competency. There are examples that could be

looked at for instance, the skill based education in Chandigarh, where the skill training is integrated into the time table, whereby a child gets 100 hours of training in a given skill during the course of the academic year.

- At the same time as mentioned above, a strong life skills component needs to be added. A common curriculum for the MCS and the KGBV could be developed.

### **VIII. Pedagogy**

It is very heartening to note that teacher qualification is a matter of serious concern in SSA management. The teachers we met were mostly graduates with B Ed degrees. However, in spite of their preparatory pre service training, it was apparent that the teachers were finding the KGBV and NPEGEL challenges beyond their existing competencies.

1. They had no exposure to the techniques for dealing with a heterogenous group. Multi-level teaching was not a familiar concept to them. Hence, the standard, homogenized classroom approach was being followed with rather disappointing outcomes.
2. The use of library and supplementary reading material in classroom transaction has not been introduced either in MC schools or in KGBV as yet.
3. Theatre in education as a strategy for building reflective skills with practice in role-play, spontaneous improvisation etc. is unfamiliar to them. Drama as an activity is certainly practiced but it consists mostly of rote dialogues.

What surfaced very clearly was that having fulfilled the basic requirement of providing qualified teachers, further investment in capacity building was wanting. The requirement is for weaving in imagination and exposure to constructivist approach to learning as an ongoing framework of teaching-learning transaction. These inputs can optimize the existing investments. The readiness to absorb such an orientation exists at all levels. State, Block and School level functionaries expressed a great desire for such an exposure.

### **IX. Linkages between AIE, NPEGEL and KGBV**

- This is an area in which one was not able to get a clear picture. Bridging if any is being done through the setting up of alternative learning centres under funding from the AIE component. The Mission is concerned about the quality of these AIE centres. During the course of the field visit to an MCS the Mission briefly observed an AIE centre that was functioning within the compound of the primary school. There were several issues that came to mind. If the AIE centre is running in the school campus, why are the children not in school? Secondly what is the pedagogic value of the AIE learning? What was unclear is the linkage between the AIE centre, NPEGEL or the KGBV? There is a need to think this issue through to evolve a plan whereby girls can move from the AIE centre to school or

the KGBV, this would of course require detailed block and village level mapping and planning.

## **Recommendations for KGBV and NPEGEL in Haryana**

- **Improved data base and tracking**

The Mission suggests the development of an overall block level database and strategy to identify and track out of school children, which could then be the basis for development of a block plan as well as for tracking the movement into schools, the KGBVs or other alternatives such as AIE available in the block. This would also ensure that the neediest are brought to the KGBVs.

- **Developing an enriched and sensitive curriculum**

- As the NPEGEL and KGBV target girls in the vulnerable adolescent age group, a well developed life skills curriculum needs to be developed relevant to the Haryana context. This would also imply that the wardens, teachers, gender coordinators and other block level officials receive training on this component
- Hygiene and sanitation (upkeep/cleanliness of toilet facilities) should become part of quality education. A systematic provision of appropriate cleaning equipment should be ensured to implement this much-needed, and obvious, component of holistic education. More so if we are serious about countering ‘untouchability’ at the very basic level.

### ***Strengthening pedagogy***

- As the KGBVs draw girls at different learning levels, teachers need training in handling multi levels.
- It is our recommendation that any training which is organized for teachers should have a demonstrative component. The trainers should actually conduct sessions and then hold discussion on the methodology used to make the entire exercise meaningful for the teachers. One KGBV in a functioning mode could provide the venue for holding a workshop with approximately 30 teachers. Similarly, NPEGEL schools could be used for demonstrating techniques. This would be more effective than an insulated training programme with no direct impact on the target group.

### **Annexure I Itinerary**

Date	Details
26.11.07	Briefing and interaction with SPD SSA and other State level SSA Officials
27.11.07	<ul style="list-style-type: none"><li>• Field visit to KGBV at Safa Khedi, Uchhana block, Jind District. Interaction with students, teachers, representatives of NGO partner, Sir ChhotuRam Memorial trust, BRC, parents and village elders</li><li>• MCS at Senior Secondary school Dumerkha Block</li></ul>
28.11.07	<ul style="list-style-type: none"><li>• MCS at Khor Basar village, Mewat. Interaction with PTA and VEC</li><li>• KGBV at Nuh Block, Mewat District</li><li>• MCS at PS Nai Nangala village</li></ul>
29.11.07	<ul style="list-style-type: none"><li>• MCS at UPS at Kherla, Nuh Block</li><li>• MCS at PS Pinangwa village, Punnhana block</li></ul>

**Report of National Evaluation**  
**KGBV and NPEGEL programme in Maharashtra**

**December 2007**

*Ms. Sharda Jain*

*Ms. Kameshwari Jandhyala*

## **I. Introduction**

I.1 The National Evaluation team comprising of Ms. Kameshwari Jandhyala (ERU) and Dr. Sharada Jain (Sandhan) visited Maharashtra between Dec. 5-9, 2007 to review progress in the KGBV and NPEGEL schemes against their stated development objective of reducing gender and social disparity at the elementary level. The emphasis of the scheme is on improving access to quality education in schools, specially at the upper primary level for girls belonging to socially disadvantaged groups (Schedule Caste (SC), Schedule Tribe (ST), Minority, Other Backward Classes (OBC) and Below Poverty Line (BPL) families) residing in the educationally 'backward' blocks (EBBS) through setting up of residential schools and innovative processes. These schemes are not independent interventions. They are coordinated with other existing interventions of the Department of School Education viz. Sarva Shiksha Abhiyan (SSA).

I.2 In order to observe first hand functioning of KGBVs and NPEGEL schemes, the team visited four Model I KGBV schools operational in Thane and Nashik districts in Maharashtra. The team also visited NPEGEL centres in Model cluster schools in these districts. The Mission visited the Dahanu, Talasari and Mokhada blocks in Thane district and Peint and Trambekeswar blocks in Nashik district. The detailed itinerary is at Annexure I

I.3 The team is grateful to the Principal Secretary (Education) and State Program Director SSA for ensuring rich and fruitful discussion on project activities, especially with regard to the constraints in the implementation as well as the potential for progress at all levels. From the meetings and discussions it is quite evident that the political and administrative leadership is committed to the KGBV mission and understands its relevance in achieving Universalisation of Elementary Education. The members of the Mission express their thanks to the State Project Director, Assistant Director Gender Coordinator and the entire team of block functionaries for their cooperation and facilitating the evaluation. Most of all, the members of the mission express their thanks to the school teachers, children and community members, who participated actively in discussions and expressed their views unhesitatingly.

This report is organized under two broad heads viz. KGBV scheme and NPEGEL.

## **II. Kasturba Gandhi Balika Vidyalaya (KGBV)**

### **II.1. Choice and mode of operationalisation**

Maharashtra State has opted for Model I for all 36 sanctioned KGBV with the intake capacity of 100 girls for hostel and schooling. At the time of evaluation 16 KGBVs were functioning having stated in January of 2006. See Table I below for details:



**Table I: KGBV status**

Division	No. Sanctioned	No. Operationalised
Aurangabad	18	5
Mumbai	4	3
Nashik	7	6
Kolhapur	1	0
Nagpur	2	0
Latur	4	2
<b>Total</b>	<b>36</b>	<b>16</b>

We were also informed that six more KGBVs have recently been cleared for operationalisation bringing the total number of operational KGBVs to 22.

II.2 The KGBV scheme is being implemented entirely through NGO partnership. A Committee of Experts was constituted to draw up guidelines for selection of NGOs. The requirement was to find NGOs that have credibility on the ground and have experience of working on development and educational issues. The process of finalizing the NGO partnerships has been fraught with several difficulties, including court cases and therefore delays. However, the state decision to stick to the policy of working through NGO partners is commendable. The NGOs finally selected and running the KGBVs is as Table II–

**Table II:List of NGOs implementing scheme of KGBV in Maharashtra State**

S.No.	District	Block	Name of NGO
1.	Thane	Talasari*	Vidya Prathisthan Baramati, Pune
2.		Vikramgad	Adivasi Seva Mandal, Borivali, Mumbai
3.		<b>Dahanu*</b>	Haribhai Omji Vakil Trust Dahanu
4.	Nanded	Dharmabad	Datta Shikshan Prasarak Mandal Hotala, Nanded
5.		Mudkhed	Gramvikas Shikshan Prasarak Mandal, Nanded
6.	Hingoli	Hingoli	Shri Shivaji Shikshan Prasarak Mandal Hingoli
7.	Beed	Dharur	Chhatrapati Shivaji SHikshan Prasarak Mandal Kej, Beed
8.	Jalna	Ramnagar	Shivaji Shikshan Prasarak Mandal Jalna
9.		Ghansavangi	Om Shanti Dnanmandir Shikshan Sansthan ambad Jalna
10.		Ambad	Mastyodari Shikshan Sanstha Ambad
11.	Nandurbar	Nandurbar	Nandurbar Taluka Vidhayak Samiti Nandurbar
12.		Taloda	Adivasi Devmogra Education Society Taloda
13.		Shahada	Pujya Saneguruji Vidya Prasarak Mandal Kudal
14.	Nashik	<b>Peint*</b>	Adivasi Seva Samiti Nashik
15.		Surgana	Adarsh Samata Shikshan Prasarak Mandal, Nashik
16.		<b>Trambakeshwar*</b>	Gramodaya Shikshan Sansthan, Deongara

\* Blocks visited by the Evaluation Mission.

II.3 The state has delegated full responsibility of day to day management to the NGO. However, CRC Coordinators have had an important role to play in the identification of girls through their community mobilisation activities. They are also expected to play a significant role in monitoring the schools, including supporting the teaching - learning processes.

### III. Infrastructure

III.1 No building construction work has begun as yet. The state has required that the KGBV be constructed in a minimum 2 acre plot. There are several issues relating to the ownership of land and building that need to be sorted out. The Mission was informed that during 2007-08 there is a likelihood of civil works picking up pace

III.2 The KGBVs are mostly functioning in rented premises. In Peth, in Nashil district, the implementing NGO has a large educational campus and has allocated part of its own building for the KGBV. The other 3 KGBVs that the Mission visited were all in rented premises.

III.3 The problem that has emerged in Trambakeshwar is with respect to the rental. While the NGO takes great pride in this venture of educating girls, they also complain that the rental allocation under the KGBV is totally insufficient and the State does not compensate them for the very high rent they are now paying.

III.4 Dahanu and Talasari schools have basic minimal facilities and have very skillfully utilized the space. Girls and teachers have made the most of whatever is available. In Trambeshwar, the rented facilities are very much better, with appropriate fittings, beds and ample grounds for games. In all these 3 KGBVs the Mission was impressed with the great efforts made to maintain the premises very clean. In Peint, however, the Mission is concerned that with the poor hygienic conditions, and the impact this is having on the girls as it was reported that many suffer from scabies.

III.5 The decision to involve NGOs has its pros and cons. On the positive side, this has speeded up activities, helped in giving a sense of belonging to a much larger group. Also the ground level linkage of these NGOs contributes towards strengthening the schools. It has also brought in additional resources to the school in as much as it becomes a point of prestige for the NGO to demonstrate its achievement.

III.6 All the current NGOs have a political base. They are MLAs, ex-MLAs, ex ministers or related to the above group. In a way their motivation is to be linked positively to the tribals and deprived classes. What needs to be ensured is that their management processes are following national interest, as per the constitutional mandate, with full transparency. Despite a long history of running educational institutions for adivasis, pedagogic complacency about the possibilities in KGBV scheme was observed in one of the NGOs. They were very alert about the number of girls enrolled, infrastructure needs, maintenance of Registers and accounts. But the need to have a sharp focus on appropriate teaching-learning processes was hardly visible. The overtone was more of 'welfare' and 'kindness' for the girls, rather than one of a unique opportunity for doing meaningful education through a residential course. This perhaps is an area where SSA needs to provide some inputs.

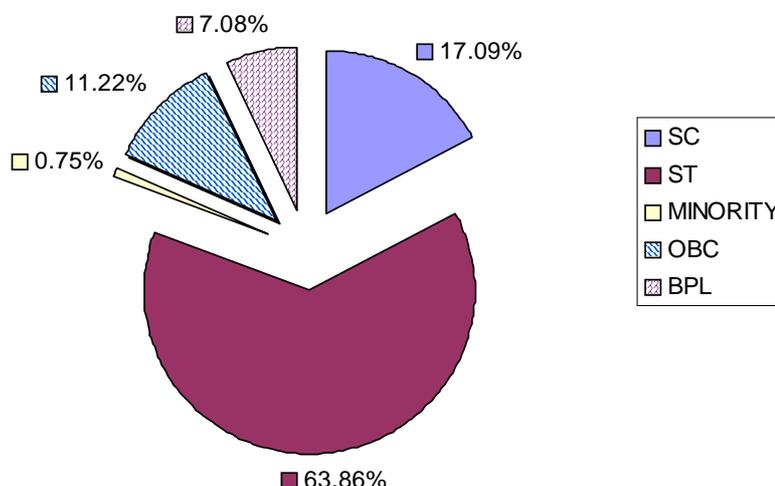
### IV. Targeting and enrolment of girls :

IV.1 As Table III below shows that targeting of SC and ST and other backward groups has been quite good, especially the tribal girls. However, a lot more needs to be done to bring in girls from the minority muslim communities. The Mission was informed that it is only in Jalna and Parbani that there is a concentration of Muslim community. There are 2 KGBVs in Jalna and between them there is only an enrolment of 10 girls. Perhaps what is required is greater community level initiatives to bring in Muslim girls.

**Table III Enrolment of girls during 2005-06 and 2006-07 in 16 KGBVs**

Year	SC	ST	MINORITY	OBC	BPL	TOTAL
2005-06	282	839	8	203	81	1413
2006-07	227	848	10	149	94	1443

## ENROLMENT OF GIRLS AS IN 2006-07



### IV.2 Profile of girls in the KGBVs visited by the Mission

IV.2.1 In all the 4 KGBVs visited by the Mission, most of the girls belonged to the Warli tribes. Except for one KGBV none of the other 3 have a full enrolment as per guidelines. As in Maharashtra, the primary level is upto class IV, many girls have completed class IV and the KGBV provides an opportunity to go upto the elementary level. It was good to note that the school had taken on some girls who were never enrolled before. It was heartening to note that most of the girls are drop-outs. As Table IV below shows the bulk of the girls in the 4 KGBVs visited had a gap of 1-2 years between dropping out of school and then continuing after joining the KGBV. What is commendable is bringing in girls who had a gap of more than 3 years. There is a need to have disaggregated picture of the educational status of the girls as this is critical to plan the type of academic inputs they would require. The disaggregated profile given in Table IV below is based on a very quick calculation done during the Mission and would perhaps need to be cross checked. But what the data suggests is there is a considerable gap between dropping out and joining the KGBV. The implications for teaching are obvious in that some amount of bridging/ or accelerated learning needs to be facilitated before the girls are in a position to sit in an age appropriate class. See Table V for class-wise distribution of girls

Table IV: Educational Profile of Girls in KGBVs visited

KGBV	Total no. of girls	Never enrolled	Enrolled after completing class IV in school	Drop out for 6 months	Drop out 1-2 yrs	Drop out 3-4 yrs
Dahanu Block, Thane district	69					
Talasari Block, Thane district	68	2			53	13
Tribamkeswar, Nashik district	107				107 ( Drop out after 4 <sup>th</sup> )	
Peint, Nashik district	78		13	6	55	4
Total	322	2	13	6	215	17

Source: Field Notes, December 2007

Table V Class wise distribution

KGBV	Total No	Class I	Class II	Class III	Class IV	Class V	Class VI	Class VII	Class VIII
Dahanu Block, Thane district	69					36	33		
Talasari Block, Thane district	68					21	28	20	
Tribamkeswar, Nashik district	107					49	33	21	4
Peint, Nashik district	78	1	2	7	8	32	26	31	
Total		2	2	7	8	138	120	72	4

Source: Field Notes, December 2007

Never Enrolled and early drop out Girls Enrolled in KGBV  
(Talasari, Thane district)



### IV.3 The Girls

IV.3.1 Girls looked happy, well fed and well organised. Some appeared very young / small, but we were told that their growth has been stunted due to malnutrition and poverty in early years. All the girls seemed to enjoy their newly acquired uniforms. However, it was a point of concern that in most cases they had only one uniform. Also, the maintenance, ironing etc. required for the design chosen, could be a problem. Efforts are being made to encourage participating in local sports competitions and other cultural activities. This aspect of the KGBV is perhaps the most popular with the girls.

*The extracurricular activities at the KGBV at Dahanu block, Thane district included participation in games competitions, visit to a local temple, participation in the district programme of village cleanliness campaign, picnic to a forest area, traditional dance and folk dances and participation in the independence day celebration in the local gram panchayat. The girls participate in all children's activities at the zilla parishad level.*

#### Participation of KGBV Girls Interschool Sports Competition at Cluster Level



#### IV .4 Teachers

IV.4.1 Teachers selection has been very satisfactory. We met some teachers who demonstrated great potential. On the whole, they were all well qualified, young and energetic. In one KGBV the warden / teacher is a tribal who has received education in Ashram Shala. She is an excellent role model / mentor for the girls. Teachers appeared to be friendly and close to the students, generating a pleasant working atmosphere.

IV.4.2 Different mechanisms have been created at the local level to accommodate women teacher's personal family conditions. In 3 KGBVs, the warden was supported by other teachers in as much as they took turns for being with the girls at night. All of them had family responsibilities (some had small children) and needed to fulfill expectations from them. In Peth, all the teachers lived in the school hostel, despite a very austere setting.

#### IV.5 Records and documentation: Meticulous

SSA needs to be commended for the detailed and clear guidelines given for the running of the KGBV including the maintenance of records and documentation. As a result in all the KGBVs visited records were maintained in a meticulous fashion. Every single child had a personal profile. The stocks register was well maintained. Attendance registers were accurately filled. On the whole, one could say that *"systems are in place"*.

#### IV.6 Interface between SSA and KGBV

IV.6.1 The team had detailed meeting with SSA functionaries in Thane and Nashik regarding KGBV scheme and their roles (See Annexure II). It was evident that they all, in one voice, approved of the relevance of KGBV scheme. They saw their role primarily in identifying the girls as per the norms and guidelines given to them. They had used posters, pamphlets as well as door-to-door visits to get the first lot of girls. During the discussion, it surfaced clearly that there is still a large section of out-of-school girls who could be eligible candidates for this scheme. A deeper layer is yet to be tapped and possibly greater effort would be needed to reach the older, never-enrolled or drop-out girls especially from minority community. In the visit of the evaluation team there was a singular absence of any functionary or student from the minority community in KGBV.

IV.6.2 CRC has not seen its role in the pedagogic area. They feel that they have helped in the final selection of teachers also and that they are all "well-qualified". The fact that teachers have B.A., B.Ed., or B.Sc. B.Ed degrees does not equip them with skills to handle a residential course, has not been a matter of concern to the Block / Cluster level functionaries. They themselves seem to have

very little exposure to latest developments in pedagogy. And the realization that KGBV offers a unique possibility for achieving 'quality education' through an integrated approach has yet to be internalised. SSA role in pedagogic support is critical and currently seems missing. This is an area that merits immediate and sustained attention.

#### **IV.7 Quality of learning and enriched curriculum**

IV.7.1 The teaching methods as seen during the visit were found to be quite the same as in routine government schools. This is a matter of serious concern. The teachers find themselves ill equipped to handle the heterogeneity in the group they have to handle. Apparently it is grade VI and VII that they are handling but in reality they have to teach quite a few girls with even limited literacy. Some girls could read well but there were many senior girls who could not read a newspaper fluently. It is obvious that multilevel teaching techniques are required to facilitate a pace of learning which could match the learning needs and style of learners. This, however, was missing. *What needs special mention and appreciation is that in all the KGBVs teachers on their own have devised ways of assessing the different learning levels and grouped girls accordingly for special attention and inputs. Obviously the teachers need more systematic training on how to handle multi level classes.*

IV.7.2 Some teaching aids were visible in a standardised way. The ability to evolve appropriate learning material to help girls acquire basic skills in language and maths has not been part of teacher's training. Nor is this input coming from SSA as yet. Either short bridge courses, within the given scheme have to be designed or a link with NPEGEL scheme in which a preparatory bridge course could become a supportive input to the KGBV needs to be thought about.

IV.7.3 While some activities have been introduced there is a need to introduce life skill curriculum. The Mission was informed that the SCERT is currently evolving such a curriculum to be introduced in the KGBVs. The Mission recommends that this be also introduced in all the MCS centres as well.

#### **IV.8. Community Participation**

IV.8.1 This was one of the most positive aspects in the operationalisation of the scheme. In each KGBV, the evaluation team had an opportunity to meet with mothers, fathers and community seniors. All the groups expressed great satisfaction with the design of the scheme and looked forward to its being extended to Class-X.

IV.8.2 It was particularly heartening to meet with mothers of the KGBV girls. They were ever so excited that their daughters were learning to "read and write". They were all, very obviously from very poor background living on daily wages or minimal level of agriculture. Their support to this venture was very visible.

#### **V. NPEGEL**

The assessment of NPEGEL scheme in Maharashtra was undertaken at three levels –

- Initial and wrap meeting at the state level
- Observations and discussions at model cluster schools in Thane and Nashik
- Focussed meeting with BRC / CRC functionaries at district level to understand their interpretation of the scheme

V.1 State level Perceptions : There is a broad clarity of concept among senior functionaries –

- NPEGEL is a scheme which provides additional resources and opportunities to facilitate access to quality education for the *hard-to-reach girls* from deprived communities. Hence it is not a duplication of SSA provision. Rather, it rests on recognition that universalizing girls education requires 'additionalities' of diverse kinds.
- It provides for an additional room in model cluster schools; so that new activities get 'space' within the formal educational structure.
- There is flexibility with respect to **what** will be done under NPEGEL. The specificities need to be contextualised. Hence, Cluster Resource Centres get increased role in decision making.

While the potential of the NPEGEL is seen as critical, the translation onto the ground is fairly limited.

## V.2. Observations on the MCS

Two MC schools in the vicinity of KGBVs were visited in Thane district. In Nashik, one model cluster school was visited.

V.2.1 There is great variation in the quality and dimension of additional room in the schools. In Dahanu for instance, the CRC an active and resourceful woman has mobilized additional resources under MPLADs funds to have a good 2 storey building constructed with the ground floor being the MCS and the upper floor the CRC. The MCS here is a modern, well finished and equipped room. The stark contrast is presented at Mokhada, an interior village which is obviously poorly endowed where the MCS room is in a very poor condition with hardly any facilities. The CRC and the teachers feel helpless in dealing with this situation. The frequency of 'visits' by CRCs in effect registers the degree of importance that is given to this unit.

V.2.2 A range of 'vocational activities' have been initiated in almost all the centres visited. These could be taken more as hobby classes rather than vocational. They include embroidery, sewing on machine, making decorative items, cards, mats etc. in one case beautician's course is also initiated. In two schools, the quality was reasonable while in one, the work needed fuller attention. These activities are undertaken by a part time teacher. The school was unable to give a very satisfactory response to the teams query regarding its outreach to other villages / schools. A detailed work plan to facilitate the main objective of this input was not seen. In Dahanu Block for instance, the MCS was a few minutes walk away from the KGBV and there was no interaction between the MCS and the KGBV. It had not occurred to the managers that it is desirable to have an interaction between the KGBV and the school as this would have helped foster an interaction and dialogue between differently placed girls.

V.2.3 It was a matter of great delight to note the quality of singing and dancing that was demonstrated by girls – particularly in one school where boys cooperated fully by playing drums. Theatre activities are seen almost every where. However, repetitive performances of Meena - material were the demonstrated outcome. Girls certainly enjoyed singing, dancing which was an important input; but their 'drama' performance was more a set of rote-learned dialogue. It gave a ritualistic turn to a creative idea. Even the theme of the play was intriguing. The evaluation team was keen to understand why the girls were arguing for sending girl-child to school, since they were already there and the play was not performed on community grounds. This, apparently, was not a question for the teachers as well.

V.2.4 In one school, that was a non-MCS school there was an excellent attempt at training girls in Karate. The instructors were also very competent. But the girls were in skirt / blouse uniform which inhibited free movement of the limbs. Proper karate-dress could help greatly in such a situation. The Mission strongly recommends extension of karate training in all schools as well as the KGBVs, along with provision of appropriate dress for learning / practising Karate.

V.2.5 One area of concern that surfaced during a visit to a classroom in an MCS school, was that while the girls looked cared for and in well stitched uniforms, boys were in tattered clothes. Also they were sitting in an ostensibly marginalised way on the side. Once they were involved in a mixed dialogue by the evaluation team, the atmosphere turned positive and cheerful. Focus on girls is fine but the class-room needs to demonstrate gender equity in a meaningful way.

V.2.6 Provision / distribution of cycles to girls for attending Classes VI-VIII has greatly been appreciated by parents / neighbours besides giving enormous confidence to girls themselves. The team met a few girls in Mokhada MCS, Thane district which is situated in a hilly area with a difficult terrain. They come to the school on their bikes, covering a fairly long distance without fear or inhibition. It has a strong demonstration effect.

### **V.3 Addressing gender in the wider school system**

V.3.1 In Nashik district the Mission was informed that starting in 2006 5 day residential camps for groups of 100 girls at the upper primary was organized. So far 1500 girls from 15 blocks had been covered. The objectives of the residential camp were to have discussions on adolescent health issues, social issues as well as give the girls an opportunity to learn a hobby. The Mission appreciates this effort as the gender focus has gone beyond the MCS alone.

V.3.2 However, each of these, the KGBV, NPEGEL and the above activity are all seen as discrete interventions as there is a perception that each has a separate funding pattern and budgetary allocation. There is an urgent need to enable all gender coordinators, BRCs and CRCs to see the link between all the interventions and evolve them as an organic and integrated strategy that addresses the needs of girls in a decentralized manner. Now that through the KGBV and NPEGEL programmes, gender has once again been brought centre stage, it is imperative that the SPO take a lead in developing an overall gender perspective and integrated approach to girls education in Maharashtra.

### **V.4 BRC-CRC Functionaries**

V.4.1 While almost all functionaries felt that this scheme has helped in reaching out to the girls who are really 'distant' or in 'different' situation, they seemed to be a bit confused about decentralised-planning. What are the activities which should be chosen? This required imagination and a bit of daring. They feared that they may take a wrong decision if they tried out something new. "Give us a list of things with unit costs – we would adjust our budget accordingly".

"We feel comfortable in carrying out clear instructions. Here there are no specific details."

V.4.2 What surfaced is that an orientation in the range of "possibilities" may help. While the guidelines do give these possibilities, a detailed discourse and question / answer session may produce more creative responses.

## **VI. Recommendations for KGBV and NPEGEL**

### **1. Reaching out to the most marginalized**

- While in the first round tribal girls have been reached and this is commendable, there is a need to reaching out further to the deeper layer of out of school girls through village/block mapping. Existing groups of girls / mothers could be enabled to play a proactive role in this process.

- There is an urgent need to evolve a coherent and well thought out strategy to address and mobilize girls from the Muslim community. This area needs to receive top priority.
- The development of a block plan could be considered to decide where the girls identified (never enrolled, drop outs, older girls) would go- the KGBV or into schools. This would also enable closer tracking of such girls.

## **2. Strengthen teacher training in KGBVs**

- Teachers of KGBVs need pedagogic training in handling multi level situations. This area needs urgent attention.

## **3. Life skill education in KGBVs and MCS**

- As there is a unique opportunity of transacting meaningful education to girls in a residential mode, teachers of KGBVs also need sustained inputs on how to impart life skills education that is not didactic but in a manner that is empowering for the girls.
- The MCS also offers an opportunity for imparting life skill education, not only for the school in which it is located but also for the schools within its catchment area. This would require not only inputs to teachers but also the development of an implementation plan.
- There is an urgent need to relook at the hobby classes introduced both in the KGBV and the MCS and to move away from an ad hoc approach. It would be useful to plan training in whatever skill that is being imparted whereby the girl gains a certain competency. This would require integrating the activity into the time table and providing options to the children to gain competency in one or two hobbies. (There are examples that could be looked at for instance, the skill based education in Chandigarh, where the skill training is integrated into the time table, whereby a child gets 100 hours of training in a given skill during the course of the academic year.)

## Annexure I

### Itinerary

Date	Details
5.12.07	<p>Briefing at SPO, Mumbai</p> <p>Interaction with Mr.Kavde, SPD, SSA, State Gender Coordinator, Representatives of NGO partners</p> <p>Discussion with Ms. Gokhale, Principal Secretary, Education</p> <p>Departure to Thane district</p>
6.12.07	<p>Visit to KGBV at Dahanu Block, Thane District. Interactions with students, teachers and some mothers</p> <p>Visit to MCS at Ashagarh, Dahanu block</p> <p>Visit to UPS, Sarauli Para, Dahanu block</p> <p>Interaction at Dahanu with CRCs, Resource persons, physical education teachers, cluster gender coordinators</p>
7.12.07	<p>Visit to KGBV at Talasari. Interactions with students, teachers and some mothers</p> <p>Visit to MCS at Mokhada Block. Interactions with BRC, Block gender Coordinator, teachers and some girls.</p> <p>Departure to Nashik district</p>
8.12.07	<p>Visit to MCS at Anjineri, Nashik district. Interaction with teachers, vocational training teacher, block gender coordinator</p> <p>Visit to KGBV at Tribamkeswar. Interaction with students, teachers and NGO representatives</p> <p>Visit to KGBV at Peint. Interaction with students, teachers and NGO representatives</p>
9.12.07	<p>Interaction with DPC, CRCS and gender coordinators of Nashik district</p> <p>Feedback Meeting with Ms.Gokhale, Principal Secretary and Mr.Kavde, SPD SSA at Mumbai</p>
10.12.07	Departure to Delhi

*Annexure II*

**List of Participants  
Meeting at Nashik on 09.12.2007**

<b>S.No.</b>	<b>Name</b>	<b>Designation</b>
1.	Pawar S.M.	Kendra Pramukh, Dhabadi, Peint
2.	Shinde Sunanda	Gender Coordinator, Peint
3.	Takalnor Rajashri Jayant	Gruh Pramukh (KGBV)
4.	Jagtap B.D.	ADEI, Peint
5.	Sawale W.P.	Kendra Pramukh (Mohapada)
6.	Sahare Motiram Hari	Kendra Pramukh, Peint
7.	Wani D.N.	Kendra Pramukh, Dolharmal, Peint
8.	Dhamane S.A.	Kendra Pramukh Nandondi, Peint
9.	Jadhav S.C.	Kendra Pramukh, Khohar, Peint
10.	Gangurde B.W.	Kendra Pramukh, Kulwandi, Peint
11.	V.K. Pawar	Kendra Pramukh, Kulwandi, Peint
12.	B.T. Bhoje	Kendra PRamukhe, Jagamodi, Peint
13.	Bhadange Y.G.	Kendra Pramukh, Bhuvan, Peint
14.	Bagul D.P.	Kendra Pramukh, Khokartale, Peint
15.	Bhalerao U.M.	Gruh Pramukh, KGBV, Trimbakeshwar
16.	Bajnor B.P.	ADI, Trimbakeshwar
17.	Waghare L.D.	Gender Coordinator, Trimbakeshwar
18.	D.L. Koli	Extension Officer Education, Trimbakeshwar

**Meeting with Sarva Shiksha Abhiyan, Thane, Block Dahanu**

1.	Shri Deshle	Assistant Director (SSA)
2.	Ms. Swati Haveli	State Gender Coordinator, KGBV Incharge
3.	Smt. Salgaonkar	Assistant Incharge of NPEGEL
4.	Ms. Chandarani Kusekar	District Gender Coordinator
5.	Shri Janathey	Block Education Officer
6.	Ms. Madhumati Patil	Block Gender Coordinator
7.	Shri Shailesh Raut	Block Coordinator

## **REPORT ON THE EVALUATION OF NPEGEL AND KGBV PROGRAMMES OF JAMMU & KASHMIR**

**TEAM MEMBERS: Professor Usha Nayar and Ms. Girija.B.H**  
**Field visit: 27<sup>th</sup> Nov to 1<sup>st</sup> Dec, 2007**

At the outset, the evaluation team would like to thank the functionaries of the SSA at all levels for extending their support and co-operation in evaluating KGBV and NPEGEL schemes especially the State Gender Coordinator, Shri Ramesh Hakim, the CEOs Districts Udhampur and Pulwama, District/Block and Zonal Gender Coordinators of Districts Udhampur, Srinagar and Pulwama and the teachers, head teachers and staff of all institutions visited and the very enthusiastic and warm parents and community members in the field.

### **List of school visited by the team members:**

<b>S.N</b>	<b>Programmes</b>	<b>Schools</b>	<b>Date of visit</b>
1	KGBV	KGBV, Ghordi, Zone Ghordi, Dist Udhampur.	28.11.2007
2		KGBV, Karmulla Tral, Zone Pulwama, Dist Pulwama,	30.11.2007
3	NPEGEL	MCS, Government Middle School, Village Gandala, Dist. Udhampur.	28.11.2007
4		MCS, Government Middle School, Zeewan, Dist Srinagar	29.11.2007
5		MCS, Government Middle School, New Threed Nishath, Dist Srinagar.	29.11.2007
6		MCS, Government Middle School, Chatle Hama, Dist Srinagar.	29.11.2007
7		MCS, Government High School, Poochaal, Dist Pulwama	30.11.2007
8		MCS, Government High School, Nehama, Dist Pulwama	30.11.2007

## Part I

### KGBVs Visited in Jammu & Kashmir

The main thrust of the KGBV scheme is to provide access at upper primary level to disadvantaged sections of girls in EBBs, who have remained outside the educational system despite interventions of other government programmes due to persistent socio-economic, cultural and topographical reasons. Out of 14 KGBVs sanctioned in Feb 2005, 2 KGBVs started during 2005-06 and 11 during 2006-07. 37 KGBVs sanctioned during 2007-08 Plan for the year 2006-07 are yet to be operationalised & are likely to start in Kashmir province w.e.f. Dec 2007 & in Jammu province w.e.f. April 2008 in accordance with the academic session in the two provinces. In all, out of 51 KGBVs (7 under model-1 and 44 under model-2) sanctioned to the state, 13 (6 under model-1 and 7 under model-2) have been operationalised.

#### *In response to the TOR, we have the following major observations:*

The GOI guidelines clearly state that the emphasis is on girls who have been out of school, who are in areas that do not have a formal middle school, girls of migratory families, girls who have completed class 5 and are likely not to transit to the upper primary level. **ALSO THAT UNDER NO CIRCUMSTANCES GIRLS FROM REGULAR SCHOOLS WILL BE ADMITTED IN KGBVs.** At the primary level emphasis will be on the slightly older girls who are out of school and were unable to complete primary schools (10+). At the upper primary level, emphasis will be on girls, especially adolescent girls who are unable to go to regular schools.

- i. However, in the State of Jammu and Kashmir, we found that girls who had freshly passed out of primary schools in their respective villages were enrolled in Class VI. It was reported that those villages do not have a middle or high school and the mountainous terrain and continued insurgency deterred parents to send their daughters outside of their village on foot as road connectivity is poor and there is near absence of public transport. In that sense, girls of such remote villages with highly scattered populations would by definition fall under the *hard to reach* groups. Of course, preference is given to SC/ST/OBCs/Minorities and BPL families Both in District Udhampur and District Pulwama, no out of school or drop out girls were on rolls. The girls were from very poor families.
- ii. The objective of creating a positive self esteem and good physical and mental health among girls and parental and community acceptance, admiration for the programme and support was clearly visible.
- iii. Despite constraints of funds, the quality of education in these KGBVs was very high as the teachers were highly qualified, majority being trained PGs and even MCAs. The concerned CEOs and the Gender Coordinators were taking special interest both in management of the limited hostel accommodation as well as class room instruction.
- iv. The facility of the hostel to the girls from the tough terrain regions is really admirable. The parents expressed that their girls would not have continued their education after Class V if KGBVs would have not come to their rescue. The criteria for admission of girls to be limited to mainly out of school girls and drop outs has been adopted though the number of out of school & drop out girls is less. Further we may state that these girls belonged to SC, OBC and BPL families with very poor economic means. Had this option not been given to them, most of them would have dropped out after Class V.
- v. This scheme has managed to attract and retain girls from most difficult areas.. However, the boys from these areas also face similar problems and many drop out on account of poor attendance, as travelling on foot in these areas requires enough body energy and calories especially during winters and rains. There is demand for similar institutions for boys at the block level to increase access and equity to deprived groups in difficult remote areas.
- vi. Due to lack of funds either from MHRD or from state, the provision of medical facilities is negligible, though the State Coordinator Gender has very good idea of covering all the

KGBV girls under the medical insurance which will ensure the medical attention even at the time of emergence.. Health check ups have been done at the start of the session.

## 2. Infrastructure facility and staff

- i. Both KGBVs were being run in rented buildings and had limited provision for bathrooms and toilets. Keeping the local situation in view a temporary shed type toilets & bathrooms were available in Pulwama KGBV. In Ghordi KGBV the State Gender Coordinator has given on spot instructions to the ZEO & ZEPO to provide better toilet & bath room facilities & the concerned authorities has assured that the same will be sorted out without any further delay. Also the space was not enough to accommodate 100 girls in the rented buildings and in both the enrolment was more than 70 and with negligible non attendance. Girls and teachers reported that usually, the parents come and take their wards home for the weekends. Warm clothes and beddings were insufficient. May be more care is needed to provide heavy woollens like thick Pherans and quilts/blankets to the girls to fight cold and inclement weather. Even the short distance from the rented hostel to the school was a hazard when it rains and snows. Special allocations may be required for providing rain coats, Gum Boots and umbrellas. A total of Rupees 100/- is being given to the enrolled girls, Rs. 50/- as stipend and Rs.50/- for course material. The girls are purchasing necessary materials like stationeries and toiletries on their own. The Warden in charge of KGBV Karmulla Tral said that if any balance is left under maintenance grant for girls, toiletries would be provided.
- ii. In hilly areas, there is need to look at the norms for all construction costs as the building materials are transported from the plains and this increases the expenses. It is also possible for the State to look at low cost designs using local materials like stone and wood for construction rather than getting bricks from the plains. This is only one example. There are several innovations being done to make school buildings and hostels to suit the local ecology and climate in several national institutions and in IITs like Roorkee.
- iii. Remedial teaching is being conducted during zero hours in KGBV Karmulla Tral., but there are no bridge courses.
- iv. Rent is being paid out of miscellaneous including the School Maintenance Grant @ of Rs. 40,000/- per annum for 100 girls & @ Rs.35, 000/-for 50 girls. But unfortunately in 2007-08 Plan the rent for 51 KGBVs have been sanctioned @ Rs.30,880/- without any differentiation between model I & II & the same have been reflected by the State Gender Coordinator through SPD SSA J&K Govt.to the MHRD for rectification. In this very context we as evaluators strongly recommend that the actual amount meant for the rent purpose be provided to the state at an earliest so that the girls may not suffer for no fault of theirs. Further it is very difficult for the districts to arrange accommodation for 100 girls with a meager amount of rent provided under norms keeping the topography in view were the said KGBVs are sanctioned. This is insufficient to pay rent of both hostel and school buildings.
- v. The State is all ready to build all 51 KGBVs during this year, land has been located. Of the Rs.254.10 lakhs approved for 14 KGBVs, GOI share of Rs.4.33 lakhs and no State share received by SSA during 2004-05 followed by Rs.186.43 lakhs from GOI and Rs.63.525 by State during 2005-06. There is no release of KGBV funds for 2006-07. For 2007-08, Rs.1527.725 lakhs (Rs.618.9 lakhs under fresh and Rs.908.75 lakhs under spillover) has been approved but no release of funds till date. Recurring cost for 7 KGBVs of Model – I@ Rs.19.05 lakhs/KGBV-I = 19.05 x 7=133.35 lakhs. Recurring cost for 44 KGBVs of Model – II@ Rs.13.13 lakhs/KGBV-II = 13.13 x 44=577.72 lakhs. Therefore the Recurring cost of 51 KGBVs comprising of 07 Model –I KGBVs & 44 Model – II KGBVs = Rs.133.35 + Rs.577.72 = Rs.711.07 lakhs. But unfortunately the fresh outlay (Recurring cost for 51 KGBVs for the year 2007-08)have been wrongly calculated as Rs.618.975 lakhs at the rate of Model –II KGBV (not even at the rate of Model –II correctly but below than that of the Model-II KGBV).Hence the recasting of the said 51 KGBVs be done on the basis of rate of KGBV Model-I (07) & Model – II (44) so that the difference Rs.711.07 – Rs.618.975 = Rs.92.095 lakhs be sanctioned & approved as a fresh in favour of

J&K State so that the proper operationalisation of the said 51 KGBVs takes place in letter & spirit of the said scheme. (See Table 1)

Moreover the SSA of J&K was unable to go for construction because non availability of funds for example for 14 KGBVs comprising of 07 Model-I & 07 Model-II the J&K SSA was supposed to receive Rs.557.76 lakhs but till date has received only meager amount of Rs.254.10 lakhs which is insufficient to operationalize the 14 KGBVs even in the rental buildings. All credit goes to J&K SSA that despite of financial constrains the authorities are trying hard to establish these residential schools in their own buildings. The difference in the approved allocation of funds has already being taken by the state with the MHRD hoping that the same will be sorted at an earliest from their side.

Table - I

Budget Summary w.r.t. KGBV in J&K State:

State	Year	AWP&B			Releases		Due State Share as Per GOI	Shortfall/ Excess	Total Fund Available	Expenditure	Remarks
		Fresh	Spillover	Approved	GOI	State					
Jammu & Kashmir	2004-05			Rs.254-10 Lakhs Approved which includes Non-recurring Rs.151 & Recurring Rs.103.10	Rs.4.33	Nil	Rs.1.44	Rs.1.44	Rs.4.33	Nil	Actual amount to be approved for operationalisation of 14 KGBVs should have been Rs.557.76 Lakhs which includes Rs.317.10 for 7 KGBVs of Model-I @ Rs.45.30 per KGBV Model-I & Rs.240.66 lakhs for 7 KGBV Model-II @Rs.34.38 per KGBV Model-I
	2005-06	No Projection	Nil	Nil	186.245	63.53	Rs.62.10	Excess	254.1	266.35	Rs.12.25 lakhs taken as loan from SSA kitty.
	2006-07	No Projection	Nil	Nil	Nil	Nil	Nil	Nil		Nil	
	2007-08	Rs.618.975 lakhs Actual Amount should have been Rs.786.25 lakhs	Rs.908.75 lakhs	Rs.1527.725 lakhs							7 KGBV-I - Rs.70 lakhs 7 KGBV-II - Rs.52.50 lakhs = Rs.122.50 lakhs Fresh 37 KGBV-II @ Rs.21.25 Non-recurring part = Rs.786.25 lakhs Total=122.50+786.25 =Rs.908.75 lakhs
	Total				190.575	63.53	63.525	Nil	-12.25	-	

- vi. Zonal Education Officers and District Education Planning Officers expressed the shortage of funds in KGBVs. Due to the non availability of funds, the construction of building have not been started, the other important activities like distribution of uniforms, medical care, vocational/skill training and salary to staff have to be taken care off.
- vii. The wardens of the school are deputed from the department. There is a problem in getting the services of a female teacher from the department as a warden has to work as a residential staff. The State can revise the guidelines and appoint a warden on contractual basis.

Table 2. KGBV Staff structure and details of honorarium

S.N	Staff details	Number	Honorarium to each/month
1	Warden	1	Deputed from the department
2	ReT teachers	7	Rs.1500/-
3	Cooks	2	Rs.1200/-
4	Chowkidar	1	Rs.1200/-
5	Sweeper	1	Rs.1200/-
6	Peon	1	Rs.1200/-

Source: Data provided to team by the KGBV Karmulla Tral during the visit.

- viii. Rehbari Taleem (ReT) Teachers are selected at the Zonal level through a committee after inviting applications from suitable candidates. The minimum eligibility criteria is 10+2 for ReTs who are appointed on consolidated pay with a honorarium of Rs.1500/- per month for a teacher. Many of the teachers had a Master's degree with B.Ed and we came across a MCA who had worked earlier in a temporary capacity in a Degree college . They expressed their anguish at the low honorarium

being paid to them which was less than even an unskilled daily wage labour. They requested that their wages are increased and made at par with regular teachers who work for fewer hours and ,” In our case, we travel on foot for several hours to reach the school even in inclement weather”. Keeping the difficult terrain in view, the KGBV teachers should receive better pay and privileges. As per the guidelines, there is provision for appointment of full time teachers with full scale. The State may revise the pay scales of the KGBV teaching and non teaching staff out of KGBV funds. There is need to standardize remuneration of KGBV staff which is already in the mind of State Gender Coordinator if the over all development in the KGBVs is to be taken care off.

- ix. Low honorarium did not deter them from empathizing with these girls from disadvantaged section/areas and their commitment and enthusiasm was infectious. Coming from relatively well off homes, they state, “ to begin with we felt cold and dampened in our spirits but soon grew to love these girls and now we feel we are on a social mission. But, please do ask the authorities to pay us well”. Our observation is that in case we want to retain such high quality teachers, we need to look sharp and revise their salaries to a decent level. Or else we lose them.
- x. The girls enrolled in KGBVs were those who had completed Class V and were potential drop outs as the middle school was out of their reach. There were some never enrolled or dropout girls in KGBV Karmulla Tral. However, a few girls of KGBV Ghordi said that they had left school for a few months before joining KGBV.
- xi. Self discipline and Self esteem among girls is admirable in both the schools especially in KGBV Karmulla Tral which started functioning 2 years ago . KGBV Ghordi was only 4 months old.
- xii. During the interaction with the parents, they were of the opinion that their boys were also equally disadvantaged and requested to open hostels for boys on the same lines of KGBV. Also, the parents requested that KGBVs should be upgraded up to Class X at least so that girls complete their high school education. “Otherwise, they will neither be here or there as with just middle they cannot get any job and high/ higher secondary education is the entry point for second level technical education/teacher education, higher professional and general education. Please help our girls to cross these bridges,” expressed some CEOs, teachers and some enlightened community leaders.

### 3. Category wise Enrolment:

At the state level the distribution of girls in KGBV category wise is SC-18%, ST-14%, OBC-10%, BPL-5%, Muslims-47% and Orphans-6%. Against the target of 950 for the year, they have been able to enroll 929 girls.

**Table-3: District wise enrolment in the KGBVs of J & K**

	SC	ST	OBC	BPL	Muslims	Orphans	Total
Baramulla	0	35	65	0	100	0	<b>200</b>
Budgam	20	0	0	0	80	0	<b>100</b>
Pulwama	0	0	0	0	200	0	<b>200</b>
Leh	0	43	0	0	0	0	<b>43</b>
Kargil	40	0	0	5	0	45	<b>90</b>
Udhampur	72	4	16	29	0	0	<b>121</b>
Poonch	0	0	2	0	57	0	<b>59</b>
Rajouri	3	44	0	8	0	12	<b>67</b>
Kathua	30	8	7	0	4	0	<b>49</b>
<b>Total</b>	<b>165</b>	<b>134</b>	<b>90</b>	<b>42</b>	<b>441</b>	<b>57</b>	<b>929</b>
<b>% of enrolment</b>	<b>18</b>	<b>14</b>	<b>10</b>	<b>5</b>	<b>47</b>	<b>6</b>	

*Source: data provided to team by J & K*

Among the KGBVs visited by the team, KGBV, Ghordi, is a SC dominated block and KGBV Karmulla Tral is a Muslim dominated block.

**Table 4: Category wise enrolment in the KGBVs visited by the team.**

Schools	SC	ST	OBC	Min	BPL	Total	Attendance on the day of visit
KGBV Ghordi, Dist Udhampur (model-I)	39	03	06	-	29	77	67
KGBV Karmulla Tral, Dist Pulwama (model-I)	-	-	-	72	-	72	66

*Source: Data provided to team by the KGBV schools during*

There was lower enrolment against the target of 100 in each school, which may be due to the problem in accommodation. There was a great effort by the school team to keep the girls in a congenial atmosphere with affection.

**4. Retention of girls:** Also girls keep visiting their homes frequently for various reasons due to which attendance of girls is low. The team feels that there must be a proper schedule for the girls to visit their homes and parents visiting their daughters in the school.

**5. Quality of learning:** The curriculum being used in the KGBVs are in coherence with the regular system. Classroom teaching was observed by the MHRD team as also by the State officials. The quality of instruction was good and this can perhaps be attributed to their being highly qualified. ReT teachers have been trained for 20 days at the Zonal level with the help of the training module used for training ReT teachers of Government schools. But there is no special training particularly given to equip the staff to manage residential schools and be able to teach condensed courses to bring them to the level of Class VI, VII and VIII.

**6. TLM:** Teaching or learning equipment like library books, lab equipments, maps and charts were found in the classrooms. But their number was in scarcity. This may be attributed to the shortage of funds either for the purchase or preparation of the required materials. Also the building in which classes were held in KGBV, Karmulla Tral, was very small even to accommodate 70 girls.

**7. Parent/teacher/community perception regarding functioning of KGBVs;** The parent/teacher/community perception regarding functioning of KGBVs were very positive. The villagers were extremely happy that such a magnificent institution has been provided to their daughter even though they themselves reside in semi pucca / pucca buildings. They were very happy the quality of food supplied to the girls. Also academic activities and learning and leisure time activities were appreciated. Sports and physical fitness activities were conspicuous by their absence as also music and arts. All of these could contribute to the enrichment of the KGBV school curriculum. Sports and physical exercises including Judo and Karate could enhance the physical and mental fitness of girls and thus building higher level of self confidence.

**8. Mobilizing Out of school girls:** The District Education Planning Officer of district Pulwama said that the eligible girls were identified by Zonal and Cluster level functionaries like ZRPs and CRPs. Also ReT teachers have brought few girls after getting information from the girls who had already enrolled about the girls in their own villages. Most of these girls had completed Class V in their respective villages and were enrolled to Class VI in these KGBVs.

**9. NGOs involvement:** No NGOs are managing the KGBVs in J & K..

**10. Good practices of the state:** With limited accommodation, limited funds, difficult terrain and harsh weather conditions, the management of the KGBVs was in good hands and all cooperation was being given by the community in the management of the KGBVs and full interest was taken by the teachers and the parents. It was wonderful meeting a charming Kashmiri woman cook in Pulwama,

who has been cooking for the last two years and very cheerfully without any formal orders. She served us with a smile the same food she had cooked for the girls.

#### **11. Suggestions for Modification of the present KGBV Scheme:**

i.. There is need to standardize the salary component of the KGBV Staff. We have come across some anomalies in Punjab and J&K. In Punjab, the Cook is getting Rs. 3500/- whereas the KGBV teachers ( mostly post graduates and training, also some MCAs) were drawing Rs. 1500/- per month and all other staff were getting not more than Rs. 1200/- per month as wages. This was causing great consternation among them as they were not even getting the minimum wage fixed for unskilled labour.

ii. As we have observed all three models of KGBV, Model III in Punjab and Models I and II in J&K, our recommendation is that Model III with larger intake should be preferred on the lines of Punjab where close proximity and expert supervision of Senior Secondary School Principals is adding to quality management of hostels and also quality of education being received by these girls from marginalized sections. As there was persistent demand from the girls and their parents for extending the Scheme at least up to Class X.

iii. As regards criteria, our suggestion is to give priority to SC/ST/OBC/Minority/BPL girls who have successfully completed Class V and do not have a Middle/High/Higher Secondary school in their village of residence located in remote areas or have difficult topography. Our premier concern should be to encourage smooth transition of rural girls from primary to higher/professional/technical education. We need to chart out separate route for poor girls who wish to continue their education ( in school) and those who are drop outs and never enrolled ( Out of School). Both are equally important. As rural girls do not cross the village hedge and thus need that every primary School is upgraded to Middle schools in their village for achieving the Fundamental Right to Elementary Education. However, it would sad if they drop out after Class VIII for want of access to High/Higher Secondary School. We need to build bridges to Secondary and later higher education in every rural Block either through provision of safe transport at Public expense or liberal provisions for residential schools in sparsely populated areas with difficult terrain. As observed on the ground, the KGBVs need to be located close to Block Head Quarters so that all other civic amenities such as health, sanitation, security, postal and telephone services, schemes and services of other allied development departments and agencies like the Red Cross Society, Scouts and Guides and extension programmes of higher education( NSS) can be availed for all round growth and development of all rural girls. As on date, even after 60 years of planned development a Rural Girl stays a deprived category and among them SC/ST/OBC/Minorities BPL girls are worst off.

iv. In mountainous terrain is much heavier compared to the planes as most of the materials are procured and transported from the plains. It is therefore recommended that for the state of J & K the norms set for cost of construction needs to be revised. We also propose that considering the extremely cold climatic conditions, special allowance may be introduced for distributing heavy woolens overcoats raincoats, gumboots to beat the weather as also extra quilts and blankets for KGBVs located in mountains.

## Part II

### NPEGEL, Jammu & Kashmir

NPEGEL has been formulated for education of under privileged/disadvantaged girls from Classes I to VIII as a separate and distinct gender component plan of SSA to achieve UEE for girls in EBBs. The programme is specifically targeted for all kind of girls namely out of school, drop outs, overage, working girls from marginalized social groups, girls with low attendance and also girls with low levels of achievement. Certain interventions addressing the specific needs of girl children have been included to develop and promote facilities to provide access and to facilitate retention of girls and to ensure greater participation of women and girls in the field of education and to improve the quality of education through various interventions and to stress upon the relevance and quality of girls' education for their empowerment.

In J&K, 563 Model Cluster Schools have been sanctioned since 2003-04 in 109 EBBs of 13 districts. Out of these 302 MCS have been operationalised upto 30<sup>th</sup> Sept 2007.

**Table 1. Status of NPEGEL in J& K as on 30<sup>th</sup> Sep. 2007 ( MHRD)**

S.N	Activity	Cumulative target till 2007-08	Cumulative Achievement as on Sept 2007
1	No. of MCS	563	302
2	Additional room	563	302
3	Toilets	563	302
4	Drinking water	563	302
5	Electrification	563	Nil
6	No. of ECCE centres opened	1126	604
7	Awards to best School/Teacher	563	Nil
8	Learning through open School		0
9	No. of teachers trained on gender sensitization		6040
10	Remedial teaching (No. of girls)		588
11	Bridge Courses (No. of girls covered)		0
12	Student Evaluation (No. of girls covered)	All Students	Through CCES
13	Additional Incentives		
	Uniforms		0
	Other incentives		0
14	Total no. of girls benefiting from NPEGEL		31500
15	No. of NGOs involved in the program.		0
16	Community mobilization ((No. of people trained)		20000

**Table 2: Details of NPEGEL scheme – sanction and operationalisation J& K**

Year	Sanctioned	Operationalised	Year of operationalisation
2003-04	104	Nil	Nil
2004-05	-	104	2004-05
2005-06	183	183	2005-06
2006-07	15	15	2006-07
2007-08	261	Getting started	2007-08 (as per academic session)
<b>Total</b>	<b>563</b>		

Source: Data provided to team by the state office, J&K.

**Table 3: Progress under non-recurring components of NPEGEL J& K**

Year	Infrastructure (Addnl room+D.water +Toilet+Electricity+ CFS)		TLM component (TLE+Lib+ Voc.material+Sports)	
	Target	Achievement	Target	Achievement
2003-04	104	Late sanction		
2004-05	104		104	100%
2005-06	183		183	100%
2006-07	15		15	100%
2007-08	261		261	
<b>Total</b>	<b>563</b>			

Source: Data provided to team by the state office, J&K.

***In response to the TOR, we have the following major observations:***

Five NPEGEL schools (one in Udhampur dist, two in Pulwama dist and three in Srinagar dist) were visited by the team members and scrutinized records and materials including Cash Books, Balance Sheets, Pass Book and all other materials related to the implementation of the scheme.

**1. Assessing the fulfillment of the objectives of the NPEGEL scheme**

The NPEGEL has been introduced since 2004-05, the field functionaries of all the three districts express that, the programme could only be effectively absorbed only after the present State Gender Coordinator took over the charge. The scheme is being operationalised for girls of Classes I-VIII in Girls' Middle Schools, mostly vis a vis the objectives of NPEGEL as a supplement to over all effort to enroll, retain and empower girls (future women) of the State.

- i. The Programme has succeeded in generating a girl child friendly school and a pro active State and community participation.
- ii. Even though very traditional vocational skills are being given in NPEGEL schools, a special room and toilet facilities for girls exclusively, has led to better enrolment and retention according to the State officials and has generated a lot of enthusiasm among parents, teachers and the community. However, in coed schools, it was felt by the teachers and the officials that exclusive attention and activities for girls is good but neglecting boys is not warranted. Many activities can be planned for both boys and girls together which could be low cost or no cost so that ***a gender friendly school*** emerges and the spirit of the Programme to generate Gender Equality and empowerment becomes the beacon. .
- iii. The State has a very dynamic Gender Coordinator who is trying his level best to operationalize the scheme and has gender sensitized his Districts, blocks and Zonal Gender Coordinators as also the teachers and the community in a short span of six months since joining and is putting the Programme on rails.
- iv. Gender stereotyping of vocational courses exist in most schools visited except one where girls were learning book binding.
- v. The links with other elements of the SSA like Girls' Education Funds, KGBV , bridge courses, EGS/AIE, teachers' training need to be strengthened.
- vi. Focal areas of research, extension and information dissemination to increase output of gender sensitive, quality teaching-learning material especially in regional languages, and decentralized area-specific models of intervention need to be evolved. to break gender stereotypes. and bridge gender disparities.
- vii. The Programme has been introduced only about two years ago , coverage is not complete and all activities under the guidelines have not jelled up completely., therefore it would be premature to evaluate the impact on the State as whole.and the chence, it wo

**2, The Availability and quality of infrastructure in MCS and the benefits perceived by girls/parents/community**

All five schools visited had built an additional room, toilets, drinking water and electrification through NPEGEL funds. The quality of construction and maintenance and upkeep was good. These additional rooms were being used mainly for vocational training activities and for MTA meetings etc.

**3.Assessment of the material inputs that have been provided to the MCS**

The State did share materials including TLMs, CDs, and other materials helping in the review/ development of textbooks, development of guidelines for incorporation of gender concerns, development/ compilation of supplementary reading material for girls, including life skills, which would provide the support needed for girls' education during the team's visit. Further the District Gender Coordinator of Srinagar explained that training designed had been prepared and the resource persons from various areas were invited and discuss with the topic according to their own concept papers.

- i. Almirahs containing library books had been placed in the additional room but looked brand new. The sports materials were also displaced in the addition room and were also looking new. Library books & sports material is being shared by all the schools under that very MCS, this information is being provided by the head teacher of MCS . More over the vocational training is being provided to in & out of school girls of that cluster were the MCS is sanctioned.
- ii. As few of the Middle Schools have been upgraded to Secondary Schools, the additional rooms are being used as a classroom to accommodate the students of higher classes.
- iii. Cost of the construction of building is very high in those difficult terrains of J&K, the state needs to be provided with higher cost for this.
- iv. In most schools, vocational skills being imparted in the additional room by the part time instructor were highly gender stereotyped comprising, sewing, embroidery, cooking, painting and preparation of decoration pieces. Book bind was also being taught in one of the MCS. Despite this, the parents, teachers, communities and girls themselves were very happy with these inputs and has helped in improving retention of girls. “ This will help them to stitch their own clothes and uniforms and that of their family members to some extent. The decoration pieces made out of waste materials or no cost materials were quite attractive. Even, if one were to say that all products produced in a short span of three months training in one trade/art may not be marketable on account of very high quality, these activities have definitely created a sense of fulfillment and achievement among these girls, also promoting in the aesthetic sense.

#### 4. Additional incentives provided to girls

No additional incentives were being given to girls under the NPEGEL.

#### 5. The impact of interventions targeted at ‘out of school’ girls

<b>Table 5: Information about Out of School girls in the NPEGEL Blocks</b>					
<b>S.No.</b>	<b>District</b>	<b>Block</b>	<b>Out of School Girls 2005-06</b>	<b>Out of School Girls 2006-07</b>	<b>Out of School Girls 2007-08</b>
1	Kupwara	08 CD Blocks.	4755	7376	8902
2	Baramulla	14 CD Blocks.	14069	10128	8773
3	Srinagar	04 CD Blocks.	5268	4862	3628
4	Budgam	08 CD Blocks.	10350	8401	4857
5	Pulwama	06 CD Blocks.	4939	3254	2860
6	Anantnag	12 CD Blocks.	8985	7577	6722
7	Leh	06 CD Blocks.	258	245	101
8	Kargil	07 CD Blocks.	1333	936	454
9	Doda	14 CD Blocks.	9747	8209	6980
10	Udhampur	12 CD Blocks.	7561	5748	6827
11	Poonch	05 CD Blocks	7036	3227	3491
12	Rajouri	07 CD Blocks.	6456	3725	4200
13	Kathua	09 CD Blocks.	1465	2408	3024
	<b>Grant Total</b>	<b>123CD Blocks.</b>	<b>82222</b>	<b>66096</b>	<b>60819</b>

The state has reported decrease in overall numbers of out of school girls after introduction of several SSA interventions. However it is premature to attribute to the impact of NPEGEL as the programme is barely less than one year old. Further as the situation obtains in the state, all NPEGEL activities are targeted at girls in Classes VI, VII and VIII and not out of school girls.

District Gender Coordinator, Srinagar said that out of school girls have been attending vocational training classes and in the meantime, there is an effort to enroll these girls into schools.

## **6.Linkages with systems of open learning**

Linkages with systems of open learning do not exist.

## **7.The interventions for ‘in school’ girls and their impact of the learning outcomes**

The activities under NPEGEL programme were not limited to Model Cluster Schools only but shared by the schools surrounding the MCS but there is further scope of enhancement which we can accept in near future. Also NPEGEL is perceived as a programme of imparting vocational training to the girls in school. However these have improved their attendance/retention and helped generally creating a supportive environment for girls’ education in the area. NPEGEL components like bridge courses do not apply as only in school girls are covered.

Girls’ specific Remedial teaching and student evaluation for learning outcomes is being carried out at block & cluster levels so as to raise the learning capacity of girl child. After the student evaluation through CCES, the girls securing less than 40% marks in the particular subjects are being given subject specific remedial teachings through trained teachers. This helps in increasing the learning capacity of the girls, thereby achieving the self satisfaction which in turn helps in retention & completion rate.

Under NPEGEL scheme sports events, symposiums, debates & cultural programmes are being carried out at district, block, zone & even cluster levels. Girls of MCSs in collaboration with out of school girls are involved in organizing nuked natak for depicting the life of girl child who is well read & the one who has not attended the school. During the community mobilization MCS girls play a vital role in spreading the awareness regarding the schooling of girl child & equity between the two & the fundamental right of education.

## **8.Progress made with regard to gender training of teachers in the clusters**

Gender training of teachers in the clusters under NPEGEL has been carried out in almost all the clusters except the ones where the MCSs has been recently sanctioned . This is because non receipt of the payment either from MHRD or from State. Gender sensitization teachers training for 2-3 days has been carried out by all the districts where ever MCSs have been sanctioned till 2006-07 .

It was reported that Gender Training of teachers is being conducted either at district level or zone level & also at cluster levels. Also reported that CRPs, ZRPs and Zonal Gender Coordinators of Budgam district have received 2-3 days training

## **9.Other activities conducted under NPEGEL programme**

Through out the J&K State all the Primary schools have started Pre-primary classes which has helped in overcoming the sibling care there by resulting in the increase of enrolment not only in primary section but also in upper primary section. The enrolment in pre-primary level is more than that of 1.19 lakhs.

To lay the foundations for proper psychological, physical & social development of the children, reduce the incidences of mortality, morbidity, malnutrition & school drop-outs, the ICDS scheme is in implementation in J&K State through a network of 121 projects running 10399 Anganwari Centers covering 3-42 lakhs of children in the age group of 0-6 years. This is in addition to th the ECCE centers which has been opened where there is no AWCs. The state is now planning to have a convergence between the two so that the better results are being achieved & the desired result of UEE is being achieved well in time. The positive impact of the set of activities like vocational training, educational excursions, health camps etc. was tremendous as noted above.

## **10. Community involvement in planning, implementation and monitoring**

SSA is trying its best to provide training activities for community involment in planning, implementation & monitoring of NPEGEL. It is the community which takes part during the construction of ACRs & DWF. A committee is being framed in each cluster involving ZEO, Head teacher, Sarpanch / Panch which take keen interest in planning, implementation & monitoring & are meeting as & when required to take the stock of the fresh situation & suggestion from the community are well taken for the smooth functioning &

implementation of the NPEGEL scheme in the cluster .Community is being given prior information regarding the activities that are to be implemented in the whole of the cluster & it is the community which has demanded extension of vocational training beyond the stipulated period of time.

### **11. Inter-linkages with different management systems**

NPEGEL is being run only by the State Education Department.

### **12. District and State systems designed for monitoring progress of NPEGEL**

At district level Chief Education Officer along with a team of DRGs at the District , Block & Cluster level are monitoring progress of NPEGEL. At state level worthy Secretary Education Department, SPD SSA & State Gender Coordinator are monitoring the progress of the same. In those districts visited by the team, all the District Gender Coordinators reported that they the monthly review meeting have helped them to implement NPEGEL and KGBV programmes in a effective manner.

### **13. State Specific good practices**

This is the first ever major centrally sponsored programme for Elementary Education in J&K. Despite an extremely difficult terrain and climate, the State, District, Block and Zonal Coordinators of Gender as also the CEOs, have a good rapport with the teachers, parents and community support and admiration is coming in good measure. In one school, a teacher's brother who was a doctor came in and gave free health check up to girls and boys. This speaks well of the effort made by the concerned NPEGEL personnel at the District, Block and Village level to mobilize the community and creating girl friendly environment within and outside school.

### **14. Suggest changes/modification in the design of the present NPEGEL scheme .**

i. The present NPEGEL scheme has its conceptual location in NPE 1986 and the Revised Programme of Action 1992 which were based on the fundamental right of equality between sexes ( Non-Discrimination) also giving the State to right to practice Protective Discrimination to remove the cumulative disadvantage of women and to empower them to live with dignity. The Guidelines issued by the MHRD are replete with several steps to translate this fundamental right into Gender Equality and Gender Sensitivity in education and society in general. In focusing the programme only on infrastructure and activities meant for only for girls at the school level, development of gender sensitivity and accepting the spirit of gender Equality by both boys and girls as complementary to each others, as partners in life is lost. While special attention being given to girls from backward areas and communities is appreciated by the parents and the community, interaction with boys in coeducational schools showed their feeling a sense of neglect. For instance, the NPEGEL Room can be used only by girls, health camps are meant only for girls , so is remedial coaching. And, they feel worst when girls are taken out for educational tours in buses and they are left behind. Are we really doing gender equality? The programme speaks of the need to focus on providing good quality education to girls. This may be feasible in all girls' schools but cannot be the guiding principle for coeducational schools. Further, the Gender component stays weak for lack of sufficient understanding of the concept itself and its operationalization as gender is seen as equal to Girls, mostly. The gender sensitization community remains neglected even though some mobilization is done to enrol and retain girls. Presently, out of school girls are getting little attention under NPEGEL where regular schools are normally identified. Further, only MTAs and MS/Women's Groups are mentioned for seeking active support and the large emerging network of SHGs in several states as partners is ignored. Maybe, we need to look at this.

ii.The recurring annual grant of Rs. 60,000/- per cluster which may have anything between 15 to 25 schools including primary and Middle schools/sections in Secondary, higher Secondary schools are expected to carry out a large number of activities . This fund is insufficient to implement all the programmes in the Cluster. At best it is covering only one MCS and a couple of other schools. The Programme appears to be limited to Classes VI-VIII, thereby neglecting primary school children completely.

iii.Networking is missing with NGOs and research organizations, and even inter and intra departmental coordination is not visible on the ground. Very often management of Classes I-V and Classes VI-VIII continue to be under different Directorates and officers at the State/District/Block level. Role of DIET and SCERT/SIEs need to be made more explicit as done in some states. Presently, out of school girls are getting little attention under NPEGEL where regular schools are normally identified. In the States visited

by the team, Girls Education Head under SSA continues to seen separately fro NPEGEL and KGBV has its separate existence.

iv. In mountainous terrain is much heavier compared to the plains as most of the materials are procured and transported from the plains. It is therefore recommended that for the state of J & K the norms set for cost of construction needs to be revised. We have noted that the programme has focused on girls in Classes VI, VII, VIII and even primary school girls are excluded, there is perhaps need to look for inter linking various schemes of SSA like the NRBCs, RBCs, Distance Education for working out a distinct programme focused on out of school girls.

***Keeping in view some of the issue above, we strongly recommend a re -look at the NPEGEL, both in terms of structures/components and funding***

**Annexure I  
Itinerary of the team's visit to Jammu and Kashmir**

Date	From (place and time)	To (place and time)	Total time spent	Mode of journey	Remarks
27.11.2007	Delhi, 1.45 pm	Jammu, 3.00 pm	1.15hrs	Flight	Reached airport at 7.30am. The GO Air flight was cancelled at 12.30 p.m. Rushed to Terminal IB to catch Kingfisher Flight at 1.45 p.m.
	Arrival at Jammu Airport, 3.00pm	Circuit house 3.45pm	0.45hrs	Official Vehicle	
	4.00pm	6.30 pm	2.30 hrs		Discussion with the State Gender Co-ordinator of J&K at the Circuit house Field Visit to Kathua District cancelled. Informed no flights taking off from Jammu
28.11.2007	Jammu, 7.00 am	MCS, Ghandala, Udhampur, 11.00am	4.00hrs	Official Vehicle	small single road along deep valley, poor condition, potholes and boulders, negotiated by vehicle and on foot to reach the school and come back to main road..
	11.00am	12.30pm	1.30hrs		Review of NPEGEL programme ar MCS, Ghandala, Udhampur
	MCS, Ghandala, Dist.Udhampur, 12.30pm	KGBV, Ghordi, Dist.Udhampur, 3.30pm	2.00hrs	Official Vehicle	Equally hazardous journey to and back, expert driver
	3.30pm	5.30pm	2.00hrs		Review of KGBV programme at Ghordi
	KGBV, Ghordi, Dist.Udhampur, 5.00pm	Hotel Chanakya, Udhampur 7.30pm	2.30hrs	Official Vehicle	Night halt at Udhampur
29.11.2007	Udhampur 7.30am	MCS, Zeewan, Srinagar 1.30pm	6.00hrs	Official Vehicle	
	1.30pm	2.30pm	1.00hr		Review of NPEGEL programme at MCS, Zeewan, Srinagar
	MCS, Zeewan, Srinagar 2.30pm	MCS, New Threed Nishath, Srinagar 3.00pm	0.30hrs	Official Vehicle	

	3.00pm	4.00pm	1.00hr		Review of NPEGEL programme at MCS, New Threed Nishath, Srinagar
	MCS, New Threed Nishath, Srinagar 4.00pm	MCS, Chatle Hama, Srinagar, 4.30pm	0.30hrs	Official Vehicle	
	4.30pm	5.30pm	1.00hr		Review of NPEGEL programme at MCS, Chatle Hama, Srinagar
	MCS, Chatle Hama, Srinagar, 5.30pm	Circuit house, Srinagar 6.15pm	0.45hrs	Official Vehicle	Night halt at Srinagar
30.11.2007	Circuit house, 10.00am	KGBV, Karmulla Thral, Dist.Pulwama 12.30pm	2.30hrs	Official Vehicle	
	12.30pm	2.30pm	2.00hrs		Review of KGBV school, Karmulla Thral.
	KGBV, Karmulla Thral, Dist.Pulwama 2.30pm	MCS, Poochaal, Dist.Pulwama 3.00pm	0.45hrs	Official Vehicle	
	3.00pm	4.00pm	1.00hr		Review of NPEGEL programme at MCS, Poochaal, Dist.Pulwama
	MCS, Poochaal, Dist.Pulwama 4.00pm	MCS, Nehama, Dist.Pulwama 4.45pm	0.45hrs	Official Vehicle	
	4.45pm	5.30pm	0.45hrs		Review of NPEGEL programme at MCS, Nehama, Dist.Pulwama
	MCS, Nehama, Dist.Pulwama 5.30pm	Circuit house, Srinagar 7.00pm	1.30hrs	Official Vehicle	Night halt at Srinagar
01.12.2007	Circuit house, Srinagar 12.00 pm	Airport, Srinagar 1.00 pm	1.00hrs	Official Vehicle	The flight was delayed by 2.00 hrs
	Srinagar 5.00pm	Delhi, 6.30pm	1.30hrs	Flight	

## REPORT ON THE EVALUATION OF NPEGEL AND KGBV PROGRAMMES OF PUNJAB

TEAM MEMBERS: Professor Usha Nayar and Ms. Girija.B.H

Field visit: 20<sup>th</sup> to 24<sup>th</sup> November, 2007

At the outset, the evaluation team would like to thank the functionaries of the SSA at all levels for extending their support and co-operation in evaluating KGBV and NPEGEL schemes especially the ASPD, Shri Sawan Iqbal Singh, in charge of KGBV and NPEGEL, The District Education Officer (Elementary Education), District Gender Coordinator, and all staff of District Ferozepur, Block Gender Coordinators of Abohar and Khuian Sarwar, Block Education Officers of all 19 Blocks of District Ferozepur and the teachers, head teachers and staff of all institutions visited. (List at Annexure)

### List of school visited by the team members:

S.N	Programmes	Schools	Date of visit
1	KGBV	KGBV, Village Nihal Khera, Block Abohar, Dist Ferozepur.	22.11.2007
2		KGBV, Village Dharamapura, Block Khuian Sarwar, Dist Ferozepur.	23.11.2007
3	NPEGEL	Government Sr. Secondary School, Village Bandiwala, Block Abohar, Dist Ferozepur.	22.11.2007
4		Government Secondary School, Village Patrewala, Block Abohar, Dist. Ferozpur.	22.11.2007
		Government Sr. Secondary School, Village Nihal Khera, Block Abohar Dist. Ferozpur	22.11.2007
5		Government Middle School, Village Kundal, Block Khuian Sarwar, Dist Ferozepur.	23.11.2007

## **Part I**

### **KGBVs Visited in Punjab**

The main thrust of the KGBV scheme is to provide access at upper primary level to disadvantaged sections of girls in EBBs, who have remained outside the educational system despite interventions of other government programmes due to persistent socio-economic, cultural and topographical reasons.

The KGBV scheme has been introduced only in 2 EBBs in one district of Punjab, namely, Ferozepur in two Educationally Backward Blocks , Abohar and Khuian Sarwar. Punjab has adopted Model-3 where the hostels are located next/close to the Sr. Sec. Schools in the village. In case of both KGBVs, the hostels are being run next to Sr, Sec. Schools in the respective villages. At present only 51 girls are enrolled in these two hostels against the sanctioned strength of one hundred ( 50 each).. These girls attend the adjoining Govt. Sr. Secondary School in Classes VI to VIII

The KGBVs were sanctioned during 2005-06 and have been operationalised in 2006-07. Both the hostels were built in a record period of 6 months and are well equipped with the required facilities like furniture, beddings, kitchen equipment, hostel staff and compound with pleasant flowering plants and a lawn. We may note that all the required facilities as mentioned above were in place before enrolling the girls in April 2006. It was indeed a pleasure to visit these beautiful complexes which were aesthetic and spotlessly clean. The girls were extremely cheerful and in good mental and physical health. They were adhering to the Day's schedule displayed on the verandah wall. Study, physical exercises, sports and games and singing and dancing were a part of their day at the hostel. The dormitories, toilets, dining hall, kitchen and the Library cum Resource room were all very spacious and spotlessly neat and clean. The hostels had very good residential wardens ,an Accountant, a full time Cook, a Helper, a peon, and a watchman. The respective Principals of the Sr. secondary Schools had taken personal interest in the construction and maintenance of the hostels and in grooming these young girls through suitable activities during school hours. The community members were equally enthusiastic and were very happy with the introduction of the KGBV scheme in their respective Blocks/villages. The Parents were highly satisfied with the performance of their daughters and their over all grooming .

*In response to the TOR, we have the following major observations:*

We discovered on our arrival that they have not received the TOR of the evaluation from GOI and hence gave us the briefing on various aspects of the programme. The person in charge of KGBV/NPEGEL had joined around 3 months ago and did not have complete information in his files which he received from his predecessor on the scheme and its operationalisation. The information flow appeared to be insufficient as only single page orders were received by the implementers at the district/block level mainly giving items of expenditure and not the broad purpose and goals of the scheme. This has lead to under spending of building fund and overspending of other recurring and non-recurring costs.

#### **1. Assessing the fulfillment of the objectives of the KGBV scheme**

The GOI guidelines clearly state that the emphasis is on girls who have been out of school, who are in areas that do not have a formal middle school, girls of migratory families, girls who have completed class 5 and are likely not to transit to the upper primary level. **ALSO THAT UNDER NO CIRCUMSTANCES GIRLS FROM REGULAR SCHOOLS WILL BE ADMITTED IN KGBVs.** At the primary level emphasis will be on the slightly older girls who are out of school and were unable to complete primary schools (10+). At the upper primary level, emphasis will be on girls, especially adolescent girls who are unable to go to regular schools.

i. However, in the State of Punjab, we found that girls who had freshly passed primary schools were enrolled in Class VI, some of them even from the same village. Therefore, in some manner of speaking, the objective of reaching the hard to reach out of school girls through KGBVs has not been kept in view while admitting girls to the two KGBV hostels.

ii. There was another major gap noticed in the number of girls covered in the two KGBVs. Against the sanctioned strength of 50 girls per hostel, there were only 25 girls in each and the district authority, the DEO (elementary) was sure that the hostel was meant for 25 girls only and any attempt on her part to exceed this number would invite audit objections, "If I enroll even one extra girl, audit objection would be raised", she stated. Consequently the scheme has benefited only 50% of the approved number of girls i.e., 100 for these 2 hostels and that too not stipulated by the guidelines. The state says that the funds received under KGBV (Model-III) programme were meant for 25 girls only for both the hostels in 2004-05 sanction order (the State's reply is appended to the report)

## 2. Infrastructure facility and staff

i. Due to some gap in communication, only Rs.10.00 lakh per KGBV have been released to the district for the construction of the hostel buildings against the sanction of amount of Rs.15 lakhs by the Government of India. Therefore while all other rooms like the dining hall, the library/activity room and the bathrooms, the kitchen were very spacious, the two dormitories could accommodate only 25 girls. The State has replied that despite this office's demand vide memo no. 23/1-2006/SSA/KGBV-6904, dated 26.06.2006 for the release of the balance amount of Rs. 5.00 lacs for each of the hostel buildings, GOI didn't release the additional funds required for the hostel buildings.

ii. The bathing rooms were much too large. There were 3 WCs and 3 bathing rooms in each hostel. The bathing rooms were much too large and could be easily converted into 6 in the same area. The total space allotted to WCs and bathrooms could suffice six units each of these two complements. The implementing authorities at the district level and the KGBV Building Committees have constructed the hostels according to the plan provided by the SPO. They were under the impression that this plan was sent by the GOI. iii. However *in the financial estimates*, the cost estimates for 50 girls (excluding non utilization of Rs.5.00 lakh on building construction), the rest of the non-recurring and the recurring items of expenditure have been sanctioned for 50 girl students per hostel. This has been utilized for just 25 girls in both hostels. *This implies that there is under utilization of the construction grant and double the sanctioned amount spent per girl child for approved recurring and non recurring costs/activities/items.*

**Budget Sanction and expenditure of KGBVs as on 7.11.2007**

		Govt. Sr. Sec. School, Nihal Khera, Block Abohar	Govt. Sr.Sec.School, Dharampura, Block Khuian Sarwar	Total
<b>Amount received</b>	Recurring	1089500	1089500	2179000
	Non-recurring	1815250	1815250	3630500
	<b>Total</b>	<b>2904750</b>	<b>2904750</b>	<b>5809500</b>
<b>Amount spent</b>	Recurring	698572	571232	1193645
	Non-recurring	1481080	1489266	2970346
	<b>Total</b>	<b>2179652</b>	<b>2060498</b>	<b>4240150</b>
<b>Unspent balance</b>	Recurring	390928	518268	985355
	Non-recurring	334170	325984	660154
	<b>Total</b>	<b>725098</b>	<b>844252</b>	<b>1569350</b>

Source: SSA state office, Punjab, Nov 2007

As there is no provision to appoint teachers, only part-time staff has been appointed on contractual basis for managing the KGBV hostels.

**KGBV Hostel Staff Pattern**

S.N	Designation	Honorarium per month
1	Warden/Teacher	Rs.4500/-
2	Accountant	Rs.1500/-
3	Cook	Rs.3500/
4	Helper	Rs.1500/
5	Peon	Rs.1500/
6	Sweeper	Rs.1000/
7	Watchman	Rs.1500/

*Source: Data provided by KGBV, Nihal Khera on 22<sup>nd</sup> Nov, 2007*

**3. Category wise enrollment**

The distribution of existing girls is as per the guidelines i.e, SC-50%, BC-25% and others 25% including BPL households. In this as girls from regular schools have been admitted in class 6, the out of school girls in the upper primary age group have also been left out.

	Class	SC	BC	Gen	Total
KGBV, Nihal Khera, Abohar Block	6	2	1	1	4
	7	9	9		18
	8	1	3		4
	<b>Total</b>	<b>12</b>	<b>13</b>	<b>1</b>	<b>26</b>
KGBV, Dharampura, Khuian Sarwar Block	6	4	4		8
	7	5	7		12
	8	3	2		5
	<b>Total</b>	<b>12</b>	<b>13</b>		<b>25</b>

*Source: Data provided to team by the KGBV schools during the visit.*

4. **Retention of girls:**As the girls are enrolled from the main stream schools, retention is not a problem in these KGBV schools.
5. **Quality of learning:** Since they are graduating from regular school and placed at Sr.Secondary level, the pace of their learning levels are reportedly good as per the school head.
6. **TLM:** Since the TLM grant is available for all elementary classes under SSA, the regular Sr.Secondary schools these girls were attending, they were making use of them. Library books, Television, LCD projector etc were placed in the KGBV library/resource room. Whether this TLM grant is available to the Sr.Secondary school was not clear. Very rush pace of field visits due to a large number of hours spent commuting from district to the villages where these KGBVs (also NPEGEL schools).
7. **Parent/teacher/community perception regarding functioning of KGBVs:** The parent/teacher/community perception regarding functioning of KGBVs were very positive. The villagers were extremely happy that such a magnificent institution has been provided to their daughter even though they themselves reside in semi pakka /pakka buildings. They very happy the quality of food supplied to the girls. Also academic activities and learning and leisure time activities were appreciated. Sports and physical fitness activities were conspicuous by their absence as also music and arts. All of these could contribute to the enrichment of the KGBV school curriculum. Sports and physical exercises including Judo and Karate could enhance the physical and mental fitness of girls and thus building higher level of self confidence.
8. **Mobilizing Out of school girls:** May be some gap in dissemination of guidelines, the process of identifying drop out girls in the EBB was not undertaken by State. However it is to their credit that the process for selection of girls was duly advertised in all the villages through pamphlets and stickers pasted in Gurudwaras and panchayath office, to tell people the availability of the new facility i.e., KGBV scheme. The demand has exceeded the provision and numerous parents have

been turned away. Further there was all round demand for extending the provision to class 9 and 10. Because according to teachers and parents, completing just middle school would not lead the girl any where. Interaction with the girls showed them they were absolutely happy with all the facilities and they were doing very well in the classes as it came out from the performances in the cultural programme. There is likelihood of some continuing their education after 8<sup>th</sup> but others said they stay at home.

**9. NGOs involvement:** We did not come across the involvement of NGOs in managing KGBV schools during our visit.

**10. Good practices of the state:** The proximity of the hostel to the Senior Secondary School is a great advantage as the Principals who are highly qualified and committed are in charge of these hostels. We have already mentioned above the high standards of construction, maintenance and running of the KGBV hostels in Punjab and the highly conducive environment which has definitely helped these girls to develop a high self esteem and self confidence. Although, the criteria for admission of girls to be limited to mainly out of school girls and drop outs has been violated, we may state that these girls belonged to SC, OBC and BPL families with very poor economic means. Had this option not been given to them, most of them would have dropped out after Class V.

**11. Suggestions for Modification of the present KGBV Scheme:**

**i.** There is need to standardize the salary component of the KGBV Staff. We have come across some anomalies in Punjab and J&K. In Punjab, the Cook is getting Rs. 3500/- whereas the KGBV teachers ( mostly post graduates and training, also some MCAs) were drawing Rs. 1500/- per month and all other staff were getting not more than Rs. 1200/- per month as wages. This was causing great consternation among them as they were not even getting the minimum wage fixed for unskilled labour.

**ii.** As we have observed all three models of KGBV, Model III in Punjab and Models I and II in J&K, our recommendation is that Model III with larger intake should be preferred on the lines of Punjab where close proximity and expert supervision of Senior Secondary School Principals is adding to quality management of hostels and also quality of education being received by these girls from marginalized sections. As there was persistent demand from the girls and their parents for extending the Scheme at least up to Class X.

**iii.** As regards criteria, our suggestion is to give priority to SC/ST/OBC/Minority/BPL girls who have successfully completed Class V and do not have a Middle/High/Higher Secondary school in their village of residence located in remote areas or have difficult topography. Our premier concern should be to encourage smooth transition of rural girls from primary to higher/professional/technical education. We need to chart out separate route for poor girls who wish to continue their education ( in school) and those who are drop outs and never enrolled ( Out of School). Both are equally important. As rural girls do not cross the village hedge and thus need that every primary School is upgraded to Middle schools in their village for achieving the Fundamental Right to Elementary Education. However, it would be sad if they drop out after Class VIII for want of access to High/Higher Secondary School. We need to build bridges to Secondary and later higher education in every rural Block either through provision of safe transport at Public expense or liberal provisions for residential schools in sparsely populated areas with difficult terrain. As observed on the ground, the KGBVs need to be located close to Block Head Quarters so that all other civic amenities such as health, sanitation, security, postal and telephone services, schemes and services of other allied development departments and agencies like the Red Cross Society, Scouts and Guides and extension programmes of higher education( NSS) can be availed for all round growth and development of all rural girls. As on date, even after 60 years of planned development a Rural Girl stays a deprived category and among them SC/ST/OBC/Minorities BPL girls are worst off.

## Part II NPEGEL, Punjab

NPEGEL has been formulated for education of under privileged/disadvantaged girls from Classes I to VIII as a separate and distinct gender component plan of SSA to achieve UEE for girls in EBBs. The programme is specifically targeted for all kind of girls namely out of school, drop outs, overage, working girls from marginalized social groups, girls with low attendance and also girls with low levels of achievement. Certain interventions addressing the specific needs of girl children have been included to develop and promote facilities to provide access and to facilitate retention of girls and to ensure greater participation of women and girls in the field of education and to improve the quality of education through various interventions and to stress upon the relevance and quality of girls' education for their empowerment

In Punjab, 47 Model Cluster Schools were sanctioned during 2005-06 for 12 EBBs of 7 districts and were operationalised during the same year. But all of them were withdrawn except 8 MCSs during 2006-07. Four clusters out of six clusters have been covered in each of 2 EBBs in one district of Punjab, namely, Ferozepur.

### Status of NPEGEL in Punjab as on 30<sup>th</sup> Sep. 2007 (data circulated by MHRD)

S.N	Activity	Cumulative target till 2007-08	Cumulative Achievement as on Sept 2007
1	No. of MCS	8	8
2	Additional room	47	47
3	Toilets	47	47
4	Drinking water	47	47
5	Electrification	47	47
6	No. of ECCE centres opened	0	0
7	Awards to best School/Teacher	8	2
8	Learning through open School		0
9	No. of teachers trained on gender sensitization		0
10	Remedial teaching (No. of girls)		0
11	Bridge Courses (No. of girls covered)		0
12	Student Evaluation (No. of girls covered)		850
13	Additional Incentives		
	Uniforms		45
	Other incentives		15
14	Total no. of girls benefiting from NPEGEL		850
15	No. of NGOs involved in the program.		0

#### *In response to the TOR, we have the following major observations:*

Four NPEGEL schools (one in Khuian Sarwar Block and three in Abohar) were visited by the team members and scrutinized records and materials including Cash Books, Balance Sheets, Pass Book and all other materials related to the implementation of the scheme.

#### **1. Assessing the fulfillment of the objectives of the NPEGEL scheme**

The NPEGEL has been introduced only in 2005-06 and it may be premature to evaluate the efficacy and impact of each component separately in the EBBs where the scheme has been operationalised. The scheme is being operationalised for girls of Classes VI-VIII in seven Coeducational Senior Secondary Schools and in one Girls' Middle School and thus cannot be expected to impact Punjab State as a whole vis a vis the objectives of NPEGEL as a supplement to over all effort to enroll, retain and empower girls and women of the State.

i. The scheme has already been curtailed to a very limited physical area due to criteria for selection of EBBs and hence does not evince much interest at the State level, although the activities and the girls

observed in the three field visit schools did give a very positive feedback despite lack of any detailed guidelines from the state. All they received at the district level were single page instructions on items and expenditure pattern including limiting of vocational skills to traditional areas of cooking, sewing, painting, music and embroidery. Computers, self defense, life skills education, sports equipment etc. were not included even in State Items -Budget sheet.

**ii.**The SPD reported inclusion of a gender unit and a person, and the person handling girls' education at the State level reported that she was only handling vocational training. The KGBV and the NPEGEL are with a ASPD at the State level and by the DEO Elementary Education and District Gender Coordinator at the District level and the Block Gender Coordinator and the concerned School principals at the ground level. None of these concerned personnel had been exposed to the broad goals of the Scheme as they had not been provided with the NPEGEL Guidelines issued by the MHRD. Also none of them had received any gender orientation or training. Thus, this does not enable them to develop innovative gender sensitisation / training programmes for teachers and administrators of NPEGEL. However, with even this limited understanding and exposure they have been able to create a girl friendly approach among their officials and teachers and girl friendly schools and enough community enthusiasm and support. The well off community members and organizations like the Lions Club and Rotary Club are giving generous support and the local doctors are organizing health check up camps for girls free of charge.

**iii.**In Punjab, due to communication gap, the award money is being distributed to outstanding girls and not to teachers and the schools for whom it is meant under the NPEGEL

**iv.**Focal areas of research, extension and information dissemination to increase output of gender sensitive, quality teaching-learning material especially in regional languages, and decentralised area-specific models of intervention remain non-existent and little is being done to break gender stereotypes.

## **2, The Availability and quality of infrastructure in MCS and the benefits perceived by girls/parents/community**

All three schools visited had built an additional room, toilets, drinking water and electrification through NPEGEL funds. The quality of construction and maintenance and upkeep was very good. These additional rooms were being used mainly for vocational training activities and for MTA meetings etc. There was very good display of TLMs prepared by general SSA funds in all class rooms and verandahs in the three NPEGEL schools. Also, these schools were well maintained, neat and clean and were utilizing school maintenance grants to the fullest. *However, no CFS components were constructed.*

## **3. Assessment of the material inputs that have been provided to the MCS**

The State level briefing did not share any materials including TLMs, CDs, films and other materials helping in the review/ development of textbooks, development of guidelines for incorporation of gender concerns, development/ compilation of supplementary reading material for girls, including life skills, which would provide the support needed for girls' education.

**i.**Almirahs containing library books had been placed in the additional room but looked brand new. The schools have purchased more furniture out of TLM funds. This fund must be utilized for library books, lab materials, TLMs, sports materials and vocational materials.

**ii.**In all schools, vocational skills being imparted in the additional room by the part time instructor were highly gender stereotyped comprising, sewing, embroidery, cooking, painting and preparation of decoration pieces. Despite this, the parents, teachers, communities and girls themselves were very happy with these inputs and has helped in improving retention of girls. "This will help them to stitch their own clothes and uniforms and that of their family members to some extent. The standard of embroidery and stitching was fairly good and almost professional in one school. The decoration pieces made out of waste materials or no cost materials were quite attractive. Even, if one were to say that all products produced in a short span of three months training in one trade/art may not be marketable on account of very high quality, these activities have definitely created a sense of fulfillment and achievement among these girls, also promoting in the aesthetic sense.

#### **4. Additional incentives provided to girls**

No additional incentives were being given to girls under the NPEGEL. The State Of Punjab is giving free uniforms and text books to SC girls and Non SC girls are covered under SSA.

#### **5. The impact of interventions targeted at ‘out of school’ girls**

No information was provided about interventions targeted at ‘out of school’ girls or girls in EGS/AIE centers

#### **6. Linkages with systems of open learning**

Linkages with systems of open learning do not exist.

#### **7. The interventions for ‘in school’ girls and their impact of the learning outcomes**

The interventions for ‘in school’ girls are limited to a few schools in the clusters. These have improve their attendance/retention and helped generally creating a supportive environment for girls’ education in the area. NPEGEL components like bridge courses do not apply as only in school girls are covered. Girls’ specific Remedial teaching and student evaluation for learning outcomes was not being carried out.

#### **8. Progress made with regard to gender training of teachers in the clusters**

No gender training of teachers in the clusters under NPEGEL has been carried out and no training module was made available to the team..

#### **9. Other activities conducted under NPEGEL programme**

No ECE centres, libraries, bridge courses, remedial classes under NPEGEL were shown and the vocational education programmes have been discussed above. Little was reported about linkages with other girl child oriented inputs in other SSA components. *The positive impact of the set of activities like vocational training, educational excursions, health camps etc. was tremendous as noted above.*

#### **10. Community involvement in planning, implementation and monitoring**

No training activities for Community involvement in planning, implementation and monitoring of NPEGEL, the additionality through NPEGEL funds over and above community training under other component of SSA, has been reported.

#### **11. Inter-linkages with different management systems**

NPEGEL is being run only by the State Education Department.

#### **12. District and State systems designed for monitoring progress of NPEGEL**

District Education Officer, Elementary Education and the Gender Coordinators at the District and the Block level are monitoring progress of NPEGEL but no activity for capacity building of NPEGEL implementers in the field/districts was reported.

#### **13. State Specific good practices**

Despite an extremely limited physical area being covered, the ability of the District and Block personnel to get community support for various activities like health check ups, donation of fans and prizes for girls excelling in academic and para academic areas was infectious. This speaks well of the effort made by the concerned NPEGEL personnel at the District, Block and Village level to mobilize the community and creating girl friendly environment within and outside school.

#### **14. Suggest changes/modification in the design of the present NPEGEL scheme .**

i. The present NPEGEL scheme has its conceptual location in NPE 1986 and the Revised Programme of Action 1992 which were based on the fundamental right of equality between sexes ( Non-Discrimination) also giving the State to right to practice Protective Discrimination to remove the

cumulative disadvantage of women and to empower them to live with dignity. The Guidelines issued by the MHRD are replete with several steps to translate this fundamental right into Gender Equality and Gender Sensitivity in education and society in general. In focusing the programme only on infrastructure and activities meant for only for girls at the school level, development of gender sensitivity and accepting the spirit of gender Equality by both boys and girls as complementary to each others, as partners in life is lost. While special attention being given to girls from backward areas and communities is appreciated by the parents and the community, interaction with boys in coeducational schools showed their feeling a sense of neglect. For instance, the NPEGEL Room can be used only by girls, health camps are meant only for girls, so is remedial coaching. And, they feel worst when girls are taken out for educational tours in buses and they are left behind. Are we really doing gender equality? The programme speaks of the need to focus on providing good quality education to girls. This may be feasible in all girls' schools but cannot be the guiding principle for coeducational schools. Further, the Gender component stays weak for lack of sufficient understanding of the concept itself and its operationalization as gender is seen as equal to Girls, mostly. The gender sensitization community remains neglected even though some mobilization is done to enrol and retain girls. Presently, out of school girls are getting little attention under NPEGEL where regular schools are normally identified. Further, only MTAs and MS/Women's Groups are mentioned for seeking active support and the large emerging network of SHGs in several states as partners is ignored. Maybe, we need to look at this.

**ii.** The recurring annual grant of Rs. 60,000/- per cluster which may have anything between 15 to 25 schools including primary and Middle schools/sections in Secondary, higher Secondary schools are expected to carry out a large number of activities. This fund is insufficient to implement all the programmes in the Cluster. At best it is covering only one MCS and a couple of other schools. The Programme appears to be limited to Classes VI-VIII, thereby neglecting primary school children completely.

**iii.** Networking is missing with NGOs and research organizations, and even inter and intra departmental coordination is not visible on the ground. Very often management of Classes I-V and Classes VI-VIII continue to be under different Directorates and officers at the State/District/Block level. Role of DIET and SCERT/SIEs need to be made more explicit as done in some states. Presently, out of school girls are getting little attention under NPEGEL where regular schools are normally identified. In the States visited by the team, Girls Education Head under SSA continues to seen separately from NPEGEL and KGBV has its separate existence.

*Keeping in view some of the issue above, we strongly recommend a re -look at the NPEGEL, both in terms of structures/components and funding*

## Annexure

### KGBV

Sr. No.	Observations	Replies
1	The two schools of Ferozpur district (Nihal Khera and Dharampur) are SC blocks.	Both the schools in the districts have been selected being the EBBs and having rich population of SC & BC communities. The rural female literacy rate of the blocks, having both the schools being lower than the national average ( <b>46.13</b> ) and the gender gap being more than the national average ( <b>21.59</b> ). Block Abohar has r.f.l.r as <b>43.02</b> and gender gap <b>22.62</b> whereas block Khuian Sarwar has r.f.l.r. as <b>44.00</b> and gender gap as <b>22.10</b> as per the census report of the year 2001. Hence, the schools have been selected as per the guidelines under KGBV.
2	Girls from regular schools are admitted on merit basis.	The observations made by the evaluation experts have been noted and it shall be taken care of appropriately. Necessary explanation of the officers concerned for not observing the guidelines shall be sought.
3	Only 25 girls have been enrolled in each KGBV which is below the provision under model-III.	Funds received under KGBV (Model-III) programme were meant for 25 girls only for both the hostels. Copy of the sanction (year 2004-05) is attached alongwith – <b>Annexure 'A'</b> .
4	Instead of Rs. 15.00 lakhs, only Rs. 10.00 lakhs has been released for the construction of KGBV hostel building.	Despite this office's demand vide memo no. 23/1-2006/SSA/KGBV-6904, dated 26.06.2006 (copy attached - <b>Annexure 'B'</b> ) for the release of the balance amount of Rs. 5.00 lacs for each of the hostel buildings, GOI didn't release the additional funds required for the hostel buildings.
5	Cleanliness given utmost importance in both the schools.	It is understood that the experts seem to have appreciated the state of cleanliness and hence no further comments are needed perhaps.
6	Girls have sufficient space to move and study. A one facility provided in the Hostel with well maintained gardens in both the schools. Toilets and bathrooms are bigger than required.	.Hostel buildings including the toilets, bathrooms etc. and the provision of gardens are as per the design and map got prepared from a registered designer group (Sh. R Harbans Singh, Regd. No. M.C.F.D. 4, Designer Group, Opp. Tehsil Ferozpur City.). No guidelines for the design of the KGBV (Model-III) hostels were ever received from GOI. However, efforts shall be made to optimally utilize the existing space so as to accommodate more girls provided the funds are available

7	KGBV hostels have been built in the premises of the Secondary schools. Girls are attending the regular classes of those secondary schools.	There does not seem to be any violation of the guidelines. The availability of the hostels within schools premises is rather appreciated by all concerned.
8	Vocational training and life skill training is not a part of KGBV in the state. Except hostel facility, the girls are receiving academic inputs as the other children do in the school.	The observation made by the team is not clear. However, it is apprised that the vocational training and the skill trainings can be considered to be started in the hostels if the policy guidelines in the scheme provides for the same.
9	It is remarkable to note that the girls were enrolled to KGBVs only after the completion of hostel buildings. The buildings were completed with in the span of 6 months and KGBVs started functioning from April 2006.	No comments are perhaps required.
10	The quality of food was good and menu of these schools have taken care of the nutrients required by the girls.	No comments are perhaps required.
11	The publicity about the provision in the school was made by making announcements in Gurudwaras, distribution of pamphlets and orienting all VEDCs in cluster level meetings. This had helped in receiving more applications from the candidates. Entrance test was conducted before selecting the girls.	No comments are perhaps required.
12	Reservation of seats – SC-50%, BC-25% and others-25%.	The observation of the team is not clear. Further the reservation has been fixed as per the criteria fixed by GOI under the guidelines for implementation of the KGBV programme.

13	There are no committees with parents as members that manage that manage the KGBV school. Village Education Development Committee basically has representation of the Village Panchayath and department officials.	There appears to be some communication gap. Perhaps the team could not be apprised by the local officers appropriately. It is apprised that Parent Teacher Associations (PTAs) / Mother Teacher Associations (MTAS) already exist and are functioning in all the Govt. Schools besides having atleast two members from Parents in each Village Education Development Committee (VEDC). The matters related with the respective KGBVs can always be considered during the PTA/MTA/VEDC meetings of the schools attached with the hostels under KGBV programme
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## NPEGEL

Sr. No.	Observations	Replies
1	Three NPEGEL schools (one in Khuian Sarwar Block and two in Abohar) were visited by the team members	Five (not the three) schools under NPEGEL were visited by the team from 22.11.2007 to 23.11.2007 as follows: - 1. GHS Bandiwala, Block Abohar. 2. GSSS Patrewala, Block Khuian Sarwar. 3. GSSS Nihal Khera, Block Abohar. 4. GMS (Girls) Kundal, Block Abohar 5. GSSS Dharampura, Block Khuian Sarwar
2	Very stereotype kind of vocational training being given in NPEGEL schools which has been prescribed by the state office like tailoring, embroidery, cooking, and painting.	The Vocational Training being provided in various schools under NPEGEL programme is related with the trades as per the general needs of the girls/ women in the state to provide the requisite skills required in their daily life. Further the efforts have been made to introduce some new trades under vocational training after consulting Department of Information Technology and Department of Industrial Training.
3	Model Cluster School concept is completely missing. The school is not a model to the entire cluster but the school is implementing the activities in the school itself.	As per the Model Cluster School (MCS) concept, the school has to cater/ share its services/ facilities with other schools in the cluster. The students of the nearby schools cannot be made to visit the MCS frequently as it is likely to take substantial travel time. Further, no means of transport are provided for the purpose. Moreover,

		the contractual teachers appointed are merely getting a monthly honorarium of Rs. 1000/- only and cannot afford visiting the nearby schools to cater services.
<b>4</b>	There is no broader understanding of the objectives of both NPEGEL and KGBV programmes	NPEGEL and KGBV programmes have been functioning as per the instructions of state/districts/block level authorities from time to time. However, the objection doesn't pinpoint the areas where lapses have been noticed. Special trainings shall be organized to train the staff at the state level so as to make them familiar with both programmes as observed by the team.
<b>5</b>	All the clusters of the EBBs have not been covered under NPEGEL. Out of 6 clusters only 4 model cluster schools have been covered.	To begin with only the schools having sufficient infrastructure and enrollment of girls were selected under the programme. Four schools in block Khuian Sarwar have already been covered and the remaining two shall also be covered during the next academic session i.e., 2007-08.
<b>6</b>	It was noticed that in the Government High School, Bandiwala of Abohar block, during the last two periods of every day, the girls are made to attend NPEGEL vocational classes.	The observation made by the team is not clear nor any alternatives have been suggested by the team. It is apprehended that if two periods are not devoted to the vocational training under the scheme, the same is likely to invite objection and most serious criticism. In case the team suggests a better alternative solution to the problem, the same shall be implemented.
<b>7</b>	Beautiful additional rooms with an attached toilet have been built in the NPEGEL schools. But no CFS components were constructed.	The funds were received for the construction of one additional room with girls' toilet, water supply, electrification, electric fittings and furniture only. Regarding the observation of CFS, it is apprised that the same shall be taken care of as per the availability of the funds under the scheme. Also, responsibility shall be fixed for not observing the guidelines.
<b>8</b>	The schools have purchased more furniture out of TLM funds. This fund must be utilized for library books, lab materials, TLM, sports materials and vocational materials.	Provision of furniture has been recommended out of funds under civil works for cluster model schools. However, in one of the schools visited namely GMS (girls) Kundal (block Abohar-II), it was reported that a part of TLM grant was utilized for the purchase of some furniture items. The explanation of the officers responsible for this irregularity shall be called and further necessary action shall be taken.

<b>9</b>	Awards fund is being used to distribute prizes for girls who win in the cultural and academic competitions held in the schools.	The observation made by the team is admitted and appreciated. However, the explanation shall be called and necessary action shall be taken after fixing the responsibility for not observing the guidelines in true spirit though, it appears that there is no malafide in distributing prizes to girls and it appears to be only a bonafide mistake.
<b>10</b>	Children are taken for the visits to neighborhood places. No follow up and evaluation on the learning experiences of the children after the visit. The documents have been found in the form of newspaper cutting and photographs.	The observation is true as the school authorities taking the students for field visits only maintain a record of photographs clicked during the field visits and the news paper cuttings regarding the visits. The importance of documentation has been conveyed to the authorities concerned. It shall be ensured in future that during all visits the appropriate reports shall invariably be prepared along with the photographs and newspaper cuttings. etc. Efforts shall also be made to prepare documentation for earlier visits.

### General Observations

<b>Sr. No.</b>	<b>Objection</b>	<b>Replies</b>
1	An individual officer must be assigned the task of heading the State Gender team. But an officer who is looking after EGS and AIE is made incharge of girls education programmes which is why it seems to be that there is a weak linkage between the state office and the offices of district and sub district levels.	The observation made by the team is noted. However, under the given circumstances this was the only alternative. Further, as suggested by the team, the Karnataka model shall be studied and thereafter State Gender Coordinators shall be appointed after following the due procedure.
2	The lack of issue of proper guidelines from the state office to the actual implementers was noticed due to which there was no awareness among the field functionaries about the guidelines of both KGBV and NPEGEL schemes.	Photocopies of the guidelines under KGBV and NPEGEL programmes were provided to the district Gender Coordinator by the then officer monitoring the programmes during one of the meetings at the state level. The lapse at the district level if any, shall shortly be found out.
3	There is no design for the regular monitoring of both the schemes in the state.	Quarterly Progress Report under both the schemes are being obtained regularly. However, if it needs some amendments, the same shall be done

		henceforth. The copy of the format is enclosed herewith.
4	Interactions could not be held with the parents/VEDC members as they were not invited to schools during the teams visit.	District authorities were directed telephonically to call the parents/ VEDC members during the team's visit in KGBV hostels/ schools but it was told that the parents most of whom belong to the labour community found it difficult to come from the distances of 8 to 20 kilometers. However, in two of the schools visited, VEDC Chairman/ Member were present. However, it is observed that the team was at liberty to visit the parents of such girls and the liaisoning officers would have certainly accompanied them to the residence of the parents if the parents did not join at the venue.
5	The involvement of NGOs is not noticed in the area of girls' education.	Both the schemes are running in two blocks only and no NGO has offered its services voluntarily at such a lower scale. The possibility shall be explored now.
6	As there are two different District Education Officers for 1 to 5 <sup>th</sup> std and 6 <sup>th</sup> to 12 <sup>th</sup> std, one could find the loss of linkages in the planning, implementation and monitoring aspects between primary and secondary schools.	The observation made by the team does not appear to be relevant as there does not appear to be any coordination problem. However, the State Government has already issued instructions to have the two separate directorates for the Elementary Education and Secondary Education. But due to some unavoidable administrative problems, the same could not be implemented on the ground. It is believed that the same shall be taken care of in due course of time.
7	There are different agencies handling the task of teachers training for primary and secondary school teachers. BRC imparting training for primary school teachers and DIETS for secondary school teachers.	The observation is factually incorrect. The Primary school teachers are being trained in DIETs and Secondary teachers in Govt. In Service Training Centres (GISTCs) as the infrastructure is available in these institutes. It is also observed that observations made by the team appears to be irrelevant.
8	The guidelines of both the programmes have not reached the field functionaries and hence they are not awareness the provisions under the programme.	Already replied under Sr. No. (2) above. However, copies of the guidelines are again being sent to the field functionaries.
9	As against the constitutional provision for the free elementary education, the state government is collecting nominal fee from the school children. Few girls were found dropping out of school for not	Under the State Government's Project of Information & Communication Technology (ICT), nominal fee @ Rs. 20/- per month per student is being charged in lieu of Computer Training being imparted to them. No case has ever been reported to this office that the students/ girls are dropping out

being able to pay the fee.	because of the non-payment of the fee. The matter shall however, be looked in due course of time.
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### Requests from KGBV and NPEGEL schools (Action at State Level)

Sr. No.	Requirements	Remarks
1.	Shelter for the Watchman out side the hostel building.	No provision has been made for the shelter for the watchman in the map of the hostels. However, the same could have been constructed out of the funds provided for the construction of the building. The funds received for the construction of the hostel buildings have already been utilized and no balance is available for the construction of the shelters.
2.	Generator facility to KGBV hostel.	The generator as per the requirement may be procured out of funds (Rs. 40,000/- per annum) meant for miscellaneous and maintenance purposes.
3.	Telephone facility to the hostel.	The item may be procured out of funds meant for miscellaneous and maintenance purposes.
4.	Increase the seats for the enrolment of more number of girls	The seats in the hostels can be increased to 50 girls per hostel if the GOI releases the deficit funds (Rs. 5.00 lac per hostel) for the construction of additional dormitory halls under KGBV(Model-III) scheme.
5.	Release of more funds for the construction of additional dormitories on the first floor.	GOI has already been requested vide memo no. 23/1-2006/SSA/KGBV-6904, dated 26.06.2006 (copy attached - <b>Annexure 'B'</b> ) for the release of the deficit funds(Rs. 5.00 lac per hostel) for the construction of additional dormitory halls under KGBV(Model-III) scheme.
6.	Water purifier for pure drinking water.	The item may be procured out of funds meant for miscellaneous and maintenance purposes.
7.	Water heater to supply hot water for bathing.	The item may be procured out of funds meant for miscellaneous and maintenance purposes.
8.	Permission to get the medical facility from the Registered	The same has been examined and it is apprised that the State Government has a very wide and

	Medical Practitioner without a receipt from the doctor.	good network on Health Services. In case of emergencies or otherwise, the institute can always approach the service providers i.e., doctors duly selected by the State Government. However, the medical facilities taken from Quacks cannot be regularized under the rules.
9.	Hike the pay of Head cook, account assistant and all the other honorary staff.	Presently, no provision exists for hiking the pay for the staff deputed in KGBV hostels. Funds have been provided @ Rs. 15000/- per month per hostel for all the staff deputed and the same is being utilized completely leaving no balance for the hike in the staff salary.
10.	Hike the honorarium paid to NPEGEL vocational training instructor, as they have to travel longer distance to teach school when there are no interested artisans available in the locality	Provision for hiking the honorarium for the Instructors under Vocational Training exists. Funds to the tune of Rs. 20,000/- per annum per Model Cluster School under NPEGEL have been provided for paying the honorarium whereas the Instructors are being paid @ Rs. 1000/- per month (Rs. 12,000/- per annum). The demand appears to be genuine.

**National Evaluation  
of  
Kasturba Gandhi Balika Vidyalaya Scheme**

**Manipur and Mizoram**

**December, 2007**

**Team  
Deepa Das  
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## ANNEXURE

Annex – IV : Field Visit Schedule

Annex – V : List of Persons met in Manipur and Mizoram

## ABBREVIATIONS

AIE	:	Alternative Innovative Education
BEO	:	Block Education Officer
BPL	:	Below Poverty Line
BRC	:	Block Resource Centre
DC	:	Deputy Commissioner
DRG	:	District Resource Group
EBB	:	Educationally Backward Block
GOI	:	Government of India
KGBV	:	Kasturba Gandhi Balika Vidyalaya
MA	:	Master of Arts
NGO	:	Non-Government Organisation
NPEGEL	:	National Programme for Education of Girls at Elementary Level
OBC	:	Other Backward Castes
Ph.D	:	Doctor of Philosophy
SC	:	Scheduled Caste
SHG	:	Self Help Group
SPO	:	State Project Office
SPD	:	State Project Director
SSA	:	Sarva Shiksha Abhiyan
ST	:	Scheduled Tribes
UC	:	Utilization Certificate
UEE	:	Universal Elementary Education

# Manipur

## 1. State Context

The educational scenario in Manipur, a predominantly tribal and hilly state, pose many challenges for universalizing elementary education in the state. Manipur is one of the educationally less developed states in the north-east with female literacy rate at 60.5 per cent (2001 Census). The state has one educationally backward block (EBB) i.e. Tausem block in Tamenglong District, which qualified for the opening of KGBV and NPEGEL. The implementation of government programmes and schemes suffers from various bottlenecks due to internal socio-political conflicts and insurgencies. The block selected for the KGBV is the most under developed block both educationally and economically. The block suffers from the high incidence of insurgency attacks. It is also isolated from the valley region due to poor infrastructure and communication

### 1.1 Fulfilling the Objectives of KGBV

One KGBV sanctioned in 2006-07, became operational with 60 children at Mandu Village of Tausem block in Tamenglong District, on 10 August, 2007. Although the state is following Model-I (school with residential capacity of 100 girls), not all the seats have been filled. Moreover out of 60 girls enrolled, 13 have dropped out due to home sickness and other associated reasons.

As far as selection of the girls is concerned, the state and the districts have made sincere efforts to fulfill the objectives of the scheme to reach out to the needy girls from socially and disadvantaged and marginalized communities. The drop-out girls in the age groups of 10-17 years belonging mostly to Zeme Naga tribes have been enrolled in the KGBV.

Currently since the KGBV building is under construction, the centre is being run in a temporary shed made of bamboos. The temporary shed has been constructed with voluntary contribution of the village members.

#### Status of KGBV at Mandu Village, Tousem Block, Tamenglong district

Model	No. of KGBVs sanctioned	No of KGBVs operational	Running in rented building/alternative arrangement	No of Girls enrolled			
				SC	ST	Others	Total
Model-I	1	1	Alternative arrangement		60		60
Model-II							
Model-III							
<b>Total</b>	<b>1</b>	<b>1</b>			<b>60</b>		<b>60</b>

## **1.2 Linkages with SSA**

The KGBV centre is operated within SSA, as its implementation is being done through SSA functionaries. The SSA District Programme Co-ordinator, District Gender Co-ordinator and the Cluster Resource Person of the Mandu Cluster actively involved in the overall functioning of the KGBV. The involvement of the district programme functionaries is limited to providing administrative support and facilitation of management issues, the academic support of the teacher is sought locally from the nearby private school called Grace Academy.

## **2. Insights from the field**

The inferences drawn are based on field visit made to the lone KGBV centre at Mandu village of Tousem block of Tamenglong district.

### **Location/Infrastructure**

Keeping in mind the educational backwardness of Zeme Naga tribal people inhabiting the cluster area and large number of out of school children, Mandu village was chosen as the site for opening KGBV, by the District Education Board, Tamenglong. A land of 5 acres was granted formally by the village authority for this purpose. The KGBV has access to water from the stream located on a near by hill. The village members have made a lot of efforts in clearing the forest and leveling the elevation of the hill, for construction of the KGBV building. A kacha approach road has also been made for easy access to the centre.

The building sanctioned for the KGBV, is under construction. So far only 40 per cent of the fund approved for the building (Rs. 20 lakh) has been released to the district. The district has planned to construct the building in phases. In the first phase, dormitories (2) warden's room and one office room are under construction and have reached up to the roof level. It was reported that these rooms will be completed within the coming three months. Later on with the release of next installment, classrooms and the remaining parts will be completed. It was also reported that although construction is done through the SSA, the technical supervision of the construction work is being done by the engineers of the DRDA.

As the district has already spent most of the money released for the construction, it is important that the remaining installments should be released immediately to avoid likely delay in the construction work.

### **Selection of Girls/Teachers**

As per the guidelines of KGBV, the girls have been selected from the tribal groups inhabiting predominantly in the region. Even among the tribal groups, priority was given to those sub-groups, such as Zeme Naga who are educationally and economically behind

other Naga sub-tribes. Furthermore as far as the distribution of girls is concerned, the girls were selected from 16 nearby villages. Since more than half of the seats are still vacant and there are large number of out of school girls, the district needs to fill up all the seats lying vacant.

The district is currently running the KGBV with the help of the teachers from a nearby private school (Grace Academy), on temporary basis, and has not recruited regular full time teachers for the school. They are being paid honorarium on daily wages basis. The teachers are currently engaged in imparting bridging lessons to the girls. Although the teachers are qualified but untrained. Since KGBV Model-I is a school, the regular teachers should be appointed. Temporarily some of them can be deputed from the nearby schools.

### **Facilities at KGBV**

The KGBV is running inside the temporary hall constructed for the purposes, having dormitory, kitchen, office and classroom. The temporary shed is manageable for 50 girls, but for enrolling additional 50 girls it would require more space. The problem of space would ease out with the completion of the dormitories currently under construction. Limited furniture and other items of day to day use such as, bedding, utensils, cupboards and some storage items have also been purchased.

The girls have been provided with bedding, uniforms, shoes/socks, textbooks, stationery, utensils, etc. The girls are also provided stipend of Rs. 50/- per month in cash. It was suggested that since the girls did not use the money for the educational purpose, the stipend money could be used for other purposes, such as exposure trips, etc.

### **Quality Issues in Education – curriculum, tracking, classrooms, teaching practices/materials, tracking/assessment of learners**

Since all the girls enrolled are drop-outs, the teachers at Mandu KGBV are currently helping them in bridging so that they can be placed in particular grades. However the teachers drawn from a local CBSE school do not have experience of teaching the state curriculum and textbooks. The girls need differential academic inputs for placing them in particular grades. The teachers are desired for tracking learning, assessing learners innovatively and using specially designed simple tools for assessing learners besides maintaining their comprehensive profiles.

The girls are very happy with bridging and other extra-curricular activities such as music, dance, sewing and stitching activities, though they do need to be exposed to other outdoor games like badminton, etc. The KGBV may purchase computer from the budget head of TLE and engage the children in computer based learning. Both teachers and students need perspective building on gender issues for discussions/activities to develop an understanding of their life situations. Besides this, adolescent issues in the context of girls' own experiences need to be unpacked to develop self awareness and critical thinking abilities.

## **Management**

The state level SSA Implementation Society is implementing the KGBV scheme in the state. At the state level, the Gender Co-ordinator is monitoring the implementation of the KGBV scheme alongside other schemes. At the district level, the district gender co-ordinator is the key person responsible for implementation of the KGBV. At the KGBV level, a separate management committee drawing members from community and teachers has not been set up. The whole KGBV affair is managed by the Cluster Resource Person (CRP) and the District Gender Co-ordinator. There is need to decentralize the KGBV management and set up a full-fledged committee to oversee its implementation.

## **Documentation/Guidelines**

The KGBV at Mandu village has been maintaining records of different types systematically with the help of warden and teachers. The team members found the records of the students' and teachers' attendance, stock registers, visitor's register, student's outing register, filled up to date. The warden and teachers, however expressed the desire for orientation on the documentation of the existing practices and having detailed guidelines.

### **3. Monitoring/ Review/ Support systems**

There is a state level Gender Coordinator for KGBV, while at the district level the DPC, Accounts Officer and Gender Coordinator render support. The Block level DRG members have considerable responsibility to monitor and support academic activities. The teachers and warden manage the day-to-day expenses of the KGBV, while bulk purchases for groceries, equipment and furniture are handled by the District Office. There is need to decentralize the management and decision making powers to the KGBV level. The state and district programme functionaries should do the capacity building of the local KGBV functionaries

## **Flow of Funds**

The state implementation society releases KGBV funds to the DPO and the DPOs release funds directly to KGBVs on the submission of Utilization Certificates (UC). The accountants keep track of expenditures, records starting to be maintained with proper books. KGBV has bank accounts opened in a bank at Tamenglong district headquarter. The DPC and the gender co-ordinator are the joint signatories for drawing money from the account. The money is disbursed directly by the district gender co-ordinator and the records are maintained by the warden. The flow of funds from the state to the KGBV via the DPC is not very smooth, as the KGBV has to depend on the district gender co-ordinator for making any bulk purchase. Consequently there were often delays in

sending UCs by the KGBV. The reason may be that there is nobody at the KGBV level who has adequate knowledge and skills in handling expenditure on such a large scale.

#### **4. Success Story**

At the moment, it would not be appropriate to single out a particular activity as success story, as the lone KGBV sanctioned became operational only four months ago. However it was heartening to see the KGBV in operation at such a difficult place, catering educational needs of the out of school children.

#### **5. Issues**

- **Delay in construction of KGBV building**

Due to delay in the release of funds and other bottlenecks, the construction of the KGBV building has been delayed. Only 40 per cent of the funds allocated for construction of KGBV building, has been released to the district. There is need to prioritize the construction of the building to accommodate 100 girls and enable educational activity to take place properly.

- **KGBV as a regular school**

The KGBV at Mandu village is Model-I KGBV, i.e. a full-fledged independent school with residential facilities for 100 girls. The state government needs to recognize the KGBV as regular school and provide all the necessary academic support drawing provisions from the KGBV scheme, and should form part of the regular government establishment.

- **Vacant seats of students at the KGBV**

Mandu village has been sanctioned 100 seater KGBV, but only 60 girls have been enrolled. Moreover, out of 60 girls enrolled, 13 have dropped out. This is despite the fact that Tousem block has reported 423 out of school girls in the age group of 11-14 years. The district administration needs to fill up the vacant seats on priority basis.

- **Appointment of Teachers**

The teachers at KGBV are currently being managed by the teachers from a nearby private school. The teachers do not have the experience of teaching State Board curriculum and textbooks and their engagement is temporary and ad hoc.

- **State level resource support for developing systems, handbooks and manual of management.**

The state does not have KGBV specific resource and reading materials, training modules, operational manual, teachers' handbook and learning assessment guidelines.

- **Perspective building of KGBV teachers/wardens for gender sensitive management and implementation.**

#### **6. Recommendations**

- Filling up all the vacant seats of students in the KGBV.
- Release of KGBV funds of 2006-07 and 2007-08
- Completion of the KGBV building.

## Mizoram

### 1. State Context

Mizoram, the state with second highest literacy rate in the country, has one block (i.e. Lungsens block) which has female literacy rate lower than the nation average and the gender gap higher than the national average. The block, therefore, has qualified for the KGBV (Kasturba Gandhi Balika Vidyalay) and NPEGEL programme. Lungsens Block, bordering Bangladesh has a number of tribal groups such as, the Chakma, the Brus, the Pangs, the Pahari, etc who are both educationally and economically behind other groups. Some of the groups live migratory life style, as they move from place to place in search of livelihood. There are large number of out of school girls among them in the block.

#### 1.1 Fulfilling the Objectives of the KGBV scheme

Lungsens block, as per the KGBV guideline, was sanctioned a KGBV centre (Model-III) (i.e. hostel with residential facilities for 50 girls) in 2006-07. Under the scheme, while the building for the KGBV hostel at Tlabum was completed in March, 2007, the hostel became operational enhousing 50 girls in July 2007. The girls selected from 15 villages were placed in classes V-VII (Class-V=32, Class-VI=12 and Class-VII=6). In terms of social sub categories, the girls belonged to the groups such as: Chakma=36, Mizo=10, Pahari=2, and Bengali=2. Out of 50 girls enrolled in July, 2007, 9 girls belonging mostly to the Chakma tribe have left and currently only 41 girls are staying in the KGBV hostel.

Due to language problem, the KGBV girls are going to two different schools: a) the Bengali medium Sardar Patel school and b) the Mizo medium Government Middle school. While the Chakma, Pahari and Bengali girls are studying in the Bengali medium school, the Mizo girls are studying in the Mizo medium school.

#### Status of KGBV at Tlabum, Lungsens Block, Lunglei district, Mizoram

Model	No. of KGBVs sanctioned	No of KGBVs operational	Running in its own building/rented accommodation	No of Girls enrolled			
				SC	ST	Others	Total
Model-I							
Model-II							
Model-III	1	1	Own building		48	2	50
<b>Total</b>	<b>1</b>	<b>1</b>			<b>48</b>	<b>2</b>	<b>50</b>

The state has made efforts to fulfill the objectives of the scheme to reach out to girls from the socially disadvantaged and marginalized communities specified in the scheme, as 48 out of 50 girls enrolled were from the tribal groups and below poverty line families. It is also to be noted that most of the children, contrary to the KGBV guideline, were in school and not drop-out girls. This is despite the fact that the block has a large number of out of school girls. Out of 423 out of school girls (11-14 years age group, 328 are located in Lungsens block. Moreover more than half of them are drop-outs from school. It is

therefore suggested that for providing residential facilities in KGBV hostel, priority should be given to the out of school girls only.

## **1.2 Linkages / relationship with SSA**

The KGBV is operated within SSA, as the SSA state implementation society is implementing the scheme at the state and district levels and the implementation responsibility has been handed over to the SSA functionaries. The SSA DPC (District Programme Coordinator), District Gender Co-ordinator –KGBV and Cluster Resource Person are actively involved in implementation of the KGBV scheme. The KGBV girls go to the government schools looked after by the SSA and avail the facilities provided by the programme. At the district level, one gender coordinator has been specially spared for the facilitation of administrative and management issues of the KGBV hostel.

## **2. Insights from the field**

The inferences drawn here are based on field visits made to the KGBV Tlabum and the nearby villages.

### **Location/infrastructure**

The KGBV hostel of Lungsen Block is located in the campus of the Sardar Ballabhbai Patel Government Middle school, Tlabum. A 2-storey building with a residential capacity to accommodate 50 children has been constructed at the site at the unit cost of Rs. 20 lakhs. The hostel has two dormitories, 1 warden's room, 1 dining hall, 1 study room, 1 kitchen, 5 toilets/bathrooms and 1 store room.

### **Selection of girls/staff**

In keeping with the guidelines for KGBV operationalization, the girls were selected from the socially disadvantaged groups, mainly the tribal groups. The girls were identified through campaigns and door to door visits. The KGBV scheme was announced on the mike in the area and messages were sent through letters to the HMs of the schools in the area. The teachers, gender coordinators and the members of the KGBV board were involved in the selection of girls. The parents applied for the KGBV seats and their applications were scrutinized by the KGBV Board and finally the girls were selected as per the criteria. According to the programme functionaries, although the children selected for the KGBV hostel were mostly from the schools, they belonged to poor families.

There are four teachers and two wardens at the KGBV, Tlabum. The teachers were identified locally and selected through interviews based on the requirements. Out of the

six teachers/wardens at the KGBV, while three have HSLC certificates and three are graduate degree holders. Except one, all the teachers are untrained.

However, it was heartening to see the girls looking happy, full of enthusiasm and energy. They enjoyed the routine and did not flinch from the daily activities.

### **Quality Issues in Education – curriculum, tracking, classrooms, teaching practices/materials,**

Since the girls belonging to different tribes are staying in the KGBV hostel, language medium is an important issue in their studies. The enrolled students go to Bengali and Mizo Medium schools, depending on their mother tongue. The Bengali medium textbooks prepared by Assam Textbook Board are used in the school and the hostel. There are often problems in procuring the books and reading materials. The Chakma students face the problem of lack of suitable reading materials in their own language medium. The KGBV hotels do not have adequate relevant supplementary reading materials for the students. Related to the curriculum and textbooks, teacher training and classroom processes are the main issues. Although one week of in-service training of KGBV teachers has been planned, but till date it has not been conducted

Out of 6 warden/teachers, while four are conversant with the Bengali language medium, two belong to the Mizo tribal groups. Except the warden (who underwent one month training at Lunglei DIET, the teachers have not been provided any training. Moreover, the state has not prepared any training module for training the teachers of the KGBV.

### **Management**

At the KGBV level, a KGBV Management Board consisting of 15 members has been constituted to facilitate the smooth functioning of the KGBV hostel. The Board members played an important role in selecting the girls for the KGBV hostel, as they scrutinized the applications submitted by the parents. The role of the Board is limited to certain activities, most of the day to day operations of the hostel are looked after by the warden and the Cluster Resource Person/District Coordinator for KGBV.

### **Documentation**

#### **Parents' / community perception**

The parents were happy about their children availing KGBV hostel facilities; however, the parents need a lot more motivation to ensure that they take the whole program forward. During a discussion, the parents mentioned that when this initiative came up and these girls were sent to KGBV, there was enthusiastic support from the family as a whole and younger girls and boys were prepared to share the burden. There is need to involve parents in academic matters too, so that they can appreciate and support their children's efforts.

### **Monitoring/ Review/ Support systems**

State level- Gender Coordinator for KGBV

District level – DPC, Gender Coordinator (KGBV)  
Cluster Level-Cluster Resource Person  
KGBV level – Managing Committee of KGBV, Purchase Committee,  
Wardens (2) + teachers (4) + Cooks (2), Chowkidar (1)

#### **4. Finances/Accounts/tracking of funds**

Release of funds for KGBVs is from the State Project Office to the District Project Office and from the District Project Office to the KGBVs on submission of Utilization Certificates. Most of the financial matters at KGBV level are looked after by the District Gender Co-ordinator. The accounts and record keeping are not systematic and adequate. Although the warden has been given one month orientation on various aspects of hostel management, but as reported, it did not cover finance and accounts. There is need to decentralize the planning and management of the KGBV hostel along with capacity building of the local KGBV functionaries.

#### **5. Success Story**

The lone KGBV sanctioned and operational at Tlabum of Lunglei district in Mizoram is still in the initial stage. The district has made progress by completing the construction of the KGBV building and operationalising it within a short period. The team members noticed enormous community support for the new initiative and their willingness to get it replicated at other places.

#### **6. Issues**

- **Clarity with regard to the concept and practice of KGBV**

There prevails a certain degree of confusion among some of the program functionaries regarding the enrolment of girls as per guideline in the KGBV. The first batch of the KGBV hostellers comprise large number of in school girls and students in the age group below 11 years. Since the KGBV scheme is meant for drop-out girls only for their upper primary education and the block has a large number of school girls especially among the Chakma tribes, there is need to disseminate the KGBV guidelines among its functionaries.

- **Special efforts to bring the out of school girls of the Bru tribe within the KGBV fold**

It was reported by the Monitoring Team of Mizoram University that despite the BRUs have a large number of school girls among them, not a single girl from the community has been provided seat in the KGBV hostel. The reason often mentioned is that the Bru parents do not want their children to live with the Chakma children under the same roof, due to socio-historical reasons. The local

administration needs to sort out the issue in a sensitive manner. One solution could be to upgrade the existing KGBV hostel from 50 seaters to 100 seaters, by constructing a separate wing for the Chakma girls.

- **Due emphasis to language factor in functioning of the KGBV**

KGBV Tlabum has girls from different language groups and they attend different schools. there is need to accord due emphasis to the language factor Tracking of the students' academic performance should be through non threatening processes. Innovations in alternative pedagogical skills, particularly where the teaching learning is happening in the same place.

- **Capacity Building of KGBV Staff**

Capacity building of the Warden and teachers is necessary for better management, competencies and handling of academic processes. The KGBV staff are often dependent on the district functionaries for decision making.

- **Drop outs from the KGBV**

It was reported that 9 KGBV girls belonging mostly to Chakma groups left the hostel after the IInd terminal examination and did not return. According to the students, they were feeling homesick. Drop-out from the KGBV is a matter of concern and need to be examined in-depth by the staff and SSA.

## **Recommendations**

- **Special package of KGBV scheme for the North-East states/blocks based on the criteria of number of out of school children, rather than female literacy rate and gender gap**
- **Up-gradation of the existing KGBV hostel facilities from 50 seaters to 100 seaters, with focus on the Chakma and the Bru out of school tribal girls**
- **Orientation of the state and district KGBV functionaries on the guidelines of the KGBV children. The KGBV guidelines should be made available in the translated version. Exposure visits of the Gender Co-ordinators and KGBV functionaries to other states.**
- **Priority to the drop-out/out of school girls for placement in the KGBV hostel**
- **Capacity building of the KGBV teachers and staff**

### Field Visit Itinerary

Day One	Wednesday 21 November, 2007	Arrival in Aizawl. Meeting with State Project Director Deputy State Project Director State Gender Coordinator
Day Two	Thursday 22 <sup>nd</sup> November, 2007	Departure for Lungle District Meeting with District Project Coordinator District Gender Coordinator Sharing of Progress Reports
Day Three	Friday 23 November, 2007	Visit to Model Cluster School, Phainangkai Cluster Visit to Model Cluster School Tlabung Cluster Interaction with Students, Teachers
Day Four	Saturday 24 November, 2007	Visit to Model Cluster School, Nunsuri Visit to KGBV, Tlafum Interaction with Warden, Teachers, Wardens, Community Members, Chakma Association, Young Pahari Association, KGBV Management Board Members, Students etc.
Day Five	Sunday 25 November, 2007	Visit to Girls Hostel, Lungle District Interaction with Workers, Teachers and Students, Department for Aizawl.
Day Six	Monday 26 November, 2007	State Level Briefing of the Field Visit -State Project Director. SSA, Mozoram -Deputy State Project Director, SSA, Mizoram -State Gender Coordinator Departure for Imphal
Day 7	Tuesday 27 November, 2007	Arrival in Imphal Meeting with State Project Director State Gender Coordinator, SSA Programme Functionaries of Taunenglong District
Day 8	Wednesday 28 November, 2007	Programme for Taunenglong District -Arrival at Mandu Village -Welcome Ceremony by the Mandu Village and KGBV Functionaries
Day 9	Thursday 29 November, 2007	Visit to the Model Cluster Building (Construction Site) Mandu Village Visit to KGBV (Model I) Mandu Village Interaction with Warden, Teachers, Students Visit to the Construction Site of the KGBV Building

Day 10	Friday 30 November, 2007	<p>Visit to Model Cluster Oinamlong Cluster Interaction with Teachers, Cluster Resource Persons, Community Members State Level Briefing of the field visits with State Project Director, SSA, Manipur Additional State Project Director, SSA, Manipur Sate Gender Coordinator Sate Coordinator (AIE, RBC) District Gender Coordinator District Coordinator (Research Monitoring and Evaluation</p>
Day 11	Saturday 1 December, 2007	Departure for Delhi and Gawahati

### List of Persons Met in Manipur

1. Secretary, Education, Manipur
2. State Project Director, SSA, Manipur
3. Assistant State Project Director, SSA, Manipur
4. State Gender Coordinator, SSA, Manipur
5. State AIE Coordinator, SSA, Manipur
6. Deputy Commissioner, Tamenglong District
7. SDO, Nungba, Sub-Division, Tamanglong, District
8. District REMS, Coordinator, Tamenglong, District
9. District Girls Education/NDEGEL Coordinator, Tamenglong District
10. Block Resource Person, Nungba
11. Cluster Resource Person, Nungba
12. Village Chairman of Nungba village
13. VEC, Secretary, Nungba village
14. Village Chairman, Rangiknilong village
15. Chairman, New Mandu village
16. VEC Secretary, Mandu village
17. Secretary, the Zeme Naga Baptist Association
18. Secretary, Grace Academy
19. Secretary, The Zeme Naga Baptist Association
20. Pastor, Oinamlong Church
21. Village Secretary, Oinamlong
22. Students Leader, Oinamlong Village
23. Warden, KGBV, Mandu Village
24. Teacher-English Grammar, KGBV Mandu Village
25. Teacher-Science, KGBV Mandu Village
26. Teacher – Maths, KGBV Mandu Village
27. Teacher-Social Science, KGBV Mandu Village
28. Teacher- Hindi, KGBV Mandu Village
29. Teacher-English, KGBV Mandu Village
30. Office Assistants, Cooks etc.

### **List of Persons Met in Mizoram**

1. State Project Director, SSA, Mizoram, Aizawl
2. Deputy State Project Director , SSA, Mizoram, Aizawl
3. Girls Education Coordinator, SPO, Mizoram, Aizawl
4. Finance Officer, SPO, Aizawl
5. District Project Corodinator, Lunglei District
6. District Gender Coordinator, NPEGEL, Lunglei, District
7. District Gender Coordinator, KGBV, Lunglei District
8. Supervisor Sports Academy, Lunglei District
9. BRC Coordinator, ChaltaLang
10. IED Coordinator, Lunglei District
11. Data Entry Operators, Lunglei District
12. Project Assistants, Lunglee District
13. Headmaster, Govt. Middle School Phairangkai
14. President, Cluster Level NPEGEL Committee
15. Vocational Skills Trainer, Model Cluster, Phairangkai
16. Education Volunteer, Model Cluster
17. President Chakma Students Union, Nunsari
18. Headmaster, Sardar Ballabh Bhai Patel, Middle School
19. Chairman, KGBV Board, Tlabum
20. Secretary, KGBV Board, Tlabum
21. Teacher, Girls Hostel, Lunglei
22. President, Mahila Samiti Nnnsuri
23. Ex. MLA, Nunsuri.

**LIST OF GIRLS ENROLLED IN KGBV AT NEW MANDU, TOUSEM BLOCK, TAMENGLONG DISTRICT, MANIPUR**

S.No.	Name of students	Father's name	Mother's name	Dropped at Class	Age	Address/Village	Remarks
1.	Khuanjangliu Gonmei	Gaiduanlung	Namgongsinliu	V	14	Longchai	Left KGBV
2.	Phoibiliu Kamei	Daithaongam	Thiuchamliu	V	13	Longchai	
3.	Milacah Gonmei	Meinganpou	Gaikhangdinliu	V	13	Longchai	Left KGBV
4.	Ringbonliu Gangmei	Kadongdin	Chingkhiudinliu	VII	15	Longchai	
5.	Akhiuna Pamei	Buanjuak	Gaitoureiliu	VII	16	Longchai	
6.	Keheusamyile	Pousituing	Deikuabamle	VII	16	Phoklong	Left KGBV
7.	Pouduabuale	Namtumraing	Nchangtuile	V	16	Phoklong	
8.	Damsuile	Haibambuing	Pouramjinle	V	16	Phoklong	Left KGBV
9.	Yinsuale	Tadangbe	Puoudeihuile	VII	14	Phoklong	Left KGBV
10.	Ngiakamle	Yibamkuang	Yisale	VI	16	Phoklong	
11.	Haideuchakle Pame	Ngamkeu	Meizinle	V	10	Kandihang	
12.	Izelungle Pame	Riangam	Ramdeijuile	VI	12	Kandihang	
13.	Palu	Honglua	Ichung	V	13	Tousem Pt.II	
14.	Keteubui	Kangje	Haireibua	V	12	Tousem Pt.II	Left KGBV
15.	Lungchunei	Lungyituing	Ramsouhung	V	13	Tousem Pt.II	
16.	Zekimle Daime	Deijuariang	Heugumle	VI	14	Aben	
17.	Gracele Daime	Rangkateung	Lungbuile	BV	16	Aben	Left KGBV
18.	Lilyle Kuame	Kanghing	Deilungneile	V	14	Aben	Left KGBV
19.	Tinale	Lt. Liangbuing	Rambuale	V	15	Aben	
20.	Dinale Kuame	Haizetuing	Ibamlungle	V	15	Aben	
21.	Siampuile	Jonah	Iringle	VII	16	Aben	
22.	Haibuale	Liakambe	Thiamgailiu	V	12	Kandihang	
23.	Haikumwangle	Taluieng	Radia	V	11	Kandihang	
24.	Renuayile	Chumbing	Buisangmeile	V	12	New Mandu	
25.	Athumle	Dinam	Elizabeth	V	13	New Mandu	
26.	Leuhingle	Kusapleing	Kirangle	V	11	New Mandu	
27.	Ranguangthailiu	Rangruang	Khiuriangliu	V	12	New Mandu	

28.	Poulungyile Pame	Lt. Ratinglung	Haugale	VI	15	Pumram	
29.	Akule	Lungkeung	Chikamle	V	15	Njungkuak	Left KGBV
30.	Heguayil	Lt. Tingrang	Takilungle	V	14	Njungkuak	
31.	Esther Newme	Dualeing	Heruijile	V	16	Old Mandu	
32.	N/H. Njuakamel	N.H. Lungdaning	Liungneile	V	15	Old Mandu	
33.	Suijelungle	Hialang	Illeikamle	VII	18	Old Mandu	
34.	Saneile Kuame	Lt. Singlungbe	Rangaile	V	14	Old Mandu	
35.	Lorita Newme	Namtiudiak	Pauramdile	V	15	Old Mandu	
36.	Nchegale	Nteuliang	Elamuile	V	16	Old Mandu	Left KGBV
37.	Rangneile Kuame	Lt.Hangmangbe	Ningsuiteule	VII	17	Old Mandu	
38.	RK Ntingailew	Lt. RK Ngimwang	RK Ningbuile	V	13	Old Mandu	Left KGBV
39.	Poujeteuile	Lt. Teguabe	Lt.Leusamhungle	VII	13	Teguaram	
40.	Haihattume	Poukutliatuing	Daisamdile	VI	12	Teguaram	
41.	Esale	Haikiamkam	Nsangjeile	VII	14	Teguaram	
42.	Lungyineile	Namtumlung	Deikuale	V	14	Teguaram	
43.	Deijuile	Ejeng	Elungwangle	VII	14	Teguaram	
44.	Pelinguyile Riame	Haideilungbe	Haizuteule	V	11	Katiang	
45.	Nzabuile Newme	Hailunggumbe	Kuingimle	V	12	Katiang	
46.	Haibuale Newme	Lt. Hauhingbe	Sayikamle	VI	11	Katiang	
47.	Haisamseule	Rasuilungbe	Idakle	V	12	Katiang	
48.	Rebecca	Reingam	Lubonreiliu	V	13	Rangkekiulong	Left KGBV
49.	Poukekuale	Jasuilungbe	Haidiakle	V	15	Old Mandu	
50.	Haideuchakle	Ngamkeng	Laizinle	V	14	Kandihang	
51.	Lidya	Lungbuing	Rambuale	V	16	Aben	
52.	Ramjuaguangle	Namteuliang	Lamluile	V	14	Mandu	
53.	Lungneile	Nalung	Daikumle	V	17	Teguaram	
54.	Mitchell	Ijelung	Soukangle	V	16	Tousem-II	
55.	Changneile	Sinlungbe	Rangeile	V	15	New Mandu	Left KGBV
56.	Kelakeneile	Rangtuing	Pouramsoule	V	14	Tousem-II	Left KGBV
57.	Ijoukamle	Ringting	Ichumneile	V	13	Tousem-II	
58.	Languangliu	Namsindia	Thoidingliu	V	14	Rangkekiulong	
59.	Maryjohn	Jonah	Idingle	V	13	Aben	
60.	Haijuiwangle	Pouramsuang	Neikanle	V	14	Aben	

## OUT OF SCHOOL CHILDREN AS ON APRIL 2007 (6-14 Yrs. Age Group):Lunglei District, Mizoram

Sl.No.	Name of Block	Status & Age Wise Break Up of Out of School Children														
		Never Enrolled						Drop Out						Grand Total of 6-14 age group		
		6-10 years			11-14 years			6-10 years			11-14 years					
		<b>B</b>	<b>G</b>	<b>T</b>	<b>B</b>	<b>G</b>	<b>T</b>	<b>B</b>	<b>G</b>	<b>T</b>	<b>B</b>	<b>G</b>	<b>T</b>	<b>B</b>	<b>G</b>	<b>T</b>
<b>1.</b>	Station	1	1	2		2	2	6	4	10	19	20	39	36	33	53
<b>2.</b>	Eastern	0	0	0			0	2	4	6	18	17	35	24	25	41
<b>3.</b>	Tiabung	83	93	176	78	80	158	122	154	276	166	260	426	462	650	1036
<b>4.</b>	Bunghmun	16	24	40	10	14	24	20	22	42	15	30	45	61	104	151
	<b>Total</b>	<b>100</b>	<b>118</b>	<b>218</b>	<b>88</b>	<b>96</b>	<b>184</b>	<b>150</b>	<b>184</b>	<b>334</b>	<b>218</b>	<b>327</b>	<b>545</b>	<b>583</b>	<b>812</b>	<b>1281</b>

**STATUS ON KGBV AT TLABUNG:Lungsen R.D. Block, Lunglei District, Mizoram**

1. **Name of State** : Mizoram  
**Name of District** : Lunglei District  
**Name of R.D. Block** : Lungsen, Tlabung
2. **Number of Out of School Girls** :  
i. District Wise : 812  
ii. Lungsen R.D. Block : 534
3. **Date of Inauguration KGBV** : Dt.8<sup>th</sup> March, 2007  
**Inaugurated by** : Dr. R.Lalthangliana  
Hon'ble Minister, School Education etc.  
**Date of implementing KGBV** : Dt. 13<sup>th</sup> July, 2007
4. **Information about Teachers & Staff** :

<u>Teacher</u>	<u>Sex</u>	<u>Qualification</u>
i) Sujan Majumdar	M	B.Com
ii) Shankar Karmakar	M	B.A.
iii) Gouri Majumdar	F	HSSLC
iv) Jyotile Chakma	F	HSSLE
<b>Warden</b>		
i) Lalzuimawii	F	HSLE(Warden cum clerk)
ii) <b>Rosangzuali</b>	<b>F</b>	<b>B.A. (Warden cum P. Teacher)</b>
<b>Cook</b>		
i) Lalthanpuii	F	HSLE
ii) Lalramhluna	M	C-VIII
<b>Chowkidar</b>		
i) Lalrawngbawla	M	V-VIII
5. **Date of Girls enrolment/  
Date of Appointment** : Dt. 13<sup>th</sup> July 2007
6. **Number of Girls enrolled** :  
a) Mizo : 50  
b) Chakma : 11  
c) Pahari : 38
7. **System of Academ,ic Support  
and Supervision provided**
  - i) School Full Uniform
  - ii) Stipends Rs.50/- per girlstudents
  - iii) Maintenance Rs.750/- per girl students
  - iv) One month Training for Warden
  - v) One week training for Teachers

8. **Pupil Assessment:**
  - i) Half Yearly Medical Check-up for all Hosteller
  - ii) Assessment of Examination Result by the Warden
  - iii) Educational Camp conducted by the KGBV Board
  
9. **Review and Monitoring:**
  - i) Board Meeting as convenience (Quarterly)
  - ii) Monitoring from Mizoram University and Dept. of Education
  - iii) Visit by SDO © Tlabung
  
10. **Special Interventoion**
  - i) Karate
  - ii) Daily Domestic Work
  - iii) Stitching
  - iv) Computer Education

# **National Evaluation of the NPEGEL Scheme**

**in**

## **Mizoram and Manipur**

**(Field work: November 2007)**

**Drafted by**

**Dr Deepa Das  
UNICEF, Guwahati**

**Submitted to :**

**Department of School Education and Literacy  
Ministry of Human Resource Development  
Government of India  
New Delhi**

**December 2007**

# MANIPUR

## (27 November – 1 December 2007)

### 1 Background of Tousem Educationally Backward Block

As per Census 2001, only one block, Tousem in Tamenglong district, is educationally backward in Manipur. Tousem is one of the four blocks in Tamenglong district. The rural female literacy rate at 36.51 per cent is far below the district's rural female literacy rate of 49.1 per cent. The rural female literacy of the block is lower than that of the national rural female literacy rate of 46.13 per cent by nearly 10 percentage points.

Tousem block is located in the Western part of Tamenglong district bordering North Cachar Hills district of Assam. There are 57 revenue villages in the block. Tucked away in the farthest corner of the block it is geographically disadvantaged and remote. The condition of road connections to the block makes it difficult to access. The evaluation team spent one whole day travelling to Mandu after reaching the State capital from Silchar in Assam. Actual field work was possible to start on the third day. This block is home to the Rongmei, Zeme, Kuki, Khasia, Hmar and Mikir tribes. Occupationally they are agriculturists and practice *jhumming* (shifting) cultivation.

The low literacy rates in the block are attributed to its remoteness and underdeveloped road communication. The prevalence of insurgency in the area also contributes to low literacy rates.

The primary schools in the district are largely managed by the Tamenglong Autonomous District Council (TADC) with a relatively number of schools under the Zonal Education Office (ZEO). All the upper primary schools that provide elementary education, together with some aided schools are also under the ZEO. In Tousem block there are 53 primary schools (8 under ZEO; 36 under TADC; 9 are Government aided), and seven upper primary schools (two of them being unaided private schools).

There are eight clusters in Tousem block and the NPEGEL scheme has so far been introduced in three of the clusters, viz. Atengba, Mandu and Oinamlong. The three model cluster schools (MCS) have been located both in upper primary and primary schools (Atengba and Mandu : Primary School; Oinamlong : Upper Primary School).

An overview of the clusters in Tousem block is given below in tables 1 and 2.

**Table 1 : Cluster Profile of Tousem Block - I**

Cluster	No of Habitations	No of Schools 2006		Girls' Enrolment		
		PS	UPS	2005	2006	2007
<i>Clusters Operational</i>						
Atengba	9	8	-			242
Old Mandu	11	10				
Oinamlong		7	3			299
<i>Clusters to be Operationalised</i>						

**Table 2 : Cluster Profile of Tousem Block - II**

<b>Cluster</b>	<b>Dominant Community</b>	<b>MCS</b>	<b>TPR</b>
<i>Clusters Operational</i>			
Atengba			
Old Mandu	Rongmei	Old Mandu Primary School	
Oinamlong	Rongmei	Oinamlong Government Junior High School	
<i>Clusters to be Operationalised</i>			

## 2 Details of Field Visits

The coverage of NPEGEL schools by the evaluation team was restricted by the distances between locations, road conditions and the time taken in travelling. Out of the three clusters where the scheme is being implemented, it was possible to visit two clusters, viz. Mandu and Oinamlong. The following Model Cluster Schools were visited :

- i. Old Mandu Primary School
- ii. Oinamlong Junior High School

Atengba cluster is far from these two clusters and is possible to access only on foot. Thus, given the time constraint the evaluation team could not visit Atengba cluster. The visits were, in fact, restricted to the Model Cluster Schools because of the distances and constraints of access and also because no activities had so far been taken up for girls in the other schools and habitations of the clusters.

Further, during visits to the two model cluster schools there were no activities in progress for the evaluation team to see.

The State Project Office of SSA did not provide the complete data that the evaluation required, such as year wise activities and budgets approved by the PAB, statement of head wise expenditure incurred against PAB approvals, class wise cost of free textbooks provided, year wise enrolment and results of girls in the clusters, etc. It is possible that all information was available in the district office. Tousem block being in another direction and also at a distance from the district headquarters, Tamenglong, the team was not able to visit the district SSA office. As interactions with project personnel were possible only during the field visits it has not been possible to obtain some of the necessary data and information related to the implementation of the scheme. Though some of the data and information was collated at the cluster level, the complete data set could not be obtained. It was also not possible to examine the financial and other records related to the scheme.

## 3. Operational Structure

A Coordinator for Girls' Education at the State level is responsible for the NPEGEL and KGBV schemes as well as innovations for girls' education under the innovations fund of SSA. The district has two Coordinators for – one for NPEGEL and KGBV. Both the coordinators are male. At the cluster level there are Cluster Resource Persons (CRP) and there are eight CRPs in each block. One of the CRPs is responsible for NPEGEL and KGBV. Presently the CRP for Atengba is a female

while the CRPs for Mandu and Oinamlong are male. The CRPs are responsible for tracking the number of out of school girls in the habitations of the clusters and over see implementation of activities.

No specific orders for the scheme have been issued. Neither have guidelines nor operational manuals been developed. In fact, discussions on implementing the scheme have been rather limited. Copies of relevant communication from the Government of India are not available with the programme personnel at all levels including the State.

#### **4. Infrastructure**

The NPEGEL scheme is presently being implemented in three of the eight clusters. In Tousem block the NPEGEL scheme was introduced in 2006-07.

Construction of the additional classroom is in progress in Old Mandu and is nearly completed in Oinamlong. As a strategy the additional room has been located alongside the Cluster Resource Centre in both instances. The additional room is around 12 ft by 24 ft in size with a four feet wide covered verandah on the entrance face of the room. The room seen in Oinamlong is airy and well ventilated. The additional rooms are RCC structures with brick walls having ceiling and tin roofs.

The additional room under construction in Old Mandu has been located at the foot of the hill on which the primary school (which is the MCS) is located. The evaluation team was informed that the primary school is going to be shifted from its present location but the site has not been finalised yet. It is surprising that the additional room under the NPEGEL scheme is being constructed without a final decision about the new location of the primary school which is the MCS. The team was of the opinion that the primary school should be shifted to the flat land alongside the CRC and additional room such that the proximity of the additional room to the MCS is ensured.

The allocation of Rs 2,00,000 is fully utilised for constructing the additional room. No provision has been made for toilet, drinking water and electricity. From discussions it appeared that the field functionaries were not aware of the stipulation in the scheme with regard to provisioning these amenities.

At Old Mandu some ground levelling and earth filling had to be undertaken together with construction of retaining wall to prepare the site for construction of the additional room. Expenditure incurred in completing the preparatory work has eaten into the resource available, as a result of which funds have fallen short for completing the construction. The cost of transporting the material being high also factors the overall cost of construction. An appeal was made by the SSA functionaries and community representatives to enhance the allocation for construction.

Though the provision of cluster level additional rooms under NPEGEL stands withdrawn from the coming financial year (2008-09) site specific situations may be reviewed for the works that have been sanctioned and would have to be completed. In case of need that is duly justified, some additional funds may be provided from SSA (as a special provision) so that the pending works can be completed without compromising on the quality of construction.

From the visits to the four MCS there is no evidence to suggest dovetailing with SSA funding to augment school infrastructure.

It is proposed to use the additional rooms for conducting vocational training and remedial classes besides using it to keep all the materials that have been provided or will be provided under the scheme.

## 5. Material Inputs

As the room in Old Mandu was still under construction some of the material provided was available in the CRC. In the MCS at Oinamlang though the room is ready it was still to be fully operationalised as the finishing work is in progress. The material provided under NPEGEL was kept in the CRC that is attached to the additional room.

The material inputs to the NPEGEL MCS have been made out of the teaching learning equipment (TLE) grant. The items that have been provided together with their unit costs are as given below.

<u>Items</u>	<u>Unit Cost</u>
Library books (9 titles including encyclopaedia)	.00
Sports material	.00
Material for vocational training	.58
Sewing machines (2)	.00
Plastic chair (25)	.00
Steel Almirah (1)	.00
Steel table (1)	.00
Globe (1)	.00
Map (1)	.00

The materials for vocational training provide were :

Scissor	@ /- x x	.00
Measuring Tape	@ x x	.00
Cloth	@ /- x x	.00
Ring	@ /- x x	.00
Knitting needles	@ /- x x	.00
Wool	@ /- x x	.00

## 6. Additional Incentives

The State has proposed additional incentives for 3226 girls in 2007-08. The unit cost for the activity has been proposed at Rs 150/-. The team was informed that free textbooks are being provided under SSA. As details of the class wise unit cost of the free textbooks being provided under SSA were not available with the evaluation team it is not possible to ascertain the savings after providing the textbooks. The fact that the unit cost for additional incentives is Rs 150/- is an issue for the process of annual appraisal.

The statement of accounts made available for the period May-November 2007 does not reflect the expenditure incurred in providing additional incentives.

## 7. Open Learning

In the AWPB 2007-08 there is a proposal to provide learning through open schooling to dropout and over age girls. An unit cost of Rs 4000/- has been proposed for 80 girls. Progress in this regard has not been reported as in the case of additional incentives.

The State does not have open learning facilities at the school level. This is a matter that the process of appraisal has not noticed.

### 8. Interventions for 'in school' and 'out of school' Girls

Remedial teaching has been taken up in the three NPEGEL clusters for the weaker girls in all the schools. In this way the remedial teaching programme is one activity that has reached out to girls in other schools of the clusters. Instructors have been hired for the special classes in science, mathematics, English and EVS. However, no teaching learning material/aids have been developed for the purpose of remediation.

In all 288 girls have benefited from the remedial teaching programme – 87 in Old Mandu and 201 in Oinamlang. In Oinamlang the classes are held for three hours on six days of the week over a period of three months.

The instructors are paid Rs 1000/- per month. Two budget heads have been used for this activity viz., *Recurring Grant to MCS Students' Evaluation and Remedial Teaching, Basic Course and Alternative Schools* providing Rs 1,60,000/- each. In Old Mandu Rs 350/- per village was reportedly, spent in conducting motivation programmes for parents, elders and members of the VEC. Further, as per reports received from head teachers of the schools this effort has resulted in improved achievement levels of 23 girls.

The clusters have the information about the 'out of school' girls but not much has been done for them yet. Details about the 'out of school' girls are as given below in table 3.

**Table 3 : Cluster wise Out of School Girls**

Cluster	Never Enrolled	Dropout		
		Class 1-5	Class 6-8	Total
Atengba				
Old Mandu		89	7	
Oinamlong	20	50	55	105

In the case of Old Mandu the number of dropout girls is rather high at the primary level and bridge courses could be one way of furthering their education.

The number of dropout girls in Oinamlong is quite high, particularly at the upper primary level. As per norms it may not be possible to set up another KGBV. Possible ways of bringing these girls within the fold of education could be to set up hostels for them in a central location and enrol them in a nearby Junior High school. The innovations funds for girls from SSA can be used for this activity and functionaries from Manipur may visit Mizoram to learn from their experiences of running hostels for girls.

### 9. Gender Training

A budgetary provision of Rs 32,000/- has been made for teacher training in 2006-07 – Rs 4000/- per cluster for eight clusters. Teacher training has been undertaken in the three clusters but the content and duration of the training programme was not shared with the team. From the expenditure statement provided it is seen that teachers from 10 schools have been trained in each cluster.

It was found that gender concerns are not well understood by the project personnel. This appears to be restricting programming for girls' education. It is therefore important that gender

sensitisation workshops be organised for the project functionaries to build/strengthen their gender perspective.

#### **10. Child Care Centres**

Funds to the tune of Rs 6,000/- per child care centre have been budgeted in 2007-08 for 16 centres. So far expenses on this activity have not been incurred.

#### **11. Award to School/Teacher**

Award to school/teacher has not been proposed as one of the activities under NPEGEL in the State.

#### **12. Community Involvement**

The evaluation team members got the opportunity to interact with some members of the local community and representatives of community specific groups in the MCSs visited. They were interested in improving the educational scenario in their villages. There was a visible interest in the affairs of the school and the NPEGEL scheme. The interface between the SSA functionaries and the local community founded on a commitment to make a difference to the educational scenario of the children of their community is a strength that needs to be channelised.

Presently community involvement in planning and monitoring of the scheme is somewhat limited and needs to grow. Community steps in to help out with organisation of activities/events and provide local level resource support. There was a lot of enthusiasm with the team's visit as Tousem block rarely ever has any visitor!

Funds under the head community mobilisation (Rs 35,000/- per cluster) have been planned in 2007-08. These funds are yet to be spent. In fact, plans for the funds would have to take into account the ground realities to facilitate proper utilisation of available resources. As this budget head is intended to support engagement of community in planning, implementing and monitoring schematic understanding in this regard would have to be developed on a priority.

#### **13. Systems of Monitoring**

Systems of monitoring the NPEGEL scheme are yet to evolve. The schematic vision of monitoring with community involvement is yet to take place.

#### **14. Fund Flow and Utilisation**

A few observations regarding fund flow and utilisation of funds were as follows :

- Separate bank accounts are maintained for NPEGEL funds
- State share had not been released till the time of the evaluation
- Till the time of the visit of the evaluation team implementation of NPEGEL has commenced only in three of the eight clusters. It is not clear why the scheme has not been introduced in the other clusters because funds have already been released by the Government of India for all the eight clusters
- Even in the three clusters only 40 per cent of the total allocations had been released. This has led to fund shortage and has slowed the pace of implementation. In Oinamlong after utilising the funds available (Rs 80,000/- i.e. 40 per cent) civil works loans from friends and well wishers have been mobilised (Rs 1,00,000/- ) to complete the work.

## **15. Extent to which the Objectives of the Scheme are being Met**

Effective implementation of the NPEGEL scheme has been in 2007-08. Results are not clearly visible. Henceforth the implementers of the scheme should study the enrolment data for girls and their results from the DISE during 2006-07 and 2007-08.

The larger objective of the scheme that seeks to improve the learning environment for girls by ensuring gender sensitive teachers and materials in the schools along with effective community participation needs to be understood by the implementers to be able to proactively pursue for best results. Also, the focus on the 'out of school' girls in the block has to be addressed through NPEGEL. Additionally, capacities to analyse the situation of girls' education in the clusters and plan on the basis of the analysis needs to be developed/strengthened for enhancing the outreach and impact of the NPEGEL scheme. Ability to connect with the needs and priorities of the ground situation while planning would be critical.

Efforts to draw upon resources across the country and learn from the experiences of others implementing the scheme have been meagre. The importance of this as a strategic tool for strengthening programming inputs needs to be recognised.

The commitment of the district and sub district level functionaries in Tamenglong district was very impressive. They are keen to do the best for their girls and it is important to be able to build on the positive disposition of key functionaries. Nurturing their high spirits and converting them into energy that would help realise the larger objectives of the scheme and impact on the overall situation of girls' education in the block needs to be taken up on priority.

Though the medium of instruction in the EBB is Manipuri, education is being imparted in the local language – Rongmei – using the English script. Textbooks in Rongmei are presently under development and are expected to be ready for use soon. There is a language issue to contend with in the area and this issue needs to be taken up at the highest levels of governance.

## **16. Issues and Concerns**

The qualitative aspect of the scheme seems to be affected by some issues and concerns. Though the scheme is meant to leverage resources and implementation options/alternatives for girls in the EBBs, the State in its initial stages of implementation of the scheme has not been able to optimally use its components to improve the status of girls' education in the clusters. To assist the State accelerate the rate of implementation the following suggestions are being offered :

### i. Develop Schematic Understanding

A general lack of understanding of the scheme was evident across the board and this was acknowledged by the project team members. They felt disadvantaged by the fact that they have not been through any orientation or training on the NPEGEL scheme. *It is suggested that the Government of India takes immediate steps to assist the State in perspective building about the scheme and enable the personnel to understand the nuances of the scheme together with their financial ramifications to be able to implement it in true spirit and streamline the pattern of financial utilisation.* This can be expected to lead to administrative action to enhance the efficacy of the operational mechanisms and also support the district functionaries with appropriate guidance.

Some of the aspects that need to be included in the capacity building process are :

- Enable effective use of the resources created in the MCS in a way that all girls in the cluster gain from them.

- The importance of maintaining a balance while planning activities for the girls 'in' and 'out' of school. And this must hold good for all the girls in the cluster.
- Programming in sync with the whole picture of the clusters to ensure optimal participation of girls in the education process. This will require skill development in evidence based planning and carrying out situational analysis.
- Develop the ability to draw upon SSA to meet needs that are not possible to meet through the NPEGEL scheme. It will be useful to use the innovations funds for girls under SSA to complement the activities under the NPEGEL scheme for greater effectiveness.
- Develop an understanding of gender issues that impinge on girls' education. Plan activities that have a bearing on girls' overall development.
- Effective community engagement
- Proper maintenance of accounts at the district level either through capacity building of the NPEGEL Coordinator who is presently responsible for the same. Alternatively the accountant in the district office could be assigned the responsibility
- Develop and strengthen local level management capacities.

ii. Appraisal of Annual Work Plan and Budget

- The process of AWP & B appraisal would have to improve to ensure conformity with the schematic objectives, norms and provisions.

iii. Fund Release

- Early release of funds to the district for speedy implementation must be ensured. Utilisation certificates submitted must be scrutinised urgently and funds released.
- Steps be initiated for early release of the State share.

iv. Community Support

- Build on the homogeneity and enthusiasm of the community in the area.

v. Teacher Adequacy and Attendance

- Ensure that adequate numbers of teachers are available in the schools
- Monitor for regularity of teachers' attendance in the schools.

In Oinamlong it was found that the teachers posted in the school were not present on the day of the visit. Apparently two of them (one based at Imphal and the other at Tamenglong) were not coming to the school and proxy teachers were running the classes in the school. It was also pointed out that the school does not have a Hindi teacher. It was also found that one of the teachers in the school had been made the CRP (he is in charge of NPEGEL). He is still functioning as the member secretary of the VEC. Overlap in functioning must be taken note of for streamlining the working of th systems at the grassroots level. In the short time that the team was in the school, it was not possible to arrive at any confirmation of this. But in view of the reports made to the team the SSA in Manipur is urged to look into the matter.

As an end note it must be mentioned that the scheme has actually reached the most deserving both in terms of geographic location and population. Sometimes implementation under the given conditions of the area is obstructed by the way the budget heads have been structured in the scheme. The training and orientation of the project personnel would need to look at this aspect very seriously to enable the State to overcome some of its inherent constraints and limitations.

**National Evaluation**

**of**

**Kasturba Gandhi Balika Vidyalaya**

**and**

**National Programme of Education of Girls at Elementary Level**

**Uttarakhand  
and  
Chhatisgarh**

**November- December, 2007**

**Team Members  
Subhashini Paliwal  
Nishi Mehrotra**

## **Acknowledgments**

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Subhashini Paliwal  
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New Delhi

December 2007

# UTTARAKHAND

## 1. State background

Uttarakhand, the hill state comprising of 13 districts, was carved out of UP in 2000, has a population of 8.5 crores as per 2001 census. Geographically Uttarakhand is situated in the central Himalayan zone. The topography of Uttarakhand is characterized by hilly terrain, rugged mountains, deep valleys, high peaks, sharp streams and rivulets, rapid soil erosion, frequent landslides, and widely scattered population.

Economically people are dependent on sparse agriculture, horticulture, livestock rearing and tourism. Inadequate agriculture production, increase in population, increasing pressure on the demand for natural resources and lack of alternative employment opportunities out-migration of the men folk from the villages cities within state and outside the state. In the absence of men, customarily, the entire burden of managing household incomes falls on the women.

The total literacy rate is 72.28% - 84.01% for males and 60.28% for females. The difference between the male and female literacy rate shows the gender discrimination. This discrimination is also reflected in the sex ratio which is 942. Though the school enrolment ratio is 96% it still has 38 EBB blocks, notwithstanding the state's 14<sup>th</sup> position in the country as far as literacy is concerned. The State Government has resolved to concentrate on putting intensive efforts for addressing the "quality" aspect of education and to address the gender gap in education with focused interventions in the farthest habitations and among migrant communities in the cities.

The state has its own unique problems like:

- a) A large number of women and girls involved in household work and wage work.
- b) A gender gap in education lower than the national average
- c) Lack of educational institutes for forward linkages
- d) Teacher deployment issues due lack of facilities for teachers in remote hilly areas resulting into teacher absenteeism.

The government has tried to address the issue of teacher vacancies by recruiting Shiksha Mitras (support teachers), but this move did not produce the desired results, as they do not possess essential qualifications and adequate training. The Junior High Schools are located to serve 3-4 villages, but the villages are scattered quite a distance due to the mountainous terrain.

## 2. Operationalisation

The KGBV scheme in Uttarakhand was rolled out in 2004-05. In the field, there is tremendous acceptance of the scheme among the community, by the girls enrolled and the functionaries of SSA who render wholehearted support to operationalise it. The state has adopted all three models as per the needs of each of the EBB blocks in the state. All the 25 KGBVs are being run by the state SSA society. Some are located independently at block level or other sites, while some are located within the school campuses, as per the availability of accommodation. Since the KGBV buildings are yet to be constructed they are running in rented accommodations or renovated /refurbished old buildings made available in school campuses. The start up process of building construction has been hampered by non availability of land and delay in designing of appropriate buildings for hill regions. Costing is another issue faced by the state as construction in the region escalates due to additional land leveling and labor costs. Consequently, construction of one KGBV has commenced in Sitargunj, at block level with the support of the District Collector and the local Corporator. Meanwhile the students are housed in renovated premises of the government Girls Inter College.

### 3. Girls in KGBVs

The KGBVs initialized in 2004-05 have brought within their ambit 1108 girls from different social groups, though 46% of them are SCs, 3.6 % are from the Minority community and 19.% are OBCs, while STs are 5.4% and BPL constitute 26% of the enrolled girls. The girls have been selected through a process using HH survey data for identification. Teachers, CRC (Cluster Resource Persons), PTA Parent Teacher Association) and teachers were involve din the process .Applications from girls from BPL families were also invited to select girls from the stipulated social categories. After short listing and before admitting those into KGBVs the girls under went an orientation camp of two weeks with their mothers. Then finally the selected girls were prepared through a formal bridge course before regular classes in the school.

**Table 1: Enrolment in the KGBVs at state level and those visited**

	Capacity 50/100	Enrolment	SC	ST	OBC	BPL	Minority	Others / remarks
Uttrakhand	1450	1108	517	60	183	72	276	Utilisation 76%
Korwa, Dehradun		50	10	40				
Tanakpur, Champawat	50	50	34		3	12	1	1 general girl with disability
Sitargunj, Udhamsingh Nagar	100	100	68	15	10	3 Gen	4	
Khansiu, Nainital	50	50	38			12		2 girls with disabilities

In general the girls are very happy to be in the schools so the retention is good. The age group of the girls is 11+ while some girls are older. Almost all of them were potential dropouts, but the familiarisation with the school related processes and the bridge course was quite helpful for the girls.

There are few drop outs on account of ill health like in a couple of cases in one KGBV where one girl had TB and another had cancer. When the girls join they are disturbed on account of homesickness, developing bouts of hysteria, but settle down once the daily routine starts in full swing. We came across many sets of girls who were sisters – at least 10 pairs. Similarly, in 2 -3 KGBVs there were several girls who came from a single village in 3 different areas Korwa, Sitargunj and Khansiu there were 10 to 12 girls who came from the same village in each area. They were class V pass but had problems in enrolling in the nearby UPS due to natural barriers like a river or distance due to mountainous tract.

Objectives of selecting girls from stipulated social groups have been met, but the drop out criteria remains fuzzy. Roughly, 30 percent girls are dropouts (from primary) and are from poor families, but whether they are really from the poorest of the poor is debatable. The dropout girls were from poor BPL families like in Tanakpur or those who came from large families facing economic constraints. The students reported that there were many other girls in there villages who had dropped out in class 3 or 4, but were not going to any school.

### **Box 1: Reaching out to dropout girls in Okhalkanda, Nainital**

Okhalkanda was declared an EBB block as per the 1991 Census. But in 2001 census this status was withdrawn. According to the SSA HH survey of 2007 the block has 27 dropout girls. This situation requires a review in view of the discussions with KGBV girls in Khansui.

We had a group discussion with the girls about how they came to join the KGBV. They informed that they had dropped out of school after completing class V as they found it difficult to travel to UPS across a river in the monsoon and winter. Upon asking how far their village was located, they told that the farthest village was that there were about 20 girls who had Kakodgaja 95 Km from where 3 girls had come. These 3 girls also counted about 20 girls by name in their village, who had dropped out of school. Similarly, 2 girls from Padampur, “three days walk” away counted 8-10 girls from their village who had dropped out of school. Nine girls from Kundal village, 50 km away, who were in the KGBV also said that 6 more girls in their village had dropped out.

At the end of the exercise it emerged that 60 girls from 9 villages, ranging in distance from 5 Km to 90 Km from the KGBV were dropouts as per specific information from the students from these villages. Seven girls also informed that they had younger sisters who were never enrolled (7) and eight girls informed that they had 10 elder sisters who had dropped out after class V, and were married now.

This KGBV had admitted 10 pairs of sisters and three sisters who had no mother. E met the father who had come to meet the team. He was very overwhelmed that his daughters could study because of the KGBV as there was no one to take care of them at home. Though he was worried how he would manage after they passed class 8. Twenty girls came from agricultural families. Of the group of 50 girls only 4 girls reported that their mothers had been to school and 12 whose fathers had studied between class 8-10.

This KGBV is serving a large block which is spread out in 3 directions. To cover the catchment more such KGBVs are needed to reach out to other dropout girls in the area who are as yet untapped, even though the Okhalkanda has been declared a non EBB block. The state needs to ensure proper targeting of dropout girls to provide educational access to girls through Bridge Courses, KGBVs and linkages with NIOS for those who have passed class 8.

*Source : Field Notes*

Reaching out to girls who have dropped out, whether due to family constraints or due to geographical or distance issues is a critical area. All sources have to be accessed like – household survey, PTAs and the bridge course centres to reach out to the last girl in the village. Even the never enrolled girls, who are there on a smaller scale, also have to be reached.

SSA has envisioned forward linkages to help the girls continue their education beyond class 8 through planned linkages with private schools, but not to upgrade the KGBVs. A state level initiative to upgrade KGBVs is desired both by the girls and their parents. The capacity of 50 seater KGBVs is fully utilised, with a demand from the community to take in more girls. Girls enrolled in these schools come from villages as far as 75 to 80 km away from the school, though they are located in the same block. In remote hilly areas the girls require hostel facilities where UPS are located even within 5-10 km. There is need to rationally locate more 50 seater KGBVs in such areas. Also linkages through NIOS for girls who have passed class 8 and for dropout girls of class 5 who want to further their education. KGBVs could be envisioned as local centres for NIOS in the near future.

#### **4. Infrastructure and facilities**

All KGBV are in hired premises or government school campus buildings. The government has just started acquired land for construction which has commenced at one site – in Sitargunj, in a GGIC campus at the block head quarter. There are design issues due to hilly terrain and escalated construction costs. CBRI services have been sought for designing quake resistant buildings within the stipulated allocations. Rural Engineering Services are to undertake the construction, even though some VECs have evinced interest in taking up construction of KGBVs.

Rented buildings have hindered the availability of space in Korwa and Khansui KGBVs resulting in cluttered classrooms; insufficient number of toilets and bath spaces, small kitchens and restricted play and activity areas. In the latter there is no space to keep beds or desks and chairs for the classes so the girls sit on the floor (it's cold here!) to study and sleep in the same rooms at nights. Equally ventilation is also an issue too as rooms led from one to another. The girls played in the grounds of the neighbouring primary school. The KGBV in Sitargunj had a lot of space – it was too scattered. In Tanakpur since the KGBV was in the school campus so the girls could use school rooms for yoga and other activities. Here, two classrooms and dorms had been constructed above the school building and temporary sanitation unit constructed. In this KGBV the girls could have attended the UPS on the campus, so they could have had larger space for dormitories and other activity areas.

The main issues in Uttaranchal regarding the buildings are -

- a. The budget provided is inadequate for hilly areas where the land development costs, labour and transportation of material costs are high.
- b. The construction of buildings was tardy due to land acquisition and pending design issues which are now getting resolved. The funds received have been 100%, but expenditures have been 81.39 % as of November 2007 because construction of buildings is yet to take off.

In general the KGBV hostels have been supplied with the necessary facilities and equipments for daily operations for running the kitchens, beds and bedding for the dormitories, furniture for the class rooms, libraries, learning materials, computers/TVs and other equipments as per the lists. However, due to shortage of space in Korwa girls were sharing beds and in Khansui they were compelled to sleep on the floor with mattresses. In the latter they could not have desks too in the class rooms. The KGBV in Sitargunj had ample space for two big dormitories and a huge hall for dining and other learning activities. All schools had computers and well stocked libraries with books and educational CDs.

## **5. Teachers, learning and enriched curriculum**

The KGBVs are primarily run by the wardens who are from the teaching cadre and anudeshikas, of whom the latter are not trained as teachers though there are a very committed group of young women. Both, the regular teachers (where posted) were given 3 day exposure to public school hostels in Dehradun. They need KGBV specific training to handle the girls from deprived social groups, manage the hostel and take up extracurricular activities. Even with routine classroom teaching, the girls were performing quite well as was visible in the regular tests girls that were administered to them. The annual results of KGBVs showed 100% had passed. The teachers reported that learning improvement in the girls sowed up after 6 months.

The teachers require special training / sensitisation to enable them to understand and appreciate the special learning needs of the students from different backgrounds. The wardens and teachers living with the children have to manage / administer the school, plan for health and nutrition and inculcate the importance of hygiene. Young adolescent girls also need to be oriented regarding physiological changes, menstruation and also on a range of other reproductive health issues. The majority of teachers said they need a course in counselling to advise girls in times of emotional

crises and homesickness. The part-time teachers are young and have a lot of potential; they are actually running the show as wardens are preoccupied with management issues and accounts.

The major issue regarding teachers are:

- Anudeshikas are grossly underpaid –Rs 1000 per month, which is much below the stipulated minimum wages. They will lose motivation if not upgraded soon.
- Their recruitment at district level is critical as they are well adjusted to the requirements of the KGBV girls and have bonded with the girls. Teachers who will be recruited or posted from the system may not want to be posted in distant KGBVs or even accept postings as they are required to stay in the hostel with the girls. This has already been the case in a couple of KGBVs visited.
- The other imperative need is for training for all KGBV teachers and Wardens to help them to understand the special learning needs of girls, learn about multi-level teaching with group work and transact activity based lessons to render meaningful education in a residential environment.

Though the KGBVs are using regular school textbooks there is a necessity for improved pedagogical practices. Besides this more projects with out door learning and enriched curriculum is desired. There is a need to strike a symbiotic balance between learning and other activities - life skills and extra curricular activities.

Language was an issue with Tribal girls and migrant Bengali girls in Champawat district where teachers were not conversant with the girls' mother tongue. They had to give more time and special attention to these girls, which was a positive feature as teachers were helping them in their spare time.

KGBVs have well stocked libraries of prescribed books. Library usage with wider learning to encourage enquiry in young minds needs to be inculcated very consciously. Teachers could use new ideas to connect textbook learning with additional wider learning with books other than those prescribed for classes. The library books were locked so the children were not using them frequently. There was no period for library reading or work in the time table. Even the teachers were not familiar with the books. Computers were there but teachers not available in all to teach the girls. No reference books.

As regards enriched curriculum, most of the skill development courses were - tailoring, sewing, embroidery, pickle making etc. Though they were gender stereo typical, the wardens said that the girls and their parents wanted exposure to these basic skills as sometimes they had to repair torn clothes, even their uniforms, or use scraps for patching up dressings and other articles at home. Some of the girls have even learnt to make utility items from stalks of Lantana, which grows wild in the hills. Many of the girls have transferred these skills to their mothers. On the other hand girls really enjoy volley ball, *kho kho*, *kabaddi*, carom, chess etc. However, Taikwondo was extremely popular in two KGBVs. The excursion tours to the capital during the education mela and the visits to Forest Research Institute, Naukuchiya tal., Bhimtal and the biscuit factory were very much enjoyed by the girls.

While the students are learning toy making, stitching, play games, they need to be enriched for keeping alive the local folk music and dance culture together with theatre – a lot more planning is necessary to infuse energy and meaning into life skills. One KGBV had prayers 3 times a day! Tribal / hill girls have a lot of energy which can be used for outdoor sports – but space is a constraint on the campus in the rented premises. In all the KGBVs there were computers but no teacher to impart classes. In one the accountant was giving basic lessons and in the other the

warden took the lessons when she was free from her routine duties. The girls have learnt about computer operations – booting, shutting down, making cards, watching educational CDs. They need to use computers for E-learning to relate other information to text book learning, besides using computers for doing specific projects related to their lessons. Computer teachers skilled in e – learning on part time or full time basis can help the girls move forward. The state has a CALP programme which can extend to the KGBVs for a wider educational experience for the girls.

As of now the teaching and learning process is text-book oriented and it is not very different from the formal schools. The learner assessment process similarly routine – monthly and quarterly tests. Given that the children and teachers live together in the KGBV could be more creative and the classroom / learning processes can be better planned, by integrating the non-academic with the academic. KGBV can lend themselves to very different classroom practices.

## **6. Health, nutrition and sanitation**

The food given to the girls was nutritious. They were given give fruit and milk thrice a week. The girls were happy with the food and looked healthy though they missed eating rotis made with traditional cereal - *Mandua*. They underwent monthly check ups for weight, height and haemoglobin which have certainly shown a positive trend since the girls have enrolled.- there is a positive trend. Except in 2 KGBVs, located at block level in the other two, the wardens faced problems of transport and contacting doctors during emergencies - due to remoteness. In one KGBV village community took charge and took the children to hospital in two instances. Wardens reported that many times local government hospital doctors are not available on call when emergencies arise. Also many of the CHCs/ PHCs do not have lady doctors posted, so they need the flexibility to access private doctors for the girls. The teachers reported about children having headaches, hysterical fits and gastro- intestinal problems. They could use information to plan nutritious diets which eliminate common health symptoms.

Hygiene, sanitation and physical environment of the KGBV emerged as a serious issue. The rented buildings are not suited having insufficient number of toilets and baths. The disposal of garbage in the hills is also problematic. Developing compost pits for bio- degradable garbage from the kitchen could be a possible solution. The kitchens in two KGBVs were located in tin sheds, where storage and cooking of food was difficult. The lack of space and proper water supply impacted the maintenance of cleanliness essential in the cooking area.

Child-wise profiles of girls are only related to height weight and haemoglobin counts or any other major sickness. In depth profiles of girls, keeping account of their background, improvement in learning levels, academic achievement, talents, participation in other extra curricular activities, special interests and awards etc need to be maintained - this must be made mandatory. These will help track the girls while in school and also help in tracking their achievements after they move out from the KGBVs.

## **7. Monitoring, management and records**

The KGBVs are managed by the head teacher who is the warden with the support of the Anudeshikas. She is assisted by the BRC with whom she is the co-signatory for all expenses and purchases as well as day to day affairs of the hostel. In two instances we found active PTAs, in that they came in to inspect the place - on safety / food / health. In Khansiu KGBV, the PTA members were appointed as members of the purchase committee, but could not play an active role being located far away to actually render support in taking decisions. In Korwa the notion of the guardian village emerged, with a couple of villagers including the pradhan as members of the managing committee. They were of assistance to the teachers when children fell ill or any other emergency. Here the school teachers also helped the warden in extending support by making

available the school rooms for the KGBV after school hours. BRC and PTAs - the parents are really strong and monitor regularly. The local NPRCs did not seem to extend any kind of academic or non academic support to the KGBVs, nor was there a lady gender coordinator at Block level - all BRC coordinators are male so the wardens are hesitant to place all issues before them frankly.

Apart from girls' profiles, all KGBVs have maintained meticulous records of all documents related to accounts, distribution of incentives to girls, food expenses, assets of the hostel, health check ups. The school rooms had information about the daily routine, weekly timetable, duties of the different houses for each activity, responsibilities of teachers, information about the local area along with displays of craftwork done by the girls.

The girls were given 2 sets of uniforms, 1 civil dress, 2 pairs of shoes – black and canvass sports shoes, 2 pairs of socks, in some places track suits for games, scarf, sweater and blazer. They are also given bedding, mosquito nets, toiletries and STs. The funds used are taken from the Rs 750 allocated per child/ per month. The Rs 50 stipend meant for girls pocket money is used for purchasing milk and eggs. Now the project is thinking of investing the Rs 50 as a recurring deposit in accounts for them, where they can also save the SC/ST scholarship fund. By the time they finish class 8 they will have a little corpus for further ring their studies.

SSA has to make a concerted effort to ensure that all the SC/ST/minority girls get the welfare scholarships. At present all districts are not following this up with the respective departments. It has also to ensure that the KGBVs are included in the mid day meal scheme when it starts for the upper primary schools.

## **8. Community support and demands**

Parents want KGBVs in remote areas as girls have a problem to walk 5 Km in the hills – even rivers sometimes block the transit. In remote blocks of Champawat and Nainital districts - the catchment of dropout girls is bigger as the Blocks are large. They need more hostel facilities attached to schools. The state has to send in demands to GOI to convert some KGBVs to Model III.

There was unanimous feedback from parents to extend KGBVs to class 10. The students mentioned this as a priority in all the KGBV visited by the team. They are afraid that they may not be able to study beyond class 8 if they are sent home. Parents, particularly those living close to the KGBV as in Sitargunj and Korwa, are also willing to extend further support as PTA members, if their roles and responsibilities for involvement are worked out sharply. The parents were very pleased that their daughters were doing well in school. Their achievement levels had gone up after they had joined KGBVs. (See annexure I)

A mother in Sitargunj parents meeting said, “The girls have learnt to speak out. My daughter has put on weight and her learning has improved”. Both mother and fathers had come from 80 Km away to meet the team. Four of the parents were landless wage workers who had migrated from eastern UP, while the rest owned small plots of land.

## **9. NGO Partnerships**

SSA has developed a partnership with Azim Premji Foundation for the Learning Guarantee scheme in 6 districts for competency based evaluation in schools. The Computer aided Learning Programme is being implemented in 17 UPS at present, so learning can be drawn from that for KGBVs, with further modifications. NEEV is operational in 13 districts for English learning in

schools through a radio programme. a small initiative has been taken with rag pickers' children in Dehradun and Udhamasinghnagar with PAHA, to encourage them to come to school on a regular basis. These partnerships are fairly new, but certainly do have a potential develop further for both NPEGEL and KGBVs

## 10. Funds

This low utilization is a reflection of the fact that construction of KGBV buildings has not taken off in the state. So far only one KGBV building construction has commenced, in Sitargunj. This needs to be expedited as the schools are facing space and operational constraints in hired buildings which are ill suited to the requirements of the KGBVs.

## 11. Issues

Major issues that the state has to currently take cognisance of are:

- **Thorough screening exercise to reach out to dropout girls** in EBB blocks and others through girls in schools and the community, as HH surveys do not present the correct picture.
- **Expediting construction of KGBV buildings** - so that the schools are moved from temporary rented buildings which have insufficient space.
- **Selection and appointment of teachers who are from the local areas.** Confirmation and enhancement of salaries of Anudeshikas would be a positive step to ensure stability to the KGBVs as new teachers will take time to settle down, besides many are not willing to be posted to the residential KGBVs.
- **Orientation and comprehensive training of all teachers and warden** is critical for developing a systematic pedagogic approach for multidimensional education within KGBVs.
- **Appointment of accountants** to relieve wardens of the burden of accountancy and to engender a sense of autonomy in the management of the schools along with the staff and PTA.
- **Plan an enriched curriculum for holistic personhood development of the students** – by accessing learning materials from other initiatives in the state( Mahila Samakhya, SIDH, Society for Uttaranchal Development and Himalayan Action<sup>1</sup> etc) and across the country ( Nirantar, Sandhaan, Doosra Dashak etc).
- **Linkage of KGBV and NPEGEL** – some thinking about it, in areas where they are close by. Tapping particular girls in difficult circumstances for KGBVs.

## NPEGEL

The NPEGEL programme was inaugurated in Uttarakhand in October, 2003. The scheme is operational in 13 blocks, in 377 model clusters currently. With a further 53 new model clusters sanctioned for Haridwar, Tehri Garhwal & U.S.Nagar the number of clusters has increased to 430. The Educationally Backward Blocks were where, according to census 2001 the rural female literacy was below 46.13% the gender gap is above 21.59%.

The state has made several efforts to implement the scheme by issuing guidelines form time to time regarding selection of Model Cluster School, details of activities and expenditure pattern,

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<sup>1</sup> The Health Booklet can be used in KGBVs and in NPEGEL clusters a sit is in the local language, within the local context

physical structure of MCS, activities to be taken up and reporting of NPEGEL. A state level workshop was also held to orient block level functionaries about NPEGEL. A training module was developed for gender sensitisation of teachers, MTAs and the community. In 2005 a pre-evaluation of the students in the selected NPEGEL clusters conducted by the DIETs. In 2007 revised implementation guidelines were issued for the scheme to all districts. NPEGEL is also being implemented in partnership with Mahila Samakhya in Block of 6 districts where it is operational 32 in 6 districts. MS runs bridge course for older out of school girls together with professional course in tailoring, and remedial teaching.

**Table 2: Out of School (OS) girls in Model Cluster Schools**

Districts visited	Total no of MCS	OS girls 2006-07	OS girls 2007-08	Total enrolment 2007-08	
				PS	UPS
Champawat	24	268	289	6162	1662
Dehradun	35	401	229	8269	3822
Nainital	16	20	27	3764	1061
US nagar	42	3168	1848	29371	7764
<b>Tot. OS girls in State</b>	430	?	3614	1,22274	48,991

Source: State report and field data, Nov 2007

The Out of School girls visible in the above table have been tapped for inclusion in schools to a quite an extent, but they need to be carefully tracked not only for retention but also for improved learning levels. Their vulnerability to dropout is high, so unless they are tracked consciously they may slip back to the old status. For instance one Gorkha girl in Kalsi NPEGEL School joined but dropped out. The Pradhan informed that it was due to poverty. In such cases, persist effort like tracking and counseling is critical to overcome the dropout threshold.

### 1. Profile of the school

A typical MCS catering to about 20 schools had the complete infrastructure required - the extra room with toilet, furnished with furniture, cupboards, games like chess, ludo badminton racquets, skipping ropes, volley balls among others, sewing machines, musical instruments, colourful wall charts and craftwork done by the girls. The ambience is perfectly maintained giving a semblance of harmony juxtaposed with attempted activity. There were charts giving results of girls over the last two/three years, remedial teaching / coaching classes and photographs of excursions, some sports events and craft melas. In a couple of MCS visited girls were shown doing taikwondo, sewing/stitching, painting etc. The main point of observation is that all the activities are confined to the MCS mainly, with sporadic inclusion of girls from other clusters for melas, excursions and one or two competitions.

### 2. Activities

The activities appear primarily centralised to the cluster school. The reasons as discussed with the teachers are – large number of schools in the cluster which are scattered across the cluster among the mountains and valleys. The teachers also said that several of the JHS schools are single teacher schools with one para teacher in the remote clusters – as in Bhan Pokhara in Nainital district. Nine schools in this cluster have no female teachers of which 3 are UPS. Due to remoteness women teachers are not inclined to take postings in such areas. Besides, there is no dedicated coordinator for NPEGEL at cluster level to handle and render support to the large number of schools. Consequently the concept of cluster school with cluster level activities for enhancement of girls' education – remedial classes, coaching, out door activities, vocational

courses and games remains confined to the MCS – NPEGEL in Siddha. Since all the equipment is stored in the MCS the girls in other schools cannot access it and neither are they able to come to the MCS to use it. The remedial teaching and coaching is similarly confined to the main school as teachers are available. Consequently, decentralisation which was meant to reach out to girls in remote area to improve their educational levels has been difficult to achieve. Out of school girls were identified but concerted efforts to include them in schools, organize specialised coaching or remedial classes or link them with NIOS were not visible. Classes were organized for those within the schools.

The incentives given to the girls are routine in terms of uniforms and scholarships. They were additionally given bags, shoes and stationery and scarves, but not in all schools. In

### **3. Other activities**

Training of girls in gardening, candle making, sewing/stitching and competitions – painting, debates, quiz. Remedial teaching is a problem because of non availability of teachers in the remote schools, particularly subject teaching – science and math. Health checkup camps were organized in some clusters in collaboration with the state health department and Uttarakhand Bal Kalyan Parishad. Operation of CCC, in MCS has shown good results yoga taikwando, girl guides activities happening invariably in MCS are provided good opportunity to girls for personality development – needs to be extended to all cluster schools.

Child care centres opened in the premises of NPEGEL schools - have 7000 girl children in the child care centres. The exclusion of boys from these centres is something to think about. If schools are not segregated for boys and girls then why child care centres do not have boys?

### **5. Out of school**

Out of School survey has been done but analysis, follow up and proper utilisation is not evident. Exercise of mapping of girls from class 5- 8 to track each and every girl is not realised as more girls are out of schools (see box in KGBV also).

### **6. Community mobilisation**

Some SMCs and MTAs are involved in sending girls to schools. In the MCS visited in Siddha they provide assistance in land filling of the school compound, facilitating thatch roof for classrooms, monitoring MDM and taking up such like initiatives. Women motivator groups and PTA are formed and trained in MS. Wall writing, street play activities are more visible in Mahila Samakhya areas. So far community mobilisation funds too have negligibly been used.

### **7. Monitoring and finance**

MCS teacher and BRC are responsible for the funds and for the monitoring of cluster activities which as such is limited to listing activities and collecting numbers of girls benefited from the activities. CRCs are totally detached playing no active role in support, planning or coordination of activities even though AWPB were made at cluster level. Activities were planned and proposed by cluster resource groups but realisation is yet to come.

### **8. Insights form the field**

During field visits in the four districts the vision and perspective of NPEGEL did not seem too apparent though the structures were in place. The concept has remained confined to the model cluster school per say. The interpretation of the scheme to reach out to dropout girls and improve the quality of education for them was some what misplaced. This perhaps could be due to –

- The casual attitude of the CRCs to support the scheme actively with a vision

- Actual targeting of drop out girls in the cluster
- Inclusion of too many schools in a cluster 20-24
- The complications of geography of the region and terrain
- Lack of women cluster coordinators for NPEGEL
- Lack of women teachers in the schools in the NPEGEL clusters

Consequently the scheme has remained visibly confined to the MCS in each cluster.

The short gender training of teachers was one time input which needed to be sustained by other kinds of intermittent inputs to keep the vision alive. The inputs given were more for management and implementation rather than vision to include excluded and dropout girls in education and improve the quality of education in schools.

Apart from the above we observed that

- Activities are craft based as for hobby classes – making teddy bears, knitting, stitching etc confined to cluster school. Children from other schools have to come to MCS, which is difficult due to distances, so these remain confined to children of MCS only.
- Library books were very new, only in a couple of MCS, while in others they did not seem to be used. Equipments like laziiums, volley balls, dumbbells, drums etc decorated the shelves – locked brand new, not handled by children.
- MCS has visibility only as model demonstration school – others are not learning from it – there is poor sharing of facilities and activities across large number of schools in cluster. So the approach has remained compartmentalised – no wider sharing of perspective among teachers in the cluster or the schools
- MTA/PTA/VEC – VEC, Pradhans are involved in the purchased of equipment due to mandatory norms, so are the MTAs customary. They do not seem so involved in involved in school activities due to scattered habitations. College students formed MTA in one village – they were totally disconnected with school and children
- Communications and linkages are weak at BRC/ CRC level with the MCS. Many of them are visibly indifferent appearing quite clueless about the dimensions of the NPEGEL scheme. They were unable to furnish even basic information about enrolment, dropouts, never enrolled and achievements of children in the cluster.
- Cluster level or Block level advance planning of activities in schools was not visible – functioning seemed on an ad hoc basis.
- .NIOS – problem of centre in the hills. Possibly KGBVs could become centres for NIOS in the near future.

## **Box 2. Mahila Samakhya**

Mahila Samakhya has undertaken to implement NPEGEL in 6 blocks in its operational districts through 32 Model Cluster Schools. Strengthening and augmenting awareness building. MS also including drop out older girls in vocational training +remedial teaching.

The functionaries commenced the programme through:

- Awareness and contact meetings with women and the community about girls education through– jathas, nukkads, wall writing, discussions and distribution of hand bills
- Collection of school level data from schools
- Village level surveys to identify further numbers of drop out girls
- Motivation of dropout girls to join schools, bridge courses, MSKs

Then it took up:

- Identification of anudeshikas to teach girls
- Conduct remedial teaching classes to help girls of classes 4& 5, enrolled in schools
- Organise vocational courses for older drop out girls – primarily tailoring as a full fledged course of 4 months
- Start up ECCE centres associated with schools in areas where ICDS centres not there

- Continue meetings with mothers and community to ensure retention of girls in schools
- Prepare older girls for continuing education through NIOS

MS links up and partners with SSA more at community level to enlist support for working with girls both in school and out of school for furthering their education as it works with sanghas in the villages. They are able to reach out to the hard to reach girls in distant villages among marginalised communities to enable them to access education.

## **8. Funds**

The funds approved by GOI for 2007-08 were Rs 344.14 lakhs, which are 50% of the share, while the state share added is a further 25 %. As of September 2007, 21% of these funds had been utilised.

## **9. Issues regarding NPEGEL-**

- The Vision is missing – functionaries are just implementing the programme as per orders and guidelines – no collective visioning or innovations.
- The support of CRCs is missing, they are most detached. The responsibility of coordination and implementation lies on the on the MCS school teacher who has not much time from teaching. With schools being located in remote areas they are short on staffing though general picture of teacher deployment in the state seems adequate.
- The large number of schools makes it difficult to establish linkages for activities among the cluster schools – location and distance in hilly areas is a genuine problem.
- Innovations and new ideas to use funds for activities and courses for girls not visible. The teachers need fresh ideas to use funds for innovative activities, as the flexibility is there in the budget.
- The provision of additional incentives is more of a duplication of existing incentives - stationery, bags, uniforms were given.
- Tribal and Muslim girls are included in school, so the curriculum transaction needs to be consciously secular. This can be an input in all teacher training activities.
- Computers are placed in the MCS, but are not used frequently by children – teachers are not there or children cannot come all the way to the MCS.
- NPEGEL is treated as separate scheme – linkages with schools, NPRC and other block level initiatives has to be taken up with concerted effort.

## **10. Good practices in the state**

- Two month bridge course of girls before they continue in KGBV.
- Live in teachers in KGBVs from the open market – the Anudeshikas.
- Schools for street children in urban areas.
- Computer classes in schools under CALP – can extend this to KGBVs too.
- Partnership with organisations like Azim Premji Foundation, Room to Read and Pratham for quality improvement in some schools in some districts..

**Annexure: I****Girls passed in KGBVs visited in Uttarakhand**

Year <b>Korba, M I</b>	Class VI	Class VII	Class VIII	Total
2006-2007	14	29	1	54
2007-2008	6	15	29	50
Remarks – underutilized because of space constraints				
<b>Sitargunj</b>				
2005-2006	18	35	13	66
2006-2007	04	17	29	50
2007-2008	24	09	17	50
Remarks	3 failed	5 dropped, 1 failed	2 dropped	
<b>Tanakpur, Campawat</b>				
2005-2006	22	10	-----	32
2006-2007	14	20	10	44
2007-2008	14	14	22	50
Remarks – dropouts due to illness and other reasons				
<b>Khansui, Okhalkanda</b>				
2005-2006	46	04	0	50
2006-2007	05	42	3	50
2007-2008	08	04	38	50
Remarks				

# Chhattisgarh

## 1. State Context

Chhattisgarh is also one of the new states carved out of Madhya Pradesh in 2000, comprising of 16 districts. The total literacy rate according to 2001 Census is 63.25, while that for men is 77.38 and women is 51.85. Both are below the national average of 75.26 and 53.67 for men and women respectively. However, the notable point is that in the last decade the women's literacy rate in Chhattisgarh has climbed up from a base of 24.33 to the present rate of 51.85. This is the highest recorded increase among all states and Union Territories in the country.

**Table 1: HDI in some districts of Chhattisgarh**

District	EDUCATION			HEALTH		Human Development index		
	Literacy	Children's Enrolment in Schools	Education	Life Expect.	Health	Income		Rank.
	IOD	IOD	HDI	IOD	HDI	HDI		
	A	B	D	E	G	K	M	N
Raipur	0.514	0.279	0.565	0.411	0.589	0.534	0.562	3
Bilaspur	0.545	0.340	0.523	0.386	0.614	0.529	0.555	4
Korba	0.547	0.340	0.522	0.386	0.614	0.529	0.555	5
Janjgir	0.617	0.340	0.476	0.386	0.614	0.529	0.540	8

IOD : Index of Deprivation, HDI : Human Development Index<sup>2</sup>

Even with the high percentage increase in female literacy over the last decade the HDI indicators show that there is further scope for improvement. The above table shows the status of districts visited regarding literacy, education, health, life expectancy and income levels. The ranking of Raipur is high as it is the state capital. Bilaspur is slightly better off because of the connectivity by rail, road and other facilities. Korba, is also somewhat better because of the power plants, mining and other economic activities. Janjgir is quite at the bottom level even though it has the traditional silk weaving cottage industry. KGBVs in these districts had a majority of OBC and ST girls. The status of out of school children in these is considerable as is visible below.

**Table 2: Out of School 11-14 yrs old children in the districts visited - 2007<sup>3</sup>**

	OSC Total			ST OSC			SC OSC			Min OSC		
	M	F	T	M	F	T	M	F	T	M	F	T
Raipur	462	540	1002	151	170	321	71	98	169	311	287	598
Janjgir	172	148	320	229	91	320	365	297	662	-	-	-
Korba	434	470	904	224	224	448	58	85	143	-	-	-

## 2. Operationalisation

<sup>2</sup> Source: Chhattisgarh – a state is born, Sanket Bhopal

<sup>3</sup> Source : SSA, Chhattisgarh, 2007

The state has operationalised all 84 of the KGBVs sanctioned under Model I. It has created an access for the disadvantaged girls from SC/ST, OBC and some from primitive tribes as in Gariaband. The age group of girls is as per norm, with hardly any never enrolled girls. The state SSA took a decision to run all KGBVs on its own so it actively took up the construction of hostel buildings at the very commencement of the scheme through the Public Works Department. This is now being done by Rural engineering Services. The scheme has the full support of the district administration for acquiring the land, facilitating construction, completion of infrastructure and in supervision for extending support services – water supply, power, health check ups, ration cards, scholarships etc. There is sense of ownership of the scheme among all stakeholders – government, community, teachers and local political representatives.

### 3. Girls in KGBVs

The 6895 girls, mainly from SC and tribal communities were selected from class 5 pass outs to fulfil the objectives of covering girls from the stipulated social groups as per the norms of the scheme. At state level, the girls enrolled are largely class 5 pass with the majority from ST communities who are about 54% of the total, SCs are 20%, OBCs 23 %, Muslims .5% while those from BPL families are 2.5 %. At present the facilities are utilised 84% having scope for further out reach. Some other children in difficult circumstances added – these were the drop outs from very poor families, those from single parent homes, orphans, even those left behind by parents who migrate for several seasons and those with disability. The rest were regular school going children as in Korba district. Here too as in Uttaranchal girls reported that there were many drop out girls in their villages who had not come to KGBV or were helped to join regular schools.

**Table 2: Enrolment in the KGBVs at state level and those visited**

	Capacity 100	Gen	SC	ST	OBC	Others / remarks
Gariaband, Raipur	100	1	6	68, 7 girls from primitive tribes: Bhunjia Kamaria,	23	Kamaria and Bhunjia are primitive tribes. Model KGBV
Bhatapara, Raipur	100	3	9	43	44	Majority are ST/SC
Nagarda, Janjgir	100	00	12	41	46	Many sick children, badly managed
Katghora, Korba	98	0	7	86	5	Girls could have attended UPS in campus
Pali, Bilaspur	100	8	9	69	14	Well managed in incomplete building

As is visible from the table above, the majority of girls are from ST and OBC communities, coming from far off villages in the blocks. There are many more girls desirous of enrolling in the KGBVs due to poverty and migration in the areas where they are located. The capacity of all KGBVs have been fully utilised with 100% occupancy. Girls requiring hostel facilities in remote hilly areas require 50 seater KGBVs – more in such areas. Also linkages though NIOS if more dropout girls want to go further. KGBVs could be local centres for NIOS. Girls from prescribed social groups admitted in each area. So far they have had very few dropouts – a couple of girls found staying in a hostel confining like in Katghora.

Apart from girls admitted from prescribed social groups and others like orphans, those from single parent homes (no mothers), abandoned girls, those with disability included. All the girls want to continue schooling till class 10 in the KGBV. The state has envisioned forward linkages with Tribal /SC hostels in local areas from where the girls come once they pass out from the KGBVs. Nevertheless a detailed mapping exercise will need to be done to ensure that those who pass out from class 8 definitely move on to secondary school. Linkages with NIOS have not yet been visualised for girls who have dropped out of class 8 as the centre is too far away in Raipur, Bhopal from the districts.

#### 4. Infrastructure and facilities

The State SSA and district administration are extremely sensitive and fully supportive for setting up KGBVs. The preference is to locate the KGBVs at block level for easy access from the villages, besides the convenience of support from the district administration. The DM in Janjgir and the SDM in Korba actually visit the KGBVs and spend time with the girls. They also arrange for their excursion trips to the mining areas, fun parks and historical places. Any matters related to the KGBVs are promptly attended to by the officers – health check ups, ration quotas, water supply, fuel, electricity etc. The state has accomplished land acquisition for the buildings but still many KGBVs are housed in rented accommodation. Cost issues are a problem here too, but the state government is adding 15 lakhs per school to enhance the buildings. The funds are basically for adding rooms for warden and teachers, as well as for night watchman. Even the local MLAs are extending financial assistance for the construction of boundary walls.

The constructed buildings are pretty spacious with four large halls on two floors, a large courtyard in the centre and verandas all around, with sanitation units on either side. The kitchens are large with lots of storage space. The state government is supplementing funds to add rooms for the warden, teachers and watchman.

#### Box 1: Two ends of the spectrum

Gariaband KGBV	Nagarda KGBV
<p>Pretty as a picture with colourful flowers in pots all over, with walls full of colour with information – daily timetable, duties of girls groups, menu of the week, craft and other things made by the girls and other educational information of the state. The KGBV had an aura of peace and tranquillity of a learning institution. Every aspect from classrooms to residential areas is carefully thought of. The school reflects good management by a mature warden, who is like a mother to the girls.</p> <p>The dormitories are well laid out with bunker beds with attached table for doing work. There is space for girls to keep their personal effects tidily in locker spaces. The bathrooms were clean and odourless. Even the kitchen, pantry and washing areas were neatly arranged and spotless stocked with all the necessities required for the hostellers. The well tended kitchen garden planted by the girls supplied green vegetables over seasons. They have even learned to make preserves and dried stuff to consume for snacks and with meals.</p> <p>The girls' academic performance too is excellent with the majority of them excelling in their quarterly test and board exams. In any sports meet,</p>	<p>This is a KGBV that presents a study of a situation where everything seemed to go wrong. The fairly new building looked unkempt and weather beaten. The classrooms and dormitories combined in one were dull, smelly and uninviting. The kitchen, wash areas and bathrooms too were really unkempt.</p> <p>The whole place appeared lacklustre as did the girls who seemed dull, subdued and sick. In fact many of them had stomach aches, malaria, asthma and sickle cell anaemia. In general the nutrition levels of children appeared poor. The severe health problems occurred due to unsanitary conditions, because of lack of water. Girls were bathing and washing clothes in the nearby pond so had scabies and other skin infections. There were constant power and water shortages.</p> <p>The JBS was interfering in the management rather than extending support. The young warden for whom this was the first job was mis guided in financial matters by the BRC and JBS, which resulted in distortion of proper procedures and processes for purchase of recurring expenditures. Books of accounts and other documents were fudged, over written showing mismanagement of</p>

<p>competition or cultural activity in the block the girls from this KGBV win trophies in each event. All records and documents are well maintained and up to date reflecting complete transparency in transactions. This presents the portrait of an efficiently managed KGBV that can be emulated across the state.</p>	<p>funds. The KGBV was under staffed with just one teacher and one warden for a 100 girls. Extra inputs for math and science were rendered by young men who were coaching the girls. The girls in the hostel really looked sad and unhealthy due to the general environment and the bad management. The warden and teacher could do well with some guidance and a visit to Gariaband KGBV.</p>
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The KGBVs running in own buildings in Garaiband and Pali have enough space and facilities of space and infrastructure. The one in Katghora is located in the premises of the UPS, so though it has space the rooms are scattered across the campus so the girls are inconvenienced regarding seating for meals and for toilet facilities which are in adequate and ill maintained. The Nagarda KGBV, though located in its own building has problems of water supply and power, as it is located away from the district headquarter. Two are fully equipped with furniture and all other assets required for functioning except for the ones in Bhatapara and Katghora. Due to shortage of space girls have to sleep on the floor in classrooms which are converted as dorms at night. Girls have no space to keep their personal effects. Even bathing space is quite exposed and uncovered. Though the campus is large and well located but infrastructure is insufficient for 100 girls to live comfortable. In Bhatapara, the landlord, who is a member of the managing committee is charging an exorbitant rent of Rs 14000 per month just because the open grounds are fairly large. The KGBV in Pali, though running in an incomplete building – one floor – is extremely well managed and well maintained. Ultimately, it really speaks of good management within the existing infrastructure and skills to optimise space and facilities.

## 5. Teachers, learning and enriched curriculum

The hiring and posting of KGBV teachers not within the purview of KGBV management – it is external, through the board of teacher recruitment. Teachers do not want to be posted in these schools, nor do they want to stay in residence with the girls – just come and take classes and go away after school. There is little bonding between the girls and teachers. They do not spend time with girls for other activities, they are on their own or guided by the warden. Except for the warden teachers are grade III and II Shikshamitras and are not trained as teachers or for KGBV specifically. One other major lacuna is that the teachers are totally detached from the KGBV set up as they do not reside with the girls. They come from 10:30 am - 4:30 pm, take their classes and go away. The entire burden of management, accounts and book keeping, record maintenance and extracurricular activities is on the shoulders of the lone warden.

There is a need for better activity based pedagogy and classroom transactions, with more project-based and out door learning. A balance has to be struck between learning and other activities / life skills / extra curricular. Language is an issue with Tribal girls in Katghora and Bhatapara KGBVs as urban based teachers are not familiar with the local dialects and students still have difficulty in comprehending Hindi. The teaching and learning process is text-book oriented and it is not very different from the formal schools. The assessment process is also similar as in formal schools. Given that the children live together the KGBV could be more creative and also plan the classroom / learning processes better – by integrating the non-academic with the academic. KGBVs can lend themselves to very different classroom practices.

Many of the girls who join class 6 are below par so they have problems with the course. Hence, coaching for two hours before class is arranged for them, especially in science and maths.

Another reason for this is that the teachers recruited do not have science/math background, so local coaches are arranged to give the girls a head start. In the KGBV in Pali, the warden encourages groups of girls to go for purchase of vegetables and groceries along with a teacher, to help them to practice maths and also learn how to plan within a budget.

KGBVs have library books which the children were not using. The books were locked up. Even the teachers were not familiar with the books. Computers were there but teachers not available in all schools to teach the girls. Reference books and Hindi- English dictionaries were stocked in one KGBV, but did not seem much used.

The vision for an enriched curriculum is missing among teachers missing, perhaps because of lack of exposure. At present it is confined to craft work and games only. Children have been taken on excursions in local areas and have participated in cluster level competitions with local schools. They did very well, each KGBV was decorated with lots of trophies and shields won by the girls.. Most of the vocational classes were gender stereotypical - tailoring, sewing, embroidery, pickle making etc were common. Domestic skills like making preserves and pickles were also desired by the girls as their homes have access to fresh fruit and vegetables which do not have a huge market in remote areas, so home grown products can be utilised. In the KGBV in Gariaband the girls were making these things on weekends and consuming them in the hostel. They were even growing vegetables too which also used. However, papier mache, bamboo work were extremely popular. Girls also wanted to learn cycling, cricket and badminton. Some of the girls could be coached for specific games as they are athletically inclined.

## **6. Health, nutrition and sanitation**

Hygiene, sanitation and physical environment of the KGBV emerged as a serious issue in two KGBVs – Katghora and Nagarda. The rented building in Katghora, though located in a large area is not suited for the needs of the KGBV having inadequate space for living areas, kitchen and temporary toilets. The disposal of garbage needs greater attention as in Katghora, Pali, Nagarda. The kitchens though large are badly kept and unhygienic. All the bio waste can be disposed of in Compost pits and then recycled as nutrient for the kitchen gardens. The kitchens and stores in Gairaband and Pali were meticulously maintained by the cooks, under the supervision of the warden while in the other two much attention was not paid to cleanliness and sanitation in these critical areas.

Health check-ups of girls are conducted by the CHC doctors, with records of girls' weight / height haemoglobin along with other illness, with the medication prescribed being maintained. However, this information is not used to plan the diet of the children. Children had stomach aches, malaria, asthma and sickle cell anaemia. They really do require professional check ups and tests to be treated and cured. In general the nutrition levels of children appeared poor. The diet is mainly rice, *dal* vegetables. Fruit and eggs included in one or two KGBVs only. The girls have no *chapatis* for any meal, except in Pali where they are given chapattis, along with rice for dinner. Fruit and eggs are given on a weekly basis or when there is a festival. Even yogurt is not apart of their diet. The girls here are not used to having milk at all.

In Nagarda, severe health problems occurred due to unsanitary conditions, because of lack of water. Girls were bathing and washing clothes in the nearby pond so had scabies and other skin infections. Many had gastro, bronchial and other problems like sickle cell anaemia. Sanitary towels not supplied to girls at all – even wardens (except 1) - did not feel the need to do so! Supply of sanitary towels to girls should be mandatory, together with records of their monthly menstruation cycles.

## **7. Management, monitoring and records**

Since all KGBVs are run by the SSA they are well integrated into the SSA programme being apart of the district education structure The SSA state has ensured good linkage with the formal school system and other departments – health, civil supplies, social welfare, tribal welfare, RES etc. The KGBVs are supplied with IFA and iron capsules through the health department. The project has ensured that the schools have ration cards for subsidised rice and as connections. There is a vision to ensure that girls get admissions to the tribal and SC hostels when they leave after class 8. The linkage with NIOS is desired but the centres are yet not accessible or functional. As yet no thinking has emerged within the system to upgrade the KGBVs, perhaps because of the other hostel options available in the state.

The chairperson of the Jan Bhagidari Samiti (JBS) constituted for the school management is a political nominee. Parents along with the warden, teachers and BRCs are members of the management committee to oversee the functioning of the school. In two cases we met the chairpersons who had been active in extending support to the warden for the acquisition of the building and rendering support for every day contingencies. The BRCs play the role of mentors as well as render proactive support for financial and administrative issues as they are co signatories with the warden for accounts. In Nagarda, the JBS chairperson was more interfering than supportive and appeared to be involved in corrupt practices along with the BRC.

The wardens are burdened with the entire day to day management of the KGBV as the accountants are not appointed yet. Only one KGBV had an accountant in place. The teachers are not involved in supportive management roles as they do not reside in the hostels. The warden and the watchman are the two persons in charge of 100 girls, to tackle all kinds of issues on holidays and at night. In the KGBV in Nagrada this was a major problem because of remoteness and other nuisances.

The wardens are handling all the accounts and book keeping while being joint signatories with the BRCs for the functioning of the KGBVs. While they have done very well to maintain all records, they need training to cope with financial management as decision makers. At the same time the appointment of accountants is imperative to maintain autonomy of the establishment.

The girls were also given two sets of uniforms, one civil dress, two pairs of shoes and socks, bedding, mosquito nets (2 schools), stationery, bags. Toiletries were purchased from their stipend. All children are also getting the ST/SC scholarships besides the monthly stipend of Rs 50. Now accounts are being opened in the name of children to ensure that their stipend and scholarship funds are deposited in the bank for their use later on.

## **8. Community support and demands**

There is active support of Jan Bhagidari Samiti, whose chairperson is a person nominated by the local MLA. The JBS was supportive and facilitative generally in two cases. In one case it was too interfering in the hostel nitty gritty's – like specifying which brand of rice to purchase for the hostel. In another case the JBS member had hired his premises out to the KGBV at an exorbitant rent. In Katghora, the lady Chairperson of the JBS who is also the Chairperson of the Kshetra Panchayat is extremely supportive to the warden in times of emergency as she lives locally.

The parents are very happy for their girls living in the hostels. They feel that their girls are learning better as the schools in their area are far from their residence so the girls cannot go regularly. Also due to poverty, they have to engage the girls in work so when they are in the

hostel they are away from work. Some parents are not able to visit the girls on monthly basis due to distance and poverty. In several cases where their parents migrate they the relatives and neighbours take responsibility for the girls. Consequently, there is tremendous demand from the community to extend the KGBVs to class 10 and to open them in remote areas of the block.

## 9. Issues

Major issues that the state has to currently take cognisance of are:

- **Thorough screening exercise to reach out to dropout girls** in EBB blocks and others through girls in schools and the community, as HH surveys do not present the correct picture.
- **Selection and appointment of teachers who are from the local areas** is a big issue - recruitment of teachers (which is centralised) and there is a separate board for recruitment of Shiksha Karmis. Very young grade I teachers as KGBV wardens/superintendents (early 20s) are not able to handle the management.
- **Teachers should stay** in the KGBVs so that they support in extra curricular activities and share in the management of the hostel along with the warden.
- **Orientation and comprehensive training of all teachers and warden** is critical for developing a systematic pedagogic approach for multidimensional education within KGBVs.
- **Appointment of accountants** to relieve wardens of the burden of accountancy and to engender a sense of autonomy in the management of the schools along with the staff and PTA.
- **Plan an enriched curriculum for holistic personhood development of the students** – by accessing learning materials from other initiatives in other states and across the country (Nirantar, Sandhaan, Doosra Dashak etc).
- **Health and nutrition of girls** – is major issue that has to be taken of in a systematic manner to ensure that they remain healthy. A balanced diet with proper nutrition has to be worked out for holistic physical and mental development.

## 10. Funds

Even though all KGBVs are in operation all are not running in their own buildings. Here too construction activities have been tardy. Out of the 84 KGBVs 30 are completed while 31 are under construction and 33 are yet to be constructed. The major reason for under utilisation of funds is the construction backlog, which should ease up by the end of this financial year.

## **NPEGEL**

In Chhattisgarh there is a definite visioning regarding NPEGEL at project / cluster levels regarding NPEGEL. Currently there are 1424 NPEGELs in operation in 101 EBB blocks in 1426 clusters. The concept and vision of the scheme appears well visualised at all levels. The MCS have been **Sahelishalas**

NPEGEL appears quite well integrated within SSA. It reflects the committed ownership by the JBS, CRCs, Coordinators, teachers and support teachers. The activities proposed under NPEGEL are not confined to the model cluster school only, but to other nearby schools too. However, the clusters are too large for all schools to be included. Libraries are established in 1223 schools, while computers are provided in 10 schools. Computer learning has really taken off as the girls have placed a very strong demand. They even want to learn cycling as later they want to cycle to secondary school after class 8.

The detailed annual calendar of activities developed at block level helps the coordinators to plan activities around the cluster schools. The team witnessed the cluster level sports and cultural meet organized in Koshwara cluster for three days. There was whole hearted support from the Pradhans and the Panchayat members to organize it, arrange food for the children and give away the prizes to the children. On the way to Raipur several other such events were visible along other ways in other clusters. The ownership of NPEGEL activities by the committees at village and cluster level and the autonomy in planning has resulted in resulting variations and innovations.

### **1. Profile of MCS**

The MCS are located within the school campuses, sometimes attached to the main buildings, at other times within the campus but detached from the schools as separate structures. There is a room as per specifications, a small veranda and two toilets. The room has a Meena corner, space for activities and a table, few chairs and cupboard. Everywhere the rooms were colourful with the craftwork of the girls, with ceilings festooned with project work, streamers, cutouts etc. Some MCS are equipped with computers but computer usage is not a norm, though some linkages have been made with the Head start centre to impart learning to girls. Girls in the MCS in Bhatapara were very keen to learn computer usage to work on projects. They had done some projects like – story of wheels, solar system, good habits etc. Many of the girls in NPEGEL schools wanted to learn cycling.

In one case the MCS was located in the NPRC as the room had not been constructed. The MCS infrastructure maintenance is average but the place certainly seems well used. The toilets did not seem used because of water shortage. In one MCS the girls were involved in cleaning the toilets as training.

The lady cluster coordinator/ motivator for the Sahelishala is responsible for activities in the cluster of 30-40 schools! At cluster level coordinators carry out activities on the basis of an annual calendar of activities. The Coordinator has support from the NPRC with whom she ties up her visit plans to schools and cluster level activities.

Identification of never enrolled and drop out girls has been done to get them to respective schools in their local areas. Planning and tracking of girls' achievement levels at cluster level is maintained in the MCS. The schools give them the data and they display the data in the MCS. Teacher sensitisation on gender issues (11 days) and girls' education (5 days) has been

undertaken through trainings. Linkage with the govt functionaries – health workers, Mitamin during cluster level activities for girls’ health issues was visible during the visit.

As incentives books, uniforms, scholarships cycles, stationery, compass boxes etc to girls. Library books were used in a majority of cluster schools on sharing basis. Still many children do not get to uses them as the schools in the cluster are too many.

## 2. Activities

- Cluster level activities like sports, competitions, debates and other activities to involve girls in attaining self confidence and overcoming hesitation as part of the annual planning. These initiatives enlisted the extensive support of Pradhans and Panchayat to organise events and give prizes.
- Ma Beti Melas have been held extensively to involve mothers and community to improve retention. Active mothers in Ma Beti Melas play a key role in organizing them They are popular in that they have helped to improve retention and get girls dropout and absentee girls to schools.
- The girls were very excited about the educational excursions organised for them from cluster at district/ state level – Rajya Divas. Select girls who were the top three in 6<sup>th</sup>, 7<sup>th</sup> and 8<sup>th</sup> were taken on trips.
- Coaching classes for classes 5 and 8 – science math and English – 2 hours before school. External motivated teachers – part time @ Rs 500 – Rs 700 per month
- Creative craft activities – papier mache, embroidery/stitching, art/painting, paper bag making, flower/ basket making, macramé etc – mostly during summer camps. Projects also taken up – story of wheels, plant life, water cycle etc. Bilaspur vocational training is organised with traditional folk artists and artisans for girls. In Koriya the Bal Cabinet publishes a wall monthly wall paper. The schools are even involved within sanitation activities and the installation of low lift hand pumps with Unicef assistance
- In a few schools where 100% girls passed the board exams – 5<sup>th</sup> and 8<sup>th</sup> - the teachers were honoured.
- Meena Manch is a key activity – but it needs to be reviewed in the perspective of class 8 girls – who require a more enriched curriculum, life skills and proper vocational skills not just craft based activities. Some BRCs have through of introducing – bamboo craft and weaving in areas where silk weaving is a livelihood, as in Champa and Janjgir.

### Box 2: A vibrant NPEGEL Cluster

In the Kotmi MCS school the lady motivator of the NPEGEL cluster, Sunita Saraf, is a dynamic lady who travels from Bilaspur by train to her job. She coordinates the cluster of 21 schools in very rugged region of schools scattered far and wide. Kotmi village itself is very large having 11 schools. There are 3 month coaching classes for science and math and this is done 2 hours before the school hours. 11 girls have been identified for Open Schooling. Health check-ups for all girls and mothers have been organized in every school. There are three monthly creative crafts activity (papier mache / paper bag making) at the cluster level and in other schools in the cluster. They have honoured teachers in schools with 100% enrolment, retention and results - particularly for 5th and 8th. Seven girls from this cluster have stood in the merit list of class 8 and 25 girls in class 5. There were competitions and Pradhan fed children for 3 days. They have 8 women members in Jan Bhagidari Samiti.

Sunita spoke of the inspiring story of two girls who benefited for furthering their education though the vocational course. She told about Parmeshwari Sahu an OBC girl who dropped out of school after class 1. She joined school again in class 4, continued her schooling, where she learnt sewing in the vocational course. Her father a rickshaw puller saved money to buy her a sewing machine. She now stitches clothes in her spare time to fulfill her dream of studying further using her own money.

Similarly Ram Kumari, whose father had a disability dropped out as the family could not afford to send her to school. She was a very regular student so Sunita kept motivating her to continue her studies. She too benefited by the sewing class. Her uncle saved up some money to buy her a sewing machine through which she enough to support herself and her family financially. This year she will appear for the class 10 exam. A very basic skill has helped these girls to move out of poverty with dignity and above all, move up the educational ladder.

### **3. Issues**

The major functional and operational issues that come to the fore as of now are:

- There are a large number of schools in a cluster - 30-40, so the outreach for the coordinator is problematic because of size of cluster.
- The budget release to the MCS is not very timely in some cases – maybe because they have not submitted their accounts.
- Library usage appears poor though the books are there. The usage, when possible, is confined to the MCS as sharing among several schools is a problem – transfer of books and maintaining library usage records school to school is the reason why the usage is low.
- The NIOS linkage is a major problem in remote areas because the centre is in Raipur and there is no presence at the district level.

### **4. Night schools**

In Chhattisgarh five night schools are being run to reach out to children from the slums who are working as domestic help, particularly girls, besides those who do petty vending, work as apprentices in garages or are into rag picking. There are some children whose Parents have abandoned them or who are forced to beg to survive. The team visited two such centres – one in Raipur and one in Bhatapara. The former is run in the DIET campus where one of the teachers takes classes in the evening for four hours along with a volunteer. Here all the girls and a few boys have been taking lessons for a year, preparing for classes five and eight, whose age set is between 12-18 years. They are given books, uniforms and a hot, healthy meal at night. The teacher even arranges for escorting the girls home after school

These children who ear about Rs 400-500 per month really felt the need to study but the situation at home compelled them to stay out of school. The majority of older girls are the first in the birth order so they have to cook, clean and look after their siblings while their mother are also out to work as domestics. When their younger siblings went to school, they also yearned to study. When they heard about the night school they got enrolled. Girls and boys have also learned vocational skills like chalk and candle making, professional embroidery, macramé etc.

Teachers reported that the children are quick on the uptake and do well in the exams. Besides this they are very regular in attending the classes. They do not want to miss even one day of school. All the children want to at least complete class 10. In Bhatapara, there is an arrangement for some of the street children to even sleep there at night as they have nowhere to go. Here a couple of boys looked quite small for their age, perhaps due to mal nourishment. But their health has picked up since they have started coming here.

The state SSA is very keen to continue such schools and increase their numbers. These cannot be run as hostels as the children do not want to stay in residence. This initiative is extremely beneficial for working and street children giving them a lot of confidence and a sense of feeling cared for and wanted. Adequate funding for these is critical for running them efficiently.

## **5. Funds**

In Chhatisgarh, the approved outlay for NPEGEL for 2007-08 is Rs 1313.35 lakhs of which Rs 181.50 lakhs have been released. The state share of 25% has also been added. However, as of September 2007 the state has only utilised 23 % of the approved budget. Fund flow is timely to some cluster schools. The accounts are jointly maintained by cluster woman coordinator and Cluster Resource. One got a sense of transparency in operations. The underutilisation of funds has been due to the fact that 60% additional classrooms and toilets have been added. Allocated funds for activities have been utilised but not reflected in the expenditure heads for the scheme.<sup>4</sup>

## **6. Good Practices**

- Ownership of KGBVs by SSA and state government – more at district level
- Night shelters for out of school urban girls – need for urban centred KGBVs
- JBS has engendered community ownership of KGBVs.
- NPEGEL is being implemented with a vision and mission of all stakeholders.

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<sup>4</sup> As per GOI status report given to the evaluation team till September 2007

## KGBV Evaluation 26 December 2007

Vimala Ramachandran and Najma Akhtar

(Fieldwork done from 26th—30 November 2007)

### INTRODUCTION:

At the outset we would like to thank the Government of West Bengal for having facilitated this evaluation. In particular we are grateful to the SSA Directorate for providing information, facilitating the field visits and sharing their experience. We are particularly grateful to all the officers and resource persons for having shared not only the achievements but also discussing the problems and challenges.

The Government of West Bengal identified 59 locations in 10 districts and 59 Educationally Backward Blocks to introduce the KGBV programme. Out of these districts 44 are SC/ST populated and 15 are Muslim Populated districts. The PAB of GOI approved 37 KGBVs in 2004-05 and sanctioned Rs 859.203 Lakh. The remaining were approved in 2005-06. However the scheme was operationalised in 2005-06 and the funds transferred in the previous financial year were carried forward to 2005-06.

The Directorate reported that at the present 46 KGBVs were operational and 13 were non-operational. The KGBV hostels are managed by the SHG and have adopted Model 3 (they are attached to a high school or secondary school) in all districts. The district administration has short-listed the SHGs and the proposals scrutinised by the SSA Directorate.

Enrollment in 46 KGBV							Total
Year	SC	ST	OBC	BPL	Minority		
					Muslim	Others	
2006-07	620	476	182	128	172	0	1975
	31.39%	24.10%	9.22%	6.48%	8.71%	0	100%
2007-08	971	613	234	284	119		2045
	47.48%	29.98%	11.44%	13.89%	5.82%		100%

Source: Government of W Bengal, November 2007

The evaluation team visited five KGBV in the districts of Bankura (Amarkanda and Saltora Block) and Puruliya (Para, Kotshila and Joypur), interacted with Director SSA, other officials of SSA Directorate, the Gender coordinators, KGBV and NPEGEL nodal officers and district, block and cluster level personnel concerned with the KGBV programme in the schools visited. We also interacted with parents and community leaders and interacted with the students.

During our interaction with the children we saw a great deal of energy / good cheer and they looked happy, first impression being positive. Despite the fact that the KGBV scheme was taken up for implementation only in 2006 they have been able to start the hostel. This was done by reaching out to girls who were living in the neighbouring villages and those already enrolled in the adjoining school.

While the state level leadership appreciate the need for a scheme to reach out to out of schoolgirls – they have not implemented the scheme in the spirit in which it was conceptualised. The KGBV scheme is positioned like a girls hostel attached to a school – addressing. The team found that close to 50 per cent of the girls in the 5 KGBV visited were from neighbouring villages. No effort seems to have been made to reach out to older out of schoolgirls - who have remained out of school for one year or more. The infrastructure was in place and was of reasonably good quality.

### Whether objectives of the KGBV scheme are being met

As mentioned in the introduction they have been positioned as hostels attached to a school. This is indeed noteworthy – especially in the light of the fact that the ratio of primary schools to upper primary is almost 5.28 (DISE, 2005) and the KGBV could have enabled the government to enhance in-take at the upper primary levels. By catering to girls who have already enrolled – the scheme has not been able to reach out of out-of-school girls.

- In Amarkananda Mahamaya Balika Vidhyala (Bankura) KGBV 26 girls were from the same school. 13 girls in Class 5 were recently admitted to the school.
- In Teluri Girls HS (Bankura) students were selected with the help of the Panchayat. 11 Girls said they were from the same school, 10 girls were admitted in class 5 and 6 from another school (they had not dropped out). Two girls were admitted into this school from a private school.
- In Para Girls High School (Puruliya) there were 32 SC, 3 ST, 3 Muslim and the remaining said they were from BPL households. However – none of them were dropouts.
- In Kotshila Girls Junior High School (Puruliya) the girls were from extremely poor households. Meeting with parents revealed that they valued the hostel facility and teachers said that the girls are “potential dropouts”.
- In Joypur Girls Junior High School (Puruliya) there were 48 girls on the day of visit. There are 4 Muslim girls. What was disconcerting is that all the girls were reciting Gayatri Mantra – the Muslim girls looked uncomfortable.

### Ratio of primary to upper primary, Bankura and Puruliya

District	Sub Division	Ratio of Primary to upper primary	Number of new UP required to make the ratio 2:1	Number of new UP required to make ration 3:1	% SC Population	% ST Population
Bankura	Bankura (Sadar)	8.40	477	268	31.99	8.01
	Bishnupur	7.49	757	413	31.79	12.98
Puruliya	Puruliya Sadar (W)	10.98	400	237	10.10	18.55
	Puruliya Sadar (E)	8.34	419	235	15.70	23.65
	Raghunathpur	8.91	308	175	29.63	15.55
WEST BENGAL		6.15	14,236	7,208		

Source: Government of W Bengal, November 2007

The two W Bengal Districts visited have a large number of out of school children – mainly because of shortage of upper primary schools. The state government said that

they are in the process of sanctioning additional UPS – especially in Bankura and Puruliya which have a primary: upper primary ratio what is as high as 1:9 in some Blocks. Given this situation the KGBV scheme could have reached out to out-of-school girls – which it has not been able to do.

**Out-of-school girls in 6-16 age group, 2006-07**

District	Block	Out of school girls in 2006-07	Total
BANKURA	Bishnupur	1958	
	Chhatna	2279	
	Gangajalghati	1756	
	Hirabandh	842	
	Indpur	1650	
	Mejhia	575	
	Onda	1813	
	Patrasayer	1449	
	Ranibandh	575	
	Saltora	2249	
	Sonmukhi	1334	
	Dubrajpur	2565	
	Rajnagar	648	
PURULIYA	Arsha	3115	
	Baghmundi	3462	
	Balrampur	1764	
	Bandwan	1209	
	Barabazar	2008	
	Hura	1166	
	Jhalda I	1898	
	Jhalda II	3072	
	Joypur	2412	
	Kashipur	1326	
	Manbazar I	1379	
	Manbazar II	627	
	Neturia	1257	
	Para	3905	
	Puncha	1305	
	Puruliya I	1981	
	Puruliya II	3406	
Ragnathpur I	1942		
Ragnathpur II	1342		
Santuri	1135		
			39711

Source: Child Census, Government of W Bengal, 2007

*In view of this basic lacuna in interpretation, it could be inferred that the objectives of the scheme is not being met in West Bengal.*

In a few cases (like Joypore, Puruliya) the state government rented private building to start the KGBV hostel and the girls were shifted to the KGBV hostel late. The team was informed that rented buildings are not available and that unused government buildings were also unavailable.

We did not see any evidence of involvement of the Panchayat in the programme – either in identification of out-of-school girls or in supporting the day-to-day

management of the hostel. The Panchayats have however been in the picture and discussion with teachers revealed that they did not communicate the eligibility criteria to the Panchayat. Self-help Groups were asked to bid or (apply for) running the hostel and this was done through local advertisement and through the education department functionaries and teachers. The KGBV hostels are managed under the overall supervision of the Head Mistress of the school in which it is located.

Notwithstanding the basic issue of not catering to out-of-school girls, the KGBV have been able to admit children from socially disadvantaged communities. However the proportion of Muslim girls at 5 % remains extremely – and this is worrisome as West Bengal has a significant Muslim population. In five KGBVs we met only 3 Muslim girls.

Another worrisome issue is that Hindu prayers are the norm – starting from Vande Mataram, Gayatri Mantra and Saraswati Vandana. Even tribal children are taught Sanskrit shlokas. One of the officials said that homogenisation of culture is taking place and tribal groups are becoming “sanskritised”. Not much effort has gone into creating a secular environment in the KGBV hostels. Systematic orientation of Wardens and part-time teachers / tutors is essential to create an environment that is not only secular but one that respects the culture of tribal communities. In the absence of such an orientation / training or any state-level effort to instil secular values, perhaps the teachers and HM of the UPS do what they are familiar with.

We did not come across evidence of the use of household survey data / any other systematic method for identifying the out-of-school girls. In the 5 schools visited the admissions were rushed through – we were informed that this was done in order to get the programme up and running in a short time.

#### **Linkages / relationship with SSA:**

The KGBV programme is closely linked with SSA. As the students admitted to KGBV in West Bengal are already enrolled in UPS she gets all the benefits of the formal school and also of KGBV. The KGBV children take the Elementary School Leaving Examination as regular candidates as they were already enrolled as a full time student in the UPS.

It was noted that no training has been conducted separately for KGBV tutors / Wardens either by the district or at block level. No modules have been supplied to tutors/ teachers to deal with slow learners. Except for periodic monitoring (funds utilisation, food related) visits to the schools we noticed that the Block and Cluster (Circle) resource persons were not providing any academic support to KGBV. It is therefore recommended that lot more needs to be done to make the Block and Cluster resource centres an academic resource to the KGBV – especially in orienting the teachers to accelerated learning methods and helping students who are not able to cope with their studies. This is important given that most of the girls enrolled in the hostels are from socially and economically disadvantaged families.

The block, district and state personnel involved in monitoring and supporting KGBV have not had any exposure to gender issues. Also most of the supervisory staff – including the state KGBV / NPEGEL coordinators are men. Periodic gender sensitization training of administrators dealing with KGBV would go a long way in

making them more sensitive to the special issues facing older out-of-school girls from different poverty situations.

**Infrastructure and building construction:**

The KGBV are located in the Block headquarters inside a Girls High school or a senior secondary school. They are functioning in their own buildings (32 Buildings completed, 16 in progress and 11 not yet started) . All KGBVs visited had good quality building constructed in the compound as the UPS .The design of Bankura and Puruliya were different showing the flexibility provided at district level. All KGBVs had adequate space for 50 girls. It needs special mention that the Toilets were very clean and had enough running water in all. The Kitchen was also quite clean and Dining areasa/ utensils etc were satisfactory.

STATE	Target till Date (Units) Cumulative	Completed (Units) Cumulative	In progress (Units) cumulative	Remarks
West Bengal	59	36	13	Construction not started -10 (Units)

Source: Government of WB, SSA Directorate, 2007.

All the KGBVs have been provided with, bedding and classroom furniture and kitchen equipment. However we noticed that the dormitories were overcrowded and there was hardly any space for the girls to move around. Bunk beds (instead of individual cots) would have helped ease the space crunch. In Puruliya UNICEF has supplied teaching and learning material (recently procured and not yet used) and they also had one computer each. Musical instruments were available but they were unused. Some games equipment was also available. There was no library or any magazines. The only reading materials available were the textbooks.

We were informed at Joypur that their KGBV had started in a small rented building with 20 girls while the building was being constructed in the UPS compound. In nearly all cases the UPS campus is identified for KGBV, thus making sharing of resources possible and security reliable. The HM of the school (who is the superintendent of the KGBV) supervises the hostel quite effectively. In Saltora Block the campus also had a SC girls hostel while on Kotshila another hostel was under construction for OBC girls. All the hostels are secure and have a boundary wall and gate.

**Teachers:**

Since the West Bengal KGBVs are not catering to the intended target group and also follows model III – meaning that the KGBV is attached to a UPS – there is no need for additional teachers. Equally significant is that no additional child is being admitted in school as a part of the KGBV scheme. It is positioned as a hostel for already enrolled girls – albeit from underprivileged social and economic households. It must however be noted that the teachers said that the hostel has brought down drop out rates – especially of girls commuting from villages that are more than 3 to 4 km.

**Retention:**

In the five KGBV that we visited we noticed a few girls who were enrolled in the last few months (when some vacancy arises). While files on all the enrolled students were maintained, there was not compiled information on the number or percentage of enrolled children who had dropped out. However drop out from the school was not

significant due to the fact that girls are enrolled in the UPS and when any girl dropped out from the KGBV hostel another was given admission.

### **Quality of learning:**

The school and KGBV showed well-maintained results / registers about the Unit tests taken for all students. Some students showed progress while mostly exhibited consistent low performance. Tutors have been hired by the managing SHGs under the guidance of the HM of the UPS. The tutors are local graduate girls and were not given any training or any TLM. They said that they were not able to use effective tools to help girls whose basic knowledge of math, language and science is very poor. They also informed us that most of the girls in the hostel are from poor families – they did not get any support at home and their parents could not afford tuitions. The tutors worked with the children for 2 to 3 hours a day.

There were no library, no TLM or any other reading material in the 5 KGBV that we visited. The walls were bare and did not have any charts / maps or any other visual material. The HM and the wardens were not aware of the Rs 3 lakhs allocated for TLM and library. Even the state coordinator KGBV was not conversant with the guidelines and budget allocation.

### **Enriched curriculum:**

This is perhaps the most neglected aspect of the KGBV programme in the state. No special effort was visible at any KGBV. At Saltora block KGBV the warden's special interest had made the girls aware of Yoga and local songs to some extent. The Santhali girls did display their songs/ dance that they had learnt in the villages (this is when we asked them to sing a Santhali song). As noted above, the prayers were essentially Hindu.

The quality of the enriched curriculum depends a great deal on the managing SHG and interest of the Head Mistress of the connected school. In Kotshila the discipline was too strict and restrictive and the girls looked frightened, while in Para it was open and the girls interacted freely and also danced to a pre-recorded song. The efforts to promote spontaneous singing / dancing / talent show was not evident.

Cycling was extremely popular in Kotshila school and nearly 100% KGBV girls said they knew cycling but they did not learn it in the Hostel. Musical instruments and Games equipment were also available in Puruliya KGBVs but they were not being used.

While the teachers said that some medical examination was done – the KGBV did not maintain any record. We could therefore not verify improvement in the health status of the girls. Equally, we did not see any evidence of any health / hygiene education – especially on menstrual hygiene. The KGBV has not linked up with the PHC to supply Iron and Folic Acid tablets to the girls. In one KGBV in Puruliya de-worming was given – as a part of Unicef programme in the district. Sanitary towels were not being supplied – and the HM and lady teachers did not feel comfortable about discussing it with the male officers who oversee the programme.

The education department could forge closer linkages with the reproductive and child health programme and ensure regular supply of iron and folic acid tablets, vitamin A and also other nutrition supplements. Sustainable practices in good nutrition and

healthcare could be implemented and also integrated into the curricula through additional chapters in language textbooks.

The schools could do a lot more for greening of the environment and introduce kitchen garden, manage the use of waste water and make the KGBV a model for good eco friendly / healthy environment. Puruliya District officials informed about a 'Health awareness programme' for girls –but we did not see it in the field.

All Puruliya KGBVs had UNICEF provided computer available on the campus but no effort to train the student /warden/ tutors. Procurement of simple educational software and training at KGBV will make a difference.

### **Parents / community perception:**

Discussions with parents were quite insightful particularly at Amarkanda and Kotshila KGBV. They were happy with the arrangements and also the overall environment particularly as the KGBV takes care of all needs of the girls hence very economical for the poor families. Given the poverty situation in rural West Bengal, parents were happy that in KGBV the girls are getting food, clothing and shelter free. Parents said that there was a huge gap between lunch (9.30 am) and dinner (8 pm) – the mid-day snack was inadequate and the girls said they were hungry.

In the course of the discussion, the teachers said that they got only Rs 600/- per child per month for food even though the scheme provides for 750/ per child per month. Apparently Rs 150 is deducted for uniforms and clothing. The state government / district administration has not made efforts to procure rice, sugar and oil at subsidised rates – as it is being done in many other states. This is a serious issue and needs urgent attention from the state government.

Parents also reported that their girls are now well turned out and have a bath every day and keep their hair and face clean. They said that they teach their mothers when they go home – especially about washing hands and keeping clean.

Many parents informed they visit their wards on Sundays but they are not involved in the school VEC/PTA. Another interesting insight was they got to know about the hostel by word of mouth / neighbours and that there was not systematic mechanism to inform them about the programme.

The parents were not very forthcoming when asked if they will send their daughters to a high school once they complete class 8. Almost all of them pleaded for extension of the “hostel” programme to class 10.

The daily menu is displayed prominently in all the schools and the parents were aware of what their children get. However it was noticed that there is a big gap between the morning "Brunch" and the Dinner, with only a limited snack at 4PM

### **Finance Related**

#### EXPENDITURE IN 2007-08 as on 30/9/07

1.	Outlay app. 07---08 -----	1574.57
2.	OB as on 1/4/07-----	0598.47
3.	Expenditure till 30th September07-----	0292.57

#### **Good practices:**

The 5 KGBV visited gave no evidence of innovative good practices . The girls looked happy yet no evidence of any conscious effort was being made to enhance their self-esteem. Puruliya District informed about some Health related innovative programme, we did not see any evidence of this during our school visit.

#### **Challenges, design changes and recommendations:**

There is an overwhelming demand to extend the scheme to classes 9 and 10. There is a high probability of many of the girls enrolled in the KGBV of dropping out after class 8. However, given that W Bengal has not yet used the KGBV programme to reach out to out-of-school girls – the demand is essentially for hostel facilities for girls from far off locations. The district officials pleaded to to increase the intake in KGBV Hostel. They also asked to increase the per-child subsistence allowance from Rs 600/- per child per month to Rs 750/0. It may be noted that W Bengal Government has not allocated the full amount as per the scheme and have retained Rs 150 per child per month for school uniform. This is not in keeping with the scheme.

*The team recommends that W Bengal government adhere to the KGBV scheme by reaching out to and admitting put-of-school girls and not reduced the per child allocation for food and subsistence.*

The KGBV wardens and other staff at the cluster level associated with the scheme argued for more space in some KGBV hostels. However the team found that the existing spce could be better managed and that the scheme allocation for TLM / library be fully utilised. As of now we did nto see evidence of this – except in one KGBV where Unicef had supplied some TLM.

The existing budget needs to be used more creatively to ensure periodic training and sharing among the wardens and part-time tutors. Equally, gender training of all SSA personnel dealing with KGBV also needs to be built in. To this end, the team recommends that GOI review the allocation for training and make appropriate additions in the XI Plan period.

As most of the students enrolled in KGBV are from extremely poor families, many of them are malnourished. Even 13 and 14 year old girls had not attained menarche. Proper nutrition planning for the KGBV students could help provide a balanced diet and also provide nutrition supplements.

The SSA directorate needs to review the hygiene (especially menstrual hygiene) and life skill education component in all the KGBV. While some KGBV are managed by gender sensitive NGOs are doing a commendable job, we were informed that there were also some who needed greater sensitisation. A strong Leadership at the state level, particularly a lady, is needed exclusively for this programme. The wardens and teachers are not able to discuss issues concerning purchase of sanitary pads and menstrual hygiene with the male officers.

*It is recommended that Government of W Bengal depute a lady officer or hire a consultant who can nurture and support the KGBV programme – including training / gender sensitisation of women, teachers and block / cluster level resource persons. While recruiting / posting special care needs to be taken to ensure that the person holds secular values (not imposing Hindu prayers on Muslim students and Sanskrit shlokas on also on tribal children), respect diversity.*

KGBV girls have been exposed to tremendous lifestyle changes in a short period of time to which they have quickly adapted. However they and the staff need to build a perspective on poverty, globalisation and development and related issues to understand their situation better and not be alienated from their families/communities. This could also be integrated in the curricula.

The KGBV should have some emergency fund to meet the needs during illness/accidents etc

### **List of Persons Met:**

#### **State level:**

1. Ms Nandita Chatterji , Principal Secretary -Education
2. Mr Dushyant Nairala , Director, SSA
3. Mr Daribul Islam, Dy. SPD, SSA in-charge of KGBV and NPEGEL
4. Mr Uttam Mondal, State Coordinator, NPEGEL & KGBV

#### **Bankura**

1. Abhijit Bhoumik, DPO
2. Kakoli Rana, District Gender coordinator, SSA
3. Kajori Goswami, Head Mistress, UPS
4. Partho Ghosh, Dy. District Programme officer, SSA
5. Mamuk Singha, CRC
6. Basudev Rai, HM of Lakshmanpur School
7. Manasi Bannerji, Warden, Laxmanpur School
8. Ruby Rai, Warden, Saltora KGBV
9. Prima Chatterji, HM, Tiluri Girls High School

#### **Puruliya**

1. Sanghamitra Makur, DPO
2. Srinibas, ADPO
3. Amiya Mishra, DDPO
4. Krishna Karmekar, Gender Coordinator
5. B B Sinha, DQMT
6. Debasis De, DEO
7. Ajit Ganesh Nigam
8. Lalmohan Sen
9. Moushimi De, Para Girls High School
10. Sriti Ghosh, HM, Para Girls High School

## NPEGEL Evaluation Report

Field Work completed from 23rd Nov to 30th November 2007

Najma Akhtar and Vimala Ramachandran

At the onset we would like to thank the Government of West Bengal for having facilitated this evaluation. In particular we are grateful to the SSA Directorate for providing information, facilitating the field visits and sharing their experiences. We are particularly grateful to all the officers and Resource persons for having shared not only the achievements but openly discussing the problems and challenges, besides giving suggestions for improvement of the Programme.

The Government of West Bengal has identified 10 Districts to introduce the National Programme for Girls Education and Literacy (NPEGL). The centres are called "UDITA" in the state. As informed during the State level briefing within the identified 10 Blocks total 59 Blocks were to be covered - 1064 clusters were approved with the aim to reach out to 269717 girls

<b>Quarterly NPEGEL Progress Report 30th sep 07</b>				
S No	Activity Description	Cumulative target till 2006-07	Cumulative Achievement till 2006-07	%
1	No. of Districts	10	10	
2	No. of EBBs	58	58	
3	Targeted Block	59	59	
4	No. of Clusters	1064	1064	
5	No. of Urban Slums			
6	No. of clusters in urban slums	0		
6(i)	No. of MCS	1064	1064	
6(ii)	No of girls enrolled in NPEGEL cluster	269717		
7	TLE grant	1064	712	66.92

Source: Government of W Bengal, SSA Directorate, November 2007

Out of the 1064 sanctioned, 509 have been completed, 501 are under construction and 51 are yet to commence. In one of the centres visited (Adardih High School, Jhalda II) *a male urinal* was build in place of a toilet for girls and women teachers. The room was handed over to the sports teacher and what was worrying is that the HM said he was not aware of why the additional room was built. This was contested by the district officials who said that all HMs participated in a orientation workshop and that detailed guidelines of NPEGEL was sent to the concerned cluster schools.

### Status of civil works

CIVIL Works	Cumulative Target till 2007-08	Cumulative completed as on 30 -9-07	Cumulative in progress as on 30-9-07
Const. of Addl. Classrooms	1064	509	656
Toilets	1064	n.a	
Drinking water,	1064	n.a	
Electrification	1064	n.a	

Source: Government of W Bengal, SSA Directorate, November 2007

We were informed that 335 Cluster coordinators are have been appointed for implementation of NPGEL work – however gender disaggregated information about coordinators was not made available. The coordinators we interacted with were mostly men.

We were also informed that teacher sensitisation training for the year 2007-08 was completed covering total 6420 Teachers (2040 Male and 3284 Female). TLE grant has been allotted to 712 NPEGEL centres (out of 1054). To encourage schools Award has been distributed to 672 Best schools – however the criteria for selection of Best Schools were not spelt out. Remedial teaching for 12132 girls is being implemented in 2007—08. We were also informed that 2240 out-of- school girls were being covered through open school see table below. However we could not conform these “achievements” during school visits, as the HM and even the coordinators were not able to explain activities undertaken under the aegis of NPEGEL.

### Activity report as of 30 September 2007

S No	Activity Description	Target 2007-08	Achievement as on 30-09-2007	%
		Phy	Phy	
1	Teacher Training on Gender Sensitization	21280	6420	30.17
I	Male		2040	
II	Female		3284	
2	Remedial Teaching (No of girls covered)		12132	
3-I	Award To Best Schools	1064	672	
3-II	Award To Best Teachers		0	
4	Bridge courses (No of girls covered)		0	
5	Student evaluation (No of girls covered)		0	
6	Additional Incentive (no. of girls covered)		0	
I	Uniform		0	
II	Work Books, Stationary		0	
III	Any Other		0	
IV	Total no. of girls received Incentive		0	
7	Girls Learning through Open Schools	1064	2240	
8	Community Mobilisation (No. of people Trained)		0	
9	Total No. of Girl's Benefiting under NPEGEL Programme in the State		0	
10	No. of NGOs involved in NPEGEL Programme (Also enclosed list of NGOs and type of activity conduct by them in a separate sheet)			

Regarding fund flow – we were informed that there was no problem and that GOI has released the funds (as evident in the table below).

**Details of grants approved by GoI under NPEGEL in 58 E.B. Blocks (Rs. in Lakh)**

Year	Budget			Funds Received		
	Spill Over	Fresh	Total	GoI share 75%	State share 25%	Total
04 - 05	131.10	1952.40	2083.50	527.59	175.86	703.45
05 - 06	775.29	358.56	1133.85	718.25	239.84	958.09
06 - 07	404.59	2012.40	2416.99	670.00	223.33	893.33

Source: Government of W Bengal, SSA Directorate, November 2007

We were informed that the expenditure till 30th Sept 2007 is Rupees 0258.81 lakhs

**Qualitative insights:**

The State and District level officials frankly admitted that they are not clear about the scheme and that it will take some time before they understand the scheme. Discussions with state and district level officials revealed that they had not read the guidelines and were unclear about what the main objective of this scheme was. They could not explain the cluster based approach and also did not see this scheme as being distinct or different from other similar components in SSA. They said that there was a lot of overlap between SSA and NPEGEL activities. It is evident that there is a need to organise state specific and district level workshops to communicate the concept of NPEGEL.

The Team visited 4 NPEGEL Schools in two Districts of West Bengal---Bankura and Puruliya. Two schools that we visited were particularly insightful.

**Lakshmanpur, Bankura:**

NPEGEL Room ready and has some furnishing, there is no electricity, no toilet (visible to the team). We saw some sewing machines and the HM was quite alert and active. He has a list of out-of-school girls in his cluster. He said that the school was able to re-admit 101 girls (we could not independently validate this). There is a lady NPEGEL coordinator who was not aware of what had happened. It seemed as if her husband was maintaining the records. We were informed that some remedial teaching has been organised that girls were taught tailoring (no syllabus evident) and weaving (also no syllabus evident – a local person said he was the teacher but could not explain what he had taught).

**Adardig High school, Jhalda II, Puruliya:**

NPEGEL Building complete but with men's urinal (Instead of Girls toilet), no electricity, said were running remedial classes in which 16 girls enrolled, no reach out to out-of-school girls. NPEGEL room locked, no lady teacher made in-charge, sports teacher using it. One person said he was running tailoring classes and when we asked about machines – he said he was doing theory classes. He could not explain what he has taught and how many girls came for his class. He could not tell us when the classes were held. The HM in the school said he was not aware of NPEGEL norms and had not read the government guidelines what was in the file.

PHOTO 1

Above - new NPEGEL building in the corner of a school – inaccessible to children and below the material lying unused in one corner of the room.

PHOTO 2

“Out of school” girls in one NPEGEL. The girls could not tell us what they did!

PHOTO 3

An old room being renovated and re-designated as NPEGEL room:

PHOTO 4

NPEGEL room with a male urinal!

PHOTO 5

**Overall assessment and recommendation:**

The NPEGEL programme has not been understood either at the state or at the district level. GOI and GoWB could jointly initiate an intensive orientation programme at all levels to ensure proper implementation of the scheme. May be the help of a NGO or a person experiences / knowledgeable about gender and education in West Bengal could assist the state government to realise the potential of the scheme.

This needs to be done before the end of the current academic year so that in 2008-09 the scheme could be given a fresh direction.

# National Evaluation of KGBV Tripura State Report December 2007

Vimala Ramachandran and Najma Akhtar

## 1 Introduction

- 1.1 The National Evaluation team comprising of Ms. Vimala Ramachandran (ERU) and Dr. Najma Akhtar (NUEPA) visited Tripura between Dec. 11-15, 2007 to review progress in the KGBV and NPEGEL schemes against their stated development objective of reducing gender and social disparity at the elementary level. The emphasis of the scheme is on improving access to quality education in schools, specially at the upper primary level for girls belonging to socially disadvantaged groups (Schedule Caste (SC), Schedule Tribe (ST), Minority, Other Backward Classes (OBC) and Below Poverty Line (BPL) families) residing in the educationally 'backward' blocks (EBBS) through setting up of residential schools and innovative processes. These schemes are not independent interventions but an integral part of SSA.
- 1.2 In order to observe first hand functioning of KGBVs and NPEGEL schemes, the team visited three KGBV schools operational in two districts in Tripura. The team also visited three NPEGEL centres in Model cluster schools in these districts.
- 1.3 The team is grateful to the Principal Secretary (Education) Mr B Sinha, Additional SPD Mr A K Reang and Gender Coordinator Mithu Paul. From the meetings and discussions it is quite evident that the political and administrative leadership is committed to the KGBV mission and understands its relevance in achieving Universalisation of Elementary Education. The members of the Mission express their thanks to the State Project Director, Assistant Director, Gender Coordinator and the entire team of block functionaries for their cooperation and facilitating the evaluation. Most of all, the members of the mission express their thanks to the school teachers, children and community members, who participated actively in discussions and expressed their views unhesitatingly.
- 1.4 Tripura is gradually joining the more educationally advanced states in the country. The total population –according to 2001 Census is 31,99.203 – thereby making it one of the smaller states in the country. Scheduled Tribe constitutes 31% of the population and Scheduled Caste constitutes 17% of the population. The state has only 4 Districts ad 40 Blocks. The overall literacy rate of the state is 73.20% - with female literacy being 65%. There are however significant intra-district / intra-block variations. The enrolment and drop rates have also improved steadily since 2000 – as evident in the tables below. However, it is not clear how there has been a dramatic drop in drop out rates from 2004-05 onwards. According to the state government different awards / incentives have been given introduced along side the cooked mid-day meal and pre-matric scholarships. This may merit a serious analysis of strategies adopted by the state to contain drop out rates.

**Table 1: Enrolment in primary ad upper primary**

Year	Primary (I –V)			Upper primary (VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
2003	238627	219670	458297	95100	87804	182904
2004	256168	231995	488163	97332	91341	188673
2005	261924	238567	500491	101075	96121	197196
2006	257433	236130	493563	104719	99739	204458

Source: Government of Tripura, December 2007

**Table 2: Drop out rates – 2000 to 2005**

Year	Primary	Upper Primary
2001-02	50.42	67.95
2002-03	42.90	65.19
2003-04	39.00	61.00
2004-05	19.68	29.86
2005-06		21.42
2006-07		14.79

Source: Government of Tripura, December 2007

- 1.5 Based the 2001 Census the Government of Tripura identified 7 educationally backward blocks. The 2004-05 household survey estimated the number of out-of-school girls in the 6-14 age group.

**Table 3: Out –of-school girls in 7 educationally backward blocks**

District	Block	Out of School Girls 2006-07
North Tripura	Damcherra	81
Dhalai	Chamanu	173
	Dumburnagar	720
South Tripura	Killa	112
	Ampinagar	58
	Karbook	210
	Rupaicharri	292
Total		1646

Source: Government of Tripura, December 2007

- 1.6 We were informed that in the last five to six years the state government has made concerted efforts to bridge the primary – upper primary gap and that the ratio of primary to upper primary school is close to 3:1. (This ratio needs to be checked / validated by state government)

## 2 Kasturba Gandhi Balika Vidyalaya (KGBV)

### 2.1 Choice and model:

- 2.1.1 Tripura has opted for Model III. The KGBV schools / hostels are located in upper primary / senior basic schools. As is evident from the DISE data there is no severe shortage of senior basic schools in the state. As a result the government decided to locate KGBV in existing senior basic schools – and reach out to out-of-school girls to return to formal schools.
- 2.1.2 The state government informed the team that there were no problems with respect to financial releases. However, during field visits we noted that the Dhalai district Inspector of School has not released the funds for TLM to the KGBV and that given the recent turnover of staff, the team could not ascertain the reasons for inability to release TLM grant to KGBV schools.

**Table 4: Financial Status of KGBV as on 30/09/2007**

Year	Outlay Approved	Release		Due State share as per GOI	Total Fund Available	Expenditure
		GOI	State			
2004-05	43.40	16.27	5.42	Nil	21.69	21.69
2005-06	175.20	16.27	5.42	0.00	21.69	21.69
2006-07	-	131.40	43.80	0.00	175.20	175.20
2007-08	35.83	32.34	0.00	0.00	32.34	16.19

Source: Government of Tripura, December 2007

## 2.2 Infrastructure

- 2.2.1 We were informed that only 2 KGBV buildings have been completed and that 5 are in progress. The cost of construction in Tripura is almost double that of the all India average cost – due to high cost of materials and transport. Also land preparation costs are also quite high in the hilly terrain of the state. The 3 KGBV we visited had five big rooms – one is used for study room, one for dining and general purpose use and three were used for accommodation. The rooms where the girls stayed were quite cramped. Given the overall security concerns in the state – all the KGBV had a high boundary wall.
- 2.2.2 During discussions the Principal Secretary suggested that GOI revise the allocation for building construction and provide additional funds to schools located in hilly / mountainous terrain. He cited the precedence of rural roads construction programme of GOI (Bharat Nirman Scheme - PMGSY) where a higher per kilometre allocation has been made for hilly / mountainous regions.
- 2.2.3 He also informed the team that he would also explore other sources of funds (as he has already done for construction of boundary wall) and that the government will increase the intake to 50 in the near future. He informed the team that he had already discussed this with GOI.

**Table 4: Civil Works Status**

State	Target till Date (Units)	Completed Cumulative (Units)	In progress Cumulative (Units)
Tripura	2006-07	02	05
	2007=-8	07	NIL

Source: Government of Tripura, December 2007

## 2.3 Understanding of the KGBV scheme:

- 2.3.1 The team noted that the state level officials – starting from the Principal Secretary Education – were fully conversant and familiar with all the provisions of the scheme. However this was not the case at the district level – where one District the DEO and IS are fully conversant while in other the DEO and district IS were not aware of the intricacies of the scheme. It needs to be noted that in Tripura all KGBV have 20 girls only – apparently due to the cost of construction being almost 100% higher than the rest of India.
- 2.3.2 The team is of the view that high level administrative commitment to bring all out-of-school girls back into the formal school stream is evident and the state government views the KGBV scheme as an effective mechanism to do so.

## 2.4 Enrolment criteria and process:

- 2.4.1 While the state government is quite clear that the KGBV scheme is essentially meant for out-of-school girls – we saw significant variations between two districts. In one (South Tripura) the focus was entirely on out-of-school girls, enrolment done with the help of Panchayat and the primary schools located in the cluster / block; in another (Dhalai) there were only 3 out-of-school girls who were brought into the KGBV and the remaining 17 were already studying in a UPS. Selection done through Panchayat and school teachers – using the survey of out of school children; the school HM said that the concerned Panchayats take the final decision and hand over the list to the school. The Panchayats are active in selection and we were not able to ascertain whether they were also involved in regular monitoring of the quality and security;
- 2.4.2 Given the role of the Panchayat in selection of the girls – the enrolment of out of school children depends on the level of understanding of the scheme in the Panchayat. May be workshops with Panchayats on KGBV would enable to state government to reach out to the most deprived sections. For example Chaumanu Block of Dhalai District – 9.74% children are reportedly out-of-school (11-14 age group) and the district officials informed us that close to 60% of out of school children are girls. Yet the Panchayat was not sensitized to the educational needs of out-of-school girls.

**Table 5: Enrolment by social group, KGBV, Tripura**

	District	Block	Location	Enrolment					Year
				SC	ST	OBC	BPL	Total	
1	Dhalai	Chaumanu	Hezacharri SB School	01	18	01	-	20	2005-06
2		Dumburnagar	Durbajoy Choudhuripara SB School		20	-	-	20	2005-06
3	North Tripura	Damcharra	Paiza Govt. SB School		20	-	-	20	2006-07
4	South Tripura	Karbook	Paticharri SB School		20	-	-	20	2006-07
5		Ampinagar	Haripur SB School		20	-	-	20	2006-07
6		Rupaicharri	Hezacharri SB School		20	-	-	20	2006-07
7		Killa	Laxmanpara SB School		20	-	-	20	2006-07
Grand Total:		7	7	01	138	01	-	140	

Source: Government of Tripura, December 2007

- 2.4.3 As evident in the table above an overwhelming majority of the girls are tribal – we met girls from a number of Tribal groups – like Tripuri, Chakma and Raeng. The state level data did not indicate presence of significant pockets of Muslims. The minority group in the state is Buddhist.

## 2.5 Profile of the KGBV including distance from Block HQ / location

- 2.5.1 The KGBVs that we visited were located inside the village, was secure with boundary wall – eve when the hostel was not on the same campus as the school. In one village land donated by one of the Panchayat / VEC member – who also taken keen interest in day-to-day activities.

**TO INSERT PHOTOGRAPHS OF THE 3 KGBV VISITED BY THE TEAM**

## 2.6 Teachers:

- 2.6.1 As the KGBV students were studying in the attached senior basic school – most teachers were qualified and appointed as per the state government norms and procedure. The three KGBV we visited has qualified tutors. Given the cultural specificity of Tripura, male teachers are appointed as tutors and community members said that it was not a problem. All the tutors we interacted with were high qualified – with some of them being postgraduates.
- 2.6.2 The number of tutors in each KGBV was less than the approved norm because there are only 20 students in each KGBV as against the approved norm of 50. We could not ascertain how much the teachers themselves changes / grew in the KGBV because most of the tutors we interacted with were fairly new.

## 2.7 Interface between regular SSA and KGBV and monitoring system

- 2.7.1 The programme is fully integrated into SSA and the district Inspector of Schools is involved quite actively in day-to-day management of the KGBV. He visits the schools regularly and the HM and other KGBV staff were in regular touch with him.

## **2.8 Training system and academic support of BRC and CRC**

- 2.8.1 There has been no systematic training programme for KGBV wardens – the BRC / CRC is essentially engaged in monitoring and also supervising the budget, physical arrangements and so on. This remains a weak area.

## **2.9 Educational material**

- 2.9.1 The two districts were quite different. In Dhalai there was no TLM or library and the HM was not aware of the TLM budget – even though we were informed that the entire KGBV allocation had been transferred to the district. On the other hand the KGBV in South Tripura there was an abundance of TLM, good selection of library books. However they were all new and yet to be used.
- 2.9.2 None of the KGBV visited had displayed the TLM and the students were not using any TLM. They essentially relied on textbooks.

## **2.10 Management:**

- 2.10.1 All the KGBV had a full time warden who managed the hostel. Given that they were all graduates, they also helped the students with their studies. We found the wardens alert and very supportive of the girls.
- 2.10.2 The KGBV visited were clean and the environment was pleasant. Toilets and kitchen were clean and they were well maintained. However we did not see any garden. In one KGBV there was a kitchen garden.
- 2.10.3 There was no running water and efforts are currently underway to provide overhead tanks and pumps. In one KGBV the girls had to fetch water from a tank that was being filled by a water carrier.

## **2.11 Flow of funds and financial management:**

- 2.11.1 We were informed that there has been no fund flow problem from GOI to the state and further from the state to District. The state releases funds at one time (when it received from GOI) and the district also transfers funds to the Block immediately (within 7 days) and the Block holds the money and transfers money to the VEC (which manages the school funds) and the bank account is signed by Pradhan (VEC chairperson) and Secretary (HM). The Panchayat, VEC Chairperson and HM are responsible for managing the funds of the school, including KGBV, NPEGEL and the school (MDM etc). It is indeed noteworthy that in South Tripura the VEC manages the funds of the KGBV effectively as VEC chairpersons take active interest in the KGBV.
- 2.11.2 However, we noted that there is a problem of fund flow from the district to the KGBV in Dhalai – the bottleneck is the Block IS office who have either not released all the components (like TLM / Library) or have not understood the programme in its totality. He bases his release on the requisition from the KGBV and the HM is not conversant with the total scheme. There seems to be a communication gap. We were informed that the previous IS was just suspended due to financial irregularities and therefore the new IS is taking some time to sort out the problems in the district. We did not notice any fund flow problem in South Tripura District.
- 2.11.3 The 50 rupees stipend is handed over to the girls every six months. During discussions it was felt that – may be the state can think about how best this stipend can be saved by the girls in order to help them complete 10 years of education (for classes 9 and 10) and also use it as an effective mechanism to teach them about banking.

## **2.12 Sports, theatre, music:**

- 2.12.1 Sports equipment is available in all the KGBV and the girls said they play volley ball. However, most of the games happens in the school and not specific to the KGBV hostel. Some of the sports equipment was new and unused.

### **2.13 Security, health and nutrition:**

- 2.13.1 Security is an important issue in Tripura and all the KGBV are located inside a village, have boundary wall and there is a night watchman too.
- 2.13.2 The overall health issues of girls (including supply of sanitary towels) have not yet been addressed. The height and weight of girls was not taken on admission and similarly medical check-up has not yet been organised. This issue merits more attention.
- 2.13.3 The wardens said that purchasing rice in the open market is very expensive and given high transport costs food items are also quite expensive. During discussions with Principal Secretary Education, it was suggested that rice, oil and sugar could be procured through civil supplies at subsidised rates. This will enable the wardens to include fruit as a part of the afternoon snack – we noted that banana and pineapple grows locally and can be an excellent source of vitamins.

### **2.14 Linkages / communication with parents:**

- 2.14.1 We did not meet the parents as the girls residing in the KGBV come from remote villages. However we met with parents from the main village who seem to be quite happy with the arrangements. They wanted to send their own girls to the hostel and we noticed that many families were extremely poor and their children looked malnourished and weak. They asked why such facilities are not being provided to their children – boys and girls.

**TO INSERT PICTURE OF DHALAI VILLAGE COMMUNITY**

### **2.15 Enriched curriculum and intangible outcomes (sense of self esteem / self worth):**

- 2.15.1 We noted that girls from all three tribal groups were uninhibited and were quite communicative. The cultural programmes displayed were good and rooted in their culture. What is noteworthy is that no effort have been made to enrich the curriculum – the girls could be exposed to martial arts, education about their state / country, to more organised and focused sports and so on. This is a weak area and merits attention.

### **2.16 Recommendations for change in design of the scheme:**

- 2.16.1 First, the state should enhance intake to 50 per KGBV. Recognising the problem of space and high cost of construction in Tripura – GOI should enhance allocation for building for this state as it has been done under the Bharat Nirman Scheme (PMGSY) where the cost has been almost doubled to 1 km – 61 lakhs. Alongside this the state government could also harness additional resources from tribal Welfare funds and also Border Area development fund. The Commissioner of Education said that Tripura has been able to harness additional resources and that this could also be done for KGBV. The tribal welfare boys hostel budget is Rs 50 lakhs for hostel to accommodate 50 boys – this is a special allocation taking the terrain and cost in Tripura.
- 2.16.2 Second, an intensive orientation workshop is required for all the 7 Wardens and 7 IS and HM who are managing the 7 KGBV. This should include gender sensitisation, managing a library and supplementing formal education with enriched curriculum, how to enhance the self-esteem and confidence of the girls. This training could include sharing of best practices from other states. The wardens could also discuss how the existing space could be managed better. This workshop could also include planning for excursions and organising preparatory camps (bridge courses) within the schedule of the KGBV. The vocational component is yet to start – this also needs to be discussed in the orientation workshop. It may be good to invite the local woman Panchayat member to the workshop so that she can monitor the KGBV more effectively.
- 2.16.3 Third, the education department could interface with the health department (NRHM / RCH) and provide Iron and folic Acid, de-worming, regular health check-up (including eye testing) and special support to girls with disability;
- 2.16.4 Fourth, it is recommended that the KGBV organise bi-annual meeting of parents to get a feedback and also help them support the girls.

**National Evaluation of NPEGEL  
Tripura State Report  
DRAFT, 31 December 2007**

**Vimala Ramachandran and Najma Akhtar**

**1 Introduction**

- 1.1 The National Evaluation team comprising of Ms. Vimala Ramachandran (ERU) and Dr. Najma Akhtar (NUEPA) visited Tripura between Dec. 11-15, 2007 to review progress in the KGBV and NPEGEL schemes against their stated development objective of reducing gender and social disparity at the elementary level. The team visited three NPEGEL centres in Model cluster schools in two districts.
- 1.2 The team is grateful to the Principal Secretary (Education) Mr B Sinha, Additional SPD Mr A K Reang and Gender Coordinator Mithu Paul. From the meetings and discussions it is quite evident that the political and administrative leadership is committed to the KGBV mission and understands its relevance in achieving Universalisation of Elementary Education. The members of the Mission express their thanks to the State Project Director, Assistant Director, Gender Coordinator and the entire team of block functionaries for their cooperation and facilitating the evaluation. Most of all, the members of the mission express their thanks to the school teachers, children and community members, who participated actively in discussions and expressed their views unhesitatingly.

**2 Understanding of the scheme at state, district and block levels:**

- 2.1 The scheme has been understood by the officials managing the programme. The state government organised one orientation workshop. However the team observed variation across districts. In Dhalai the HM and Panchayat leader are fully aware and have used the scheme to ensure girls not only enrol but also attend school. The panchayat is fully involved. However this was not the case in South Tripura partly due to recent transfer of IS, BRP and CRP. This perhaps explains the gap between the two districts. The understanding at the state level is excellent and the gender coordinator has attended GOI workshop in Patna. The state team is highly motivated – partly due to the personal interest taken by the Principal Secretary to ensure the state is able to maximise the provisions of the scheme to bring out-of-school girls into the formal stream.
- 2.2 State government understanding is excellent. Highly motivated team and right from the Commissioner to the Gender Coordinator at the state level – they have understood.
- 2.3 The Block and District have lists of out-of-school girls and we were informed that the NPEGEL scheme is essentially focused on getting out of school girls back to formal schools and also ensure the potential dropouts are retained through provision of bicycles and vocational training.

**Out-of-school girls in NPEGEL Blocks, Tripura**

District	Block	Out of School Girls 2006-07
North	Damcharra	81
Dhalai	Chaumanu	173
	Dumburnagar	720
South	Killa	112
	Ampinagar	58
	Karbook	210
	Rupaicharri	292
Total		1646

Source: Government of Tripura, December 2007

**Drop out (boys / girls) classes 1-VIII, as of September 2007**

Name of District	Total			SC		ST		OBC	
	B	G	T	B	G	B	G	B	G
West	21.97	19.47	20.74	23.72	20.07	19.78	20.36	18.99	16.97
South	19.05	17.94	18.52	17.02	15.45	31.90	28.79	9.49	9.21
North	23.18	23.51	23.34	22.42	22.62	29.08	28.25	21.75	22.25
Dhalai	25.37	30.77	27.98	17.47	21.20	35.11	48.39	16.24	11.74
State	21.86	20.96	21.42	21.57	19.73	26.94	28.32	17.40	16.31

Source: Government of Tripura, December 2007

**3 Utilisation of funds and maintenance of separate accounts:**

- 3.1 Funds have been transferred from the state to the district – however the financial statement that was made available to the team did not indicate district-wise expenditure. We noticed significant differences between Dhalai and South Tripura.
- 3.2 We were informed that separate accounts are maintained as per GOI guidelines.

**Financial Status of NPEGEL as on 30/09/2007**

Year	Outlay Approved	Opening balance	Release		Due State share as per GOI	Shortfall excess	Due DONER share as per GOI releases	Total Fund Available	Expenditure
			GOI	State					
2004-05	6.40		2.40	1.60	0.00	(+) 0.80	0.00	4.00	3.20
2005-06	8.78	0.80	6.58	1.40	0.00			8.78	8.78
2006-07	32.07		24.05	5.61	0.00		2.41	29.66	29.66
2007-08	3.64		3.28	2.41	0.00			5.69	3.91

**4 Has the nuance of the scheme been understood?**

- 4.1 The state government has a nuanced understanding – however this understanding needs to be operationalised in all the 7 educationally backward blocks of the state.
- 4.2 Given the texture of tribal communities – gender discrimination is quite subtle and blatant cases of discrimination in food or early marriage is not evident Improve gender sensitivity in the school environment. A lot more can e done to enable girls in upper primary schools to realise their full potential.
- 4.3 We noticed that private tuition is fairly common and that parents / students are eager to do well in examinations. They view education as an important step towards personal development and securing the future of children. This is true for both boys and girls. We met young educated men who were giving private tuitions in the villages.

**Quarterly NPEGEL Progress Report 30th Sep 07 (showing activities completed / initiated)**

<b>Activity Description:</b>	<b>Cumulative target till 2007-08</b>	<b>Cumulative Achievement as on 30/09/07</b>
No of District:	3	3
No of Ebbs:	7	7
Target Block	7	7
No of Clusters	7	7
No of MCS:	900	823
No of Girls enrolled in NPEGEL Cluster	900	891
TLE Grant	Nil	Nil
Activity Description	Target 2007-08	Achievement as on 30/09/2007
Teacher Training on Gender Sensitization:	150	70
Remedial Teaching (No of Girls Covered)	900	737
Additional Incentive (No of girls covered)		
Uniform	900	891
Work Books, Stationary	900	891
Any other(sewing Machines)	140	124
ii. Bi-cycles	175	136
Community Mobilization (No. of People Trained)	49	56
Total No. Of Girls' Benefiting under NPEGEL programme in the State	900	891

Source: Government of Tripura, December 2007

**5 Civil works and construction:**

5.1 All seven NPEGEL building are completed. However, we did not see toilets in the 3 NPEGEL schools that we visited. We were informed that as construction costs are high, the toilets could not be constructed. It may be noted that toilets were shown as completed in the expenditure statement (see table below)

Civil Works	Cumulative target till 2007-08	Cumulative Completed as on 30/09/07
Const of Addl. Classrooms	07	07
Toilets	07	07
Drinking Water	07	07
Electrification	07	01

**6 Implementation in the spirit in which it was conceived:**

- 6.1 Yes at the state level the scheme has been communicated in the spirit in which it was conceived. The state government has also creatively used the scheme to provide cycles to girls living more that 4 km away from the school.
- 6.2 However, there are district level variations – as discussed in the section above.
- 6.3 The Panchayat is closely involved – however the larger community of mothers / guardians have not participated in training and orientation.

**7 Decentralised planning and implementation:**

- 7.1 The VEC and Panchayat have identified out-of-school girls and have made efforts to enrol them and also provide vocational training as an incentive to come to schools. Providing cycles to girls from far off villages has made an appreciable difference.
- 7.2 The NPEGEL scheme has been used to complement the SSA funds – and the focus of the programme is on girls in classes 6-8. The state government has positioned the scheme to ensure girls are retained at the upper primary level.
- 7.3 We came across a good practice in Dhalai District (Dhanyaram Karbaripara SBS). The HM, Panchayat Pradhan (Mrs. Onita Das) and the teachers have used NPEGEL funds to reach out to all the villages in the cluster, have held Panchayat level meetings on ensuring girls do not drop out, introduced professional tailoring / weaving and bamboo work, provided 25 cycles to girls coming from far off villages. This work done in this school needs to be documented and disseminated across the country. They have achieved this primary because of the dynamism of the HM and the lady Panchayat Pradhan. Girls (especially poor and dropouts who have been brought into the school) who come under the purview of NPEGEL get clothes (2 sets), books, bag and stationery. This is targeted to those who had dropped out. The Panchayat is actively involved in monitoring the school and have also been able to ensure parents (MTA) take active interest in the education of their daughters.
- 7.4 However in South Tripura district the NPEGEL programme is at a fledging stage.
- 7.5 In essence, decentralised planning was evident in one NPEGEL school and this is a best practice that needs to be disseminated in Tripura so that other NPEGEL schools emulate the example.

**Dhanyaram Karbaripara SBS,  
Chaumanu, Dhalai Dsitrcet, Tripura: a best practice NPEGEL school**

As we walked into the NPEGEL school in Dhalai district we were greeted by the Panchayat Pradhan and the Head master. The school was buzzing with activity and we saw 20 bicycles parked in the school. The school has 8 classes, 438 students and 8 teachers (3 women teachers). The building a modest structure and located in a poor village. The students, teachers and panchayat leaders were all present to tell us about their efforts to make sure all girls enrol and attend school

The Panchayat Pradhan Mrs Onita Das explained that they have been able to get 17 out of the 25 drop-out girls from their cluster into school. They organised community level workshops in 4 Panchayats (40 habitations) and requested parents to identify the girls who had dropped out. The school then offered to give the girls bicycles to come to school and also agreed to provide uniforms, books, school bag and stationery. The local Panchayat then sent names of out-of-school girls to the school. The teachers and Panchayat went house to house confirming the names of the girls. They also discovered 10 out-of-school boys. This is one of the few NPEGEL schools that has made serious efforts to reach out to all villages / schools in the cluster.

Vocational training classes – professional 3-month course in tailoring, bamboo work and weaving have been introduced in the room built under NPEGEL. The school has hired part-time teachers from the community to impart training. The girls displayed the work they had done and confidently explained the syllabus of the tailoring course.

When we asked how they were able to reach out to all the schools / villages in the cluster – they HM Mr. Milan Mitr Barua said that it has been possible because of the wholehearted support of the Panchayat and the teachers. This school is indeed unique and merits special mention as a national best practice in the NEPGEL programme.

**Dhanyaram Karbaripara SBS (NPEGEL School)**

	Funds received		Expenditure
	2004 – 05	2005 – 06	Up to 30/07/07
<b>Non-recurring</b>			
Building	2,00,000		2,00,000
TLE Grant		33.948	15.000
Sewing Machine		90.000	65.000
Bicycle		100000	60.000
<b>Recurring Grant</b>			10,000 (?)
Management cost		40.000	45.000
Exposure Visit:		50.000	
Library Books			
Awards to students		60.000	10.000
Community Mobilization		30.000	
Total:	2.00.000	402948	405.000
Grand Total:	2.00.000	403948	
Balance as of 30/9/07		1,98,948	

Note: We saw 20 Bicycles in the school. The government has used NPEGEL funds creatively to purchase cycles.

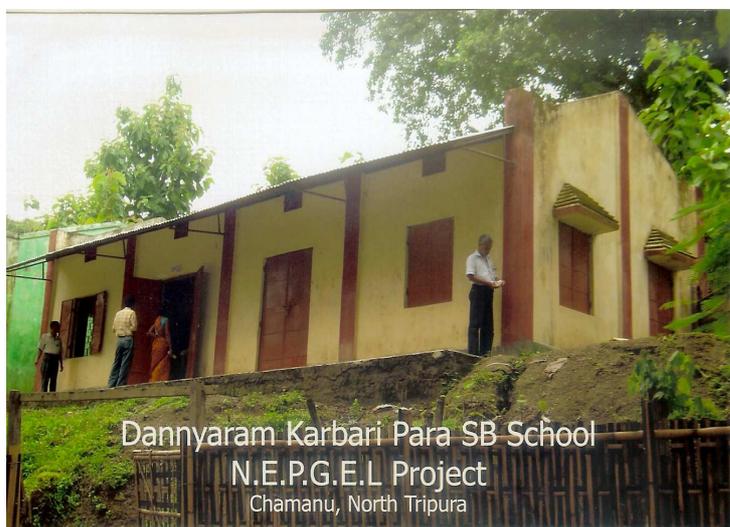
**Unit cost with item-wise break-up under NPEGEL scheme adopted in the state is as follows:**

**Unit Cost of NPEGEL per School (in Lakh Rs.) NPEGEL**

Sl. No	Item/ Component	Amount in lakhs
1	Civil Works	2.50
2.	TLE Grant 0.30	0.30
3.	Recurring Grant	0.60
4.	Mobilization	0.30
5.	Exposure Visit	0.50
6.	Sewing Machine	0.50
7.	Bicycle	1.00
8.	Management Cost	0.34
	<b>Total:</b>	<b>6.04</b>
(Rupees six lakh four thousands only)		

**(INSERT PICTURE OF NPEGEL SCHOOL)**

Some photographs are inserted in this ingredient about NPEGEL Scheme:



under





\*\*\*Students are practicing in swing machines under NPEGEL Scheme at Danyaram Karbaripara SB School in Dhalai District



\*\*\*The Complete Construction building under NPEGEL Scheme in Tingharia SB School under South Tripura District.



Dannyaram Karbari Para SB School  
N.E.P.G.E.L Project  
Chamanu, North Tripura

\*\*\*Students are practicing in swing machines under NPEGEL Scheme at Dannyaram Karbaripara SB School in Dhalai District.



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\*\*\*The Complete Construction building under NPEGEL Scheme in Lewatuisa SB School under South Tripura District.

## 8. Recommendations:

8.1 Firstly, the state government could build on the best practice NPEGEL centre and encourage HM and Panchayat leaders from the remaining 6 Blocks to visit the Dhalai School. This would encourage them to initiate similar work in their own schools. This could be combined with intensive workshops to enable HM, teachers and Panchayet to get all out of school children back into formal schools.

Equally, now that attendance and regularity is being monitored –the next step could be to monitor learning outcomes more rigorously and encourage the BRC and CRC to provide substantive academic support to NPEGEL schools. They could become a “quality hub” – and emerge as a centre for continuing education and training of teachers in the cluster.

8.2 Second, the state government could make the vocational training for more professional by inviting national institutions like NID to develop designs and train the girls in new ways

of using bamboo. This would certainly enhance the value of the products they can make. The focus should be to teach them more than what they would learn at home.

8.3 Third, there is no reading material in the schools (apart from charts) – it may be worthwhile to develop a good library and encourage children to read. The library programme could also enable children to gain greater competency in Bangla language – which is the medium of instruction at high school and beyond.

8.4 Fourth, a more effective and nuanced listing of out-of-school girls could enable Tripura to reach universal enrolment and attendance up to class 8.

***LIST OF PARTICIPANTS OF THE REVIEW MEETING TAKEN BY THE  
COMMISSIONER EDUCATION ( SCHOOL) DEPARTMENT ON 15<sup>TH</sup> DECEMBER 2007  
IN THE CIRCUIT HOUSE- AGARTALA, TRIPURA***

Sl No	Participants	Designation
1	Sri Banamali Sinha	Commissioner Secretary of School Education Department.
2	Sri Hiralal Chakroborty	SPD, Directorate of School Education
3	Mr. Amulya Kumar Reang	ASPD, SSA Rajya Mission, Tripura
4.	Mr. Ajit ch. Das	OSD ,SSA Rajya Mission Tripura
5	Ms.Vimala Ramchandran	Team leader of National Evaluation team
6	Prof. Najma Akhtar	National Evaluation team
7	Ms. Mithu Paul	State Gender Co- ordinator
8	Ms. Jogamaya Chakma	School Meal Officer
9	Mr. Dilip DEbbarma	Joint Director Directorate of School Education
10	Mr. Subir Roy Choudhuri	Senior Research Officer
11	Sri Anil Das	Senior Resource Officer
12	Sri Rathindra Ch. Nath	State Teacher Training Co- ordinator
13	Sri Rathindra Purkayasta	State Pedagogy Co- ordinator
14	Sri Bipad bandhu Majumdar	State Finance Controller
15	Sri Shukendhu Dasgupta	Senior Assistant
16	Sri Ashish Chakroborty	Cashier