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# **BIHAR EDUCATION PROJECT**

**REPORT OF THE  
Review-cum-Appraisal Mission**

**LIBRARY & DOCUMENTATION SECTION**  
**National Institute of Educational**  
**Planning and Administration.**  
**17-B, Sri Aurobindo Marg,**  
**New Delhi-110016**  
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# BIHAR EDUCATION PROJECT

## Review-cum-Appraisal Mission

### OVERVIEW AND SUMMARY OF MAJOR RECOMMENDATIONS

1. The Government of India/UNICEF sponsored Mission conducted a Review-cum-Appraisal of the Bihar Education Project (BEP) from June 27 to July 17, 1994 and visited the State-level office of BEP and three districts, namely, Ranchi, Sitamarhi and Vaishali (a non-BEP district). The Mission team consisted of Mr. Baldev Mahajan (Team leader), Mr. Yash Aggarwal (Co-Team Leader), Mr. Ved Goyal, Ms. Vineeta Kaul, Mr. U.Prabhakar Rao, Mr. John Kurien, Mr. Jacob Aikara, Ms. Manisha Priyam, Mr. M.Sudhir, Ms. Ranjana Srivastava, Mr. A.C.Mehta, Mr. S.M.I.A. Zaidi, Ms. Pramila Menon and Mr. Lakshmanan. The UNICEF had also sought the services of of the Operations Research Group, New Delhi, for providing technical and secretarial support to the Mission. The ORG team however, withdrew at the last minute. The list of team members and the Terms of Reference provided to the Mission are given in **Annexure I** and **Annexure II**, respectively.

2. The Mission wishes to thank the Government of India, UNICEF, New Delhi and Patna office, Government of Bihar and the officials of BEP for the courtesy and support extended to the members in carrying out its activities of review-cum-appraisal. Special mention should be made of the state and the district teams which made valuable presentations and responded to the queries of the Mission. The Mission was glad to observe the enthusiasm with which the officers from the state-level office and the district teams of BEP made their presentations. The officials of the GOI and the UNICEF also provided valuable assistance in clarifying position in respect of several aspects of BEP.

3. During the field visits, the team members were able to get first- hand information about BEP activities and had fruitful interaction with grass-root functionaries, members of VECs, Sakhis and Sahelis of Mahila Samakhya (MS), teachers, headmasters and village activists. The Mission wishes to thank each one of them for free and frank expression of their views. During the review and appraisal of the BEP, the Mission Team was fully conscious of the fact that developments in BEP and its activities should be seen and evaluated in the context of the overall situation of elementary education in the state of Bihar.

4. The report of the review mission is presented in two parts: (i) a write-up on functional and programme components; and (ii) the district reports. Each section contains reviews assessment and a number of action points and recommendations. These are prefaced by an over-view and the summary of the major recommendations of the Mission for necessary action by the GOI/GOB/BEP/UNICEF. Since only three districts, namely, Ranchi, Sitamarhi and Vaishali were visited, the reports for the other districts are based on the documents supplied and the discussions held during the presentation made by each district team at Patna.

#### Proceedings of the Mission

5. The proceedings of the Mission began in New Delhi on 27th July, 1994, with a presentation by the GOI and UNICEF on the background of the project, the significance and timing of the review exercise and the expectations from the Mission. BEP officials could



not participate in the discussions held on June 27, 1994 but joined the team at Patna on June 29, 1994. The detailed itinerary of the Mission is attached as **Annexure III**.

### **Documentation**

6. The Team reviewed work-plans, annual reports, budget statements, fund utilization reports, statistical data on key educational indicators and the reports of the studies conducted by resource institutions etc. No background documents and materials were provided to the mission until June 27, 1994 when the actual review process began. Thus, most of the materials were either made available during the presentations or were obtained at the specific request of the team members. Presentations were also made by persons in charge of functional area and other key functionaries at the State Level Office (SLO) and at the district offices. The team also viewed a few of the films produced by BEP.

### **Meetings with Bihar Government Officials**

7. The Mission team was able to meet the Hon'ble Minister of Mass Education, Sh. Tulsi Singh. The meeting was useful in understanding the state government's perspective on universalization of elementary education. The Mission also had the opportunity of interacting with the Hon'ble Minister for School Education, Sh. Ram Chander Purbey. The Mission is grateful to both the Ministers for their keen interest in the work of the review-cum-appraisal team. The Mission also had the advantage of meeting the Secretary, Social Welfare; Director, Mass Education and Director, Primary Education, Government of Bihar.

### **The Overall Perspective**

8. The task carried out by the Mission has been an exercise of reviewing the BEP midway through its implementation. Obviously it has not been an evaluation of the ultimate impact of the project. The review exercise was concentrated on the various processes involved in the implementation of the project in the form of different components. The ultimate objective of this midway appraisal has been to strengthen the project for the remaining period or in the future if it is extended. The weaknesses in the implementation of the project have been pointed out and appropriate corrective measures recommended with the sole objective of strengthening the project. This does not mean that the project has not many strong points which deserve commendation.

9. With a view to depicting a balanced picture and to provide the overall perspective for the Mission's comments and recommendations on different programme components, it is necessary to set out briefly the salient features and major achievements of the Bihar Education Project.

## **MAJOR ACHIEVEMENTS**

10. The Bihar Education Project is the first EFA project in India, based on a holistic perception of basic education instead of a compartmentalised view of primary schooling, non-formal education and adult education. BEP in fact goes beyond education; its objective is nothing short of the socio-cultural transformation of the most challenging state in India through unconventional modalities and through large scale mobilisation of teachers, activists and non-governmental organizations.

11. BEP represents the first major attempt in India to include the broad range of national EFA concerns, issues, approaches and strategies in one large-scale operational programme. BEP initially envisaged a holistic approach to EFA, using the district as the basic unit of planning and programme implementation, supported by interventions at the macro (State) and micro (village) level. Its most significant strategy has been the use of an autonomous body (the BEP Council) for implementation of programme activities. The principle of overall cost-sharing in the ratio of 3:2:1 between UNICEF, Government of India and Government of Bihar is a key innovation in project financing and represents a groundbreaking effort on the part of UNICEF to raise large scale Supplementary Funds for education in the post-Jomtien period.

12. The major achievements in BEP may be summed up as follows:

- Despite a slow start and process intensive approach, implementation picked up considerably in 1992-93. The 1993-1994 financial year represents the first year for which comprehensive annual work plan was drawn up for each of the seven districts. District planning has emerged as an important project strategy.
- Project management structures established at state level and in 7 districts though to varying degrees of effectiveness.
- Initial emphasis on mobilisation and literacy activities in 1991 has shifted to a clear focus on primary education. Activities related to women's empowerment also emerging as a key intervention.
- Though coverage for different programme components within districts is still very uneven, a "standard" package of service delivery inputs and quality interventions for primary education is beginning to emerge (community mobilisation, provision of facilities, basic materials, teacher training etc.) in the seven districts taken up so far. Provision of facilities with extensive community mobilisation and involvement has emerged as a strong entry point.
- In line with open-ended approach of the Project, some components are at present being given lower priority than others for the time being (e.g. pre-primary education); variations also exist between districts in line with local priorities and implementation capacity - however, considerable experimentation is being undertaken to develop alternatives to formal schooling and to promote early childhood care and education.
- Major strategies for key components are being developed:
  - \* BEP's attempt to secure accountability of village schools as well as non-formal education centres to the community through Village Education Committee and Mahila Samakhya workers;
  - \* BEP's emphasis on local level planning and participative processes;
  - \* BEP has provided impetus for a complete overhaul of the teacher education system in the state;
  - \* alternative approaches for in-service training developed and tested, including establishment of a District Institute of Education and Training at Ranchi;
  - \* developing a viable programme of school-building construction and repair by involving the local community.
- Project has had major impact on attitudes in Bihar towards education at political, administrative and community levels. Project has also played a major role

in mobilising greater national and international interest in basic education. It is regarded as the pioneering effort for other large scale EFA projects which are now being taken up in several states.

#### **BEP: Reaffirmation of Commitment**

13. After three years of sustained inputs, BEP has reached a critical stage. There have been many success stories which can be attributed to the outreach and the initiatives of BEP. Yet there are many shortcomings and areas of concern. The fact that a structure upto the grass-root level has been created for the delivery of innovative programmes, is in itself a great achievement in a state like Bihar. What is needed is a clear focus and strengthening of these delivery mechanisms. Considering the overall situation, the Mission is of the view that there is a strong need for continued commitment to BEP, particularly after early 1996 when the present arrangement comes to an end.

14. The reaffirmation for BEP is also assured because of the political commitment and educational climate which has changed considerably in favour of EFA. After having established the feasibility and replaceability of TLC, the country is at the threshold of launching a major initiative for primary education on a large scale (covering at present 42 districts in six states under District Primary Education Programme). Similar efforts are underway in other educationally backward districts. Considerable progress is reported in the UP Basic Education Project and ODA assisted Andhra Pradesh Primary Education Project. The country is thus poised for a quantum jump in its efforts to achieve the goal of EFA. BEP experience has contributed enormously in the planning and management of new initiatives in more than one way.

15. The Mission is thus of the strong view that there is a need to significantly step up the efforts for achieving UPE in Bihar, without which the goal of EFA in India cannot be a reality. BEP is endeavouring to offer an innovative and sustainable design for achieving EFA goal and needs to be supported financially and technically atleast till substantial achievements are made in realising all the objectives of universal primary education, viz. universal access and retention as well as the achievement of the minimum levels of learning by all the children.

### **OVERVIEW OF THE PROJECT**

16. BEP was the first 'flagship' project on EFA and was formally launched in August, 1991 by the GOI, GOB and UNICEF as a joint response to the major challenge in the field of education in one of the economically and educationally backward state of India. The initial agreement for the funding of BEP is for five years i.e. till March, 1996.

17. The original cost of the project, for a period of five years, was estimated at Rs. 1578.4 crores at 1990 prices which was subsequently scaled down to Rs. 366 crores in 1991, to be shared in the ratio of 3:2:1 by the UNICEF, GOI and GOB, respectively. The three partners joined hands after getting the project proposal formalised through their respective channels for such a commitment. The GOI got the approval of Cabinet, similarly, the GOB obtained its Cabinet's approval and the UNICEF incorporated it in their MOP: 1990-95. A state-level autonomous society was registered to co-ordinate planning, management, implementation and monitoring of the project.

18. The 1990 BEP document "Bihar Education Project" was a vision and attempted to delineate the entire task of educational reconstruction in Bihar. It took a holistic view of

what was required and an attempt to spell out some broad approaches. The specific tasks/activities were to be identified through annual workplans, to be considered and approved by the Executive Committee of the BEP. Being flexible in nature, no prior conditions were attached regarding the type and nature of programmes to be undertaken. A ceiling of 6% for management expenses and 24% for construction activities was agreed.

19. The project, being innovative in nature, was based on the philosophy of environment building and mobilization of stakeholders in achieving the goals of universal coverage, retention and achievement of minimum level of competencies by all children. The 1990 project document spells out the goal of the project as universal elementary education; drastically reducing illiteracy; modifying the educational system to serve the objective of equality for women; making education relevant to the working and living conditions. The project is particularly aimed at educationally, economically and socially deprived people, with a special emphasis on girls and women. These objectives continue to be relevant even today and are in tune with the international and national thrust for achieving the objective of EFA/UEE.

20. While the overall goals have not been altered, in actual practice the emphasis and priorities have shifted over the years. Significant shifts have occurred in BEP's approach to adult literacy. At the time of formulation of BEP, considerable emphasis was given to literacy activities as Total Literacy Campaign (TLC) was still being tried out in various parts of the country. However, later on it was realised that National Literacy Mission would be in a position to cover the state of Bihar through TLC and thus to avoid possible duplication in this area BEP stopped funding of literacy activities.

21. The focus of all BEP activities is apparently on 6-14 years old children. However, rightly so, not many programmes are at present undertaken for the upper primary classes. The upper primary classes generally require a different type of strategy and somewhat different inputs. While the Mission appreciates the wider concern to cover 6-14 years old children, the persistence of low level of internal efficiency for primary education (classes I-V) continues to be a matter of serious concern. Considering the fact that the BEP is a five year project and about three years are already over, the Mission strongly recommends that the focus of BEP should continue to be on primary education (classes I-V) whether in separate schools or as a part of the upper primary schools. This matter should be considered by the BEP management so that appropriate amendments to the BEP charter can be made. This will bring BEP in line with the DPEP framework.

22. It is true that BEP began as an open-ended project with strong emphasis on environment building and community mobilization. Considering the initial expectations, past progress, and the state as well as the national environment for EFA. BEP has a tremendous potential in developing viable strategies for achieving the goal of universal primary education in educationally and economically backward regions of the country. In order to sustain the basic character of BEP, it is recommended that the project should operate within the following parameters:

- a. Interventions/investments in areas where activities tend to be a substitute of on-going programmes/schemes in the state should not be funded from BEP. The existing state/central resources should be used to the extent possible.
- b. For the time being, primary education (classes I-V) should remain the focus for all interventions under BEP. Programmes for upper primary schools (VI-VIII) should be considered with limited geographical coverage and on experimental and pilot basis only.

- c. The BEP should strive to develop models which may have implications for the state as a whole and demonstrate its success on a small scale.
- d. Emphasis should be more on environment building, community mobilization and building the capacity for bringing about qualitative improvements rather than making it a supply-driven programme.
- e. Before launching any innovative scheme, adequate field testing and try-out should be carried out on a pilot basis so as to establish the efficacy and cost-effectiveness of the proposed measures.
- f. Ideally, under the present arrangement, the project should confine itself to seven districts. The geographical spread of the project to other districts, whenever necessary, should be undertaken only after the base-line studies are conducted in the new districts and an assessment of the initial conditions is available. This will not only ensure that strategies and interventions are appropriate but also ensure that the impact studies can be repeated after 2/3 years.
- g. For recurring expenditure relating to incentives, free distribution of text books and materials, school construction, appointment of new teachers, fellowships etc, the principle of declining contributions from BEP funds should be followed so that at the end of the project phase, their funding from the state resources becomes easy.
- h. BEP should consider the funding of opening of new schools and the appointment of additional teachers on the basis of increased enrolment in Classes III, IV and V taken together. This should also be funded on a declining basis.
- i. The management structure, particularly at the apex level, has to be effective and dynamic. In matters of technical and professional nature, the EC of BEP should seek expert opinion by appointing teams of consultants from the state institutions/ universities and other national and state level organisations. This is particularly necessary for the evaluation of annual workplans of the SLO and the districts.

### Coverage

23. The Project was initially started in three districts of Ranchi, West Champaran and Rohtas and later on (in 1992) extended to another four, bringing the total geographical coverage to seven districts. One of the seven districts, i.e., Chatra was a late starter because of law and order problems. Due to various reasons, further expansion of geographical coverage was not taken up as originally proposed. While in the initial phases, the selection of districts was done more or less in an adhoc manner, further expansion of the project, as and when necessary, should be based on a sound and logical criteria, preferably the one being followed in DPEP.

24. Although, the project activities are now spread over seven districts, the geographical coverage under various components/ activities is quite small and uneven in all the seven districts. There are large geographical stretches within each district where considerable scope for expansion of project activities exists, particularly in the context of environment building, mobilization and setting up of VEC etc. Universal provision of primary educational facilities in the 50 blocks in seven districts that BEP is working intensively is not yet a reality.

25. Thus, there are, possibly, two choices regarding the extension of coverage: first to expand and consolidate the project activities in the seven districts and secondly to spread

to selected pockets in other districts. In the Mission's view, intensive coverage will yield better and sustainable results rather than spreading thinly. Implementation delays, administrative problems and burn out of key functionaries, signs of which were already visible, is faster in a larger geographical area. Therefore, the extension of geographical coverage may not be considered now. The Mission recommends that in the immediate future, the BEP should consolidate its programmes in the existing seven districts rather than extending the coverage to a few more pockets in other districts. Besides, environment building and enrolment expansion, significant gains in terms of retention and achievement are yet to be realised even in seven districts where the project is functioning now. Once the retention and achievement levels start improving, the demands for additional classrooms, teachers, materials and other facilities will increase manifold and will require a far greater role for BEP. The state resources or the funds from other sources should be used in other districts of the state to replicate those activities where significant gains have already been achieved through BEP intervention. These include community participation, teacher training package and NFE for out of school children. The participatory nature of management through VEC and school construction are the other areas where work can begin in other districts.

## PROGRAMME AND PROJECT FINANCING

26. Four issues relating to financing were addressed by the Review-cum-Appraisal Mission. First, sharing of project costs and financial flows; second, the analysis of expenditure on different activities/components during the last three years; third, the efficacy of the work-plans for 1994/95; and finally the question of sustainability including an assessment of the state government's ability to shoulder the liability of recurrent expenditure after the project is over.

### Project Costs and Geographical Coverage:

27. The BEP was originally planned with a five-year perspective at an estimated cost of Rs. 1578.4 crores (1990 prices). In 1991, at the time of preparing detailed cost estimates and work-plans, the total cost of the project activities was estimated at Rs. 366 crores (1991 prices). The goals, objectives and the thrust of the programme remained the same. The GOI obtained necessary approval from the Cabinet and the UNICEF's commitment was reflected in their MOP: 1990-95.

### Norms for Sharing of Financial Responsibility:

28. The UNICEF, GOI and GOB agreed to share the project costs in the ratio of 3:2:1. These ratios are applicable to the overall costs. The respective shares thus amounted to about Rs. 183 crores for UNICEF; 122 crores for GOI and 61 crores for the GOB. It was also envisaged that the project funds would be additional to the ongoing and the proposed programmes of the central and the state government. The management expenses were limited to the extent of 6% and the limit on construction activities was later fixed at 24%. In the case of BEP, it was envisaged that after the work-plans are reviewed and approved, each partner will contribute its share in advance.

### Fund Flows 1991/92 to 1993/94:

29. The project started on a modest scale in 1991/92 with a total receipt of Rs. 1.82 crores which increased to 5.94 crores in 1992/93 and 23.05 crores in 1993/94. A total of Rs. 30.82 crores were received till the end of March, 1994 out of which Rs. 21.57 crores were utilized.

It was pointed out by the UNICEF, that pending the registration of the society a sum of Rs. 4.2 crores was given for pre-project activities in 1990/91 (basically for literacy campaigns. This amount is not reflected in project accounts.

30. At the project formulation stage, it was envisaged, in good faith, that approval of the annual plans by EC, in which all partners are represented, is sufficient for them to contribute their share in advance. It is based on the assumption that previous years accounts will be settled and all advances liquidate as per the accounting practices is vogue. These arrangement has not worked well in this case. The situation worsened as no mechanisms were evolved to ensure that the various partners contribute their respective shares in advance in a consistent and co-ordinated manner.

31. he BEP regularly sends a monthly statement of expenditure to the GOB, UNICEF and GOI. The Mission was informed by the Project Director, SLO follows a prudent financial management policy and that so far no feedback/ comments/enquiries were received in writing from GOI/UNICEF on the monthly statement of accounts. It is, therefore, assumed that all partners were satisfied with the funds utilization. The GOI clarified that periodical meetings with the Project Director and the Secretary, Education, GOB are held regularly to review the progress and to consider the release of GOI's share. The questions relating to accounts and advances were discussed in these meetings. Audited statements for the year 1992/93 are available for SLO and the districts. The accounts for 1993/94 have been finalised but are yet to be audited. Therefore, fund utilization statements are the only source of information for 1993/94.

#### **Percentage Distribution of Funds Received by BEP**

Year	GOB	GOI	UNICEF	Total
1991/92	0.00	00.00	100.00	100
1992/93	65.59	33.63	0.77	100
1993/94	0.22	69.41	30.37	100
Total for 3 years)	12.81	58.40	28.78	100
Anticipated Ratio	16.66	33.33	50.00	100

Source: Chapter 1, Table 2.

32. The above ratios are far from satisfactory and have no relationship, whatsoever to the agreed norms of funding the project activities by the three partners. There have been wide fluctuations in receipts by BEP from the three parties. The major contribution was made by UNICEF in the first year, GOB in the second year and GOI in the third year. In overall terms, the GOI's contribution is far in excess of its share while the GOB and UNICEF's contribution is far short of their respective shares (This excludes the UNICEF's contribution for pre-project activities). The BEP Project Director argued that the above mentioned factors have affected the planning and the pace of implementation of the programme to a large extent, a claim which is not fully justified. In addition to the above, UNICEF has made some supplies, the accounts/value for which is yet to be assessed.

#### **Flows of Funds: SLO and Project Districts:**

33. In order to assess the availability and utilization of financial resources at the state and the district level, the Mission requested for monthly closing balances in respect of SLO and the districts. The information was available only for the SLO and the two districts

visited by the team. The Mission was informed that monthly balances for other districts cannot be computed at the SLO.

34. A cross-section view was available for all districts for July, 1993 from the fund utilization statement submitted by the SLO. Data presented in Table 3 to Table 6 and figs 1-4 (Chapter I) showing monthly closing balances for the 1992/93 and 1993/94 and also the closing balances for all project districts as on 31.7.1993 makes it abundantly clear that the SLO acts as a clearing house and does not keep any surplus money with itself. The SLO has preferred to park surplus funds with the districts rather than keeping it at headquarters, many times far in excess of the district's normal requirement. For example, in July, 1993, Sitamarhi district office had a closing balance of about 2 crores, mostly lying in savings account whereas the total expenditure in the full year's operations was Rs. 2.84 crores. The closing balances for other months in 1993/94 were also substantial. Sitamarhi district has earned interest in savings bank account which runs into lakhs of rupees. The position is similar for other districts also. In case of financial difficulties, it is easier to manage funds prudently from SLO rather than leaving huge surpluses scattered in district accounts.

35. The Mission, therefore, recommends that for the remaining duration of the project, (i) the advances with the districts have to be limited and the Project Director should review the position on a month-to-month basis and this data should be supplied to all the partners alongwith the monthly funds utilization statements; and (ii) a sub-committee of the BEP EC may be constituted to liaise with the funding agencies. It could also consider, in consultation with GOB, GOI and UNICEF, the setting up of a rolling fund so that if the need be, the working capital requirements for about 3-4 months can be met expeditiously. More important is that all partners should honour their commitments after the annual plans are approved by the EC. In Mission's view these two measures will ensure that adequate funds are available for normal functioning of the project.

#### **Work Plans and Actual Performance:**

36. The work-plans for 1991/92 to 1993/94 made a total budgetary provision of Rs. 70.22 crores against which the receipts of Rs.30.82 crores were recorded and utilization of Rs. 21.57 crores has taken place. Two third of the total funds utilization has taken place in 1993/94 alone. Yearwise details are as under:

#### **Budgeted and Actual Expenditure**

Year	Proposed Budget	Financial Receipts	Actual Utilization	(Rs in lakhs)	
				% Budget	% Receipts
1991/92	540.00	182.78	168.86	31.3	92.4
1992/93	1702.00	594.59	594.51	34.9	100.0
1993/94	4780.00	2305.00	1394.06	29.2	60.5
1994/95	6927.81 (Proposed for seven districts)				

37. Without undermining the role and significance of mobilization and environment building, it is clear from the above table, that the BEP has been planning ambitiously and the actual expenditure has been far short of the planned outlays but matched the receipts excepting 1993/94. A perusal of the work-plans for 1994/95 indicates the same unrealis-



tic approach. The proposed expenditure during 1994/95 is Rs. 69.27 crores as against the expenditure of 13.94 crores for 1993/94, a five fold increase in one year. The past experience has shown that even in case of school supplies, the easiest to handle, there have been large delays in the procurement and distribution (Also see the chapters on primary education and text books).

38. A similar exercise for each of the functional area/component revealed that under utilization of funds (as compared to budgeted provision) has been a uniform feature. A comparative analysis of the expenditure pattern for 1993/94 for all districts is presented in Table 7. It is observed that for none of the districts the budgeted money was actually utilized. The utilization ranged from as low as 15.1 percent in the case of West Champaran to 48.2 percent in the case of Chatra. It makes us believe that there is no relationship between planning and implementation of activities. The inadequate and erratic flow of funds has considerably affected these ratios.

39. Therefore, the approval of over-ambitious annual work-plans, on the one hand, and erratic nature of financial contributions, is an area of utmost concern for the Mission. The BEP management should have properly assessed the resource availability before approving workplan. It is also necessary to learn from past experience and assess the feasibility of district plans. Services of experts/consultants can be availed of for examining the feasibility of annual plans.

40. The Mission faced some difficulties in comparing the work-plans with the outcomes as the classification scheme adopted for presenting the action-plans is entirely different from that of fund utilization reports. This makes the tasks of any comparative assessment most difficult. The reporting formats for 1992/93 are different from those of 1993/94. The SLO should invariably follow a consistent model for costing of work-plans and for reporting of fund utilization against each item of work-plan. A proper classification of budget heads and sub-heads should be evolved and maintained for the total duration of the project. The Mission further recommends that processes for monitoring of district plans be evolved/strengthened so that adequate feedback is available on the outcomes and remedial action is possible through mid-year reviews of the work-plans for each district.

#### **Non-Recurring (NR) Expenditure:**

41. Most of the infrastructure creation took place in 1993/94. A sum of Rs. 5.77 crores was spent as NR expenditure which accounted for 43 percent of the total expenditure during the year. Major items of non-recurring expenditure were school construction programme (409 lakhs), school furniture (16.22 lakhs) and sports materials. It has also been noted that NR expenditure for MS is booked separately and that of DIET building has not been included in the above statement of NR expenditure. The Mission, therefore, recommends standardization of accounting procedures. If need be, the services of a financial adviser be obtained to streamline the accounts and the recording procedures.

#### **Distribution of Recurring Expenditure:**

42. The management expenses account for 16.4%, far in excess of the prescribed ceiling; primary (formal) education has accounted for 46 percent of recurring expenditure followed by training accounting for 12.5 percent. NFE accounted for 2.1 percent in 1991/92 and increased to 12.3 percent in 1993/94. However, the geographical coverage is yet to be expanded considerably in seven districts.

### **Expenditure on Primary Education**

43. Supply of free textbooks in all seven districts to SC/ST and general girl students accounts for 36.1 percent of the expenditure on primary education. An equal proportion is spent on students kit and incentives. The two items taken together account for 71 percent of the expenditure on primary education. Supply of library books and provision of hand-pumps for the schools have been other items of expenditure.

44. While the school supplies and incentives to students are desirable on social consideration, their contribution in improving quality is yet to be established. Decisions to launch various incentives or school supplies are not based on triedout experiments and their cost effectiveness is yet to be established. Evaluation studies have shown that distribution of free textbooks had no visible impact on enrolment and retention of children. During the field visits, the Mission observed gross under utilization of textbooks. The Mission recommends that BEP should evaluate the cost effectiveness of incentives and school supplies programmes. It is also suggested that such programmes should be taken up on declining funding basis.

45. Training expenses include the expenditure on DIET. For Ranchi DIET, an expenditure of Rs. 42.81 lakhs has been booked for the year 1993/94. Similarly an amount of Rs. 67.51 lakhs, accounting for 88 percent of training expenses, has been booked for DIET, Ranchi in 1992/93 accounts. Since the capital costs for Ranchi DIET have not been booked anywhere else, it is assumed that these accounts include both non-recurring and recurring expenditure, which is a wrong accounting practice. It hides the capital costs and inflates the expenditure on training activities for the project.

### **Additionality and Substitution:**

46. An important pre-condition of BEP funding was that new and innovative experiments and programmes will be undertaken to achieve the goals of EFA. It was also envisaged that activities of the BEP will be in addition to the ongoing programmes of the central and the state government. The following list of activities suggest that substitution may be taking place instead of their being additional. (i) stopping of OB scheme and providing for blackboards, library books and other materials to schools through BEP; (ii) stoppage of state run NFE centres in areas of operation of BEP; (iii) stoppage of supplies of uniforms and scholarships to SC and ST students by the department of welfare and compensating the children through other incentives by BEP; (iv) non-recruitment of teachers by the state despite claims for significant increase in enrolment and the introduction of the scheme of part time teachers to be funded from BEP; (v) Funding the construction of DIET, Ranchi.

47. The Mission feels that BEP funds should be viewed as the financial resource to be used as a last resort. Other state and central funds should be utilized to the extent possible and BEP funds should be used to bridge the gap, if any. In fact, there is no effective and meaningful liaison between the DOE and the BEP as far planning of state activities is concerned.

### **Accounting Practices and Reporting Formats:**

48. The BEP has evolved the practice of internal audit at the SLO and the district level. The annual accounts are audited by a firm of chartered accountants. There is a provision of statutory audit by CAG/AG once in three years. In the case of financial reporting, the BEP follows different proforma than those used for preparation of work-plans and for

reporting of expenditure on various activities. In view of the issues raised in para 35 and para 40, the Mission, therefore, strongly recommends that a statutory audit should be carried by the CAG of India so that issues related to accounts and procedures can be sorted out.

### **Sustainability of Educational Programmes**

49. The sustainability of BEP has been examined by considering (i) state finances; (ii) additional liability due to ongoing programmes and (iii) additional liability due to BEP project takeover.

### **State Finances**

50. Ever since its inception, the project has received full political and administrative support of the state government. While the state has been supportive of the BEP activities at the state and the district level, this commitment is not fully backed by action.

51. In the education sector, soon after the adoption of NPE, 1986, a number of centrally sponsored schemes were launched but many of these had to be abandoned mid-way or slowed down in Bihar. For example, the OBB scheme was launched but practically withdrawn in subsequent years, the NFE scheme has been in difficult position for the last few years. The allocations to NFE scheme have now been practically stopped by the state. The state has not been able to utilize the funds for the setting up of DIETs, a basic requirement for developing a sound system of teacher training. A large number of vacancies have remained unfilled for years together. Currently, the number of unfilled vacancies of primary school teachers is about 40,000.

52. There have been significant cuts in the Plan expenditure and the Non-Plan expenditure is barely sufficient to meet the salaries and additional DA obligation of the staff. During 1991 to 1994 period, the non-plan expenditure (at current prices) on education increased @ 5.8 percent per annum as compared to a growth rate of @ 27% per annum in 1988 to 1991 period. In the case of primary education, the corresponding growth rates were 6.7 and 27 percent per annum ( at current prices). The increase in 1993/94 over 1992/93 was just sufficient to meet the additional burden due to DA of the staff (Table 13 of Chapter 1). Thus in recent years, it has not been possible to even maintain constant level of investment in education sector. The government could tide over the crisis by merely reducing the number of working teachers (by keeping the vacancies unfilled). In 1994, the number of working teachers is far less than those in 1991. While there is an apparent increase in the share of budgetary allocations to primary education from 64 percent in 1991 to 66 percent in 1993/94, this is essentially due to a steep decline in allocations to other sub-sectors of education as a result of declining budgetary support (Table 14 Chapter 1).

### **Additional Liability due to Ongoing Programmes:**

53. There are about 40,000 teacher vacancies out of which about 25,000 posts are to be filled up soon. This will mean an additional expenditure of Rs. 75 to 100 Crores per annum. Filling all existing vacancies will require a total recurring expenditure of 120-130 crores. The Department of Tribal Welfare has stopped the supply of uniforms and free textbooks to SC/ST students. Uniforms and scholarships have not been paid after 1991. Restoration of these facilities will cause considerable burden on the exchequer.

54. When these items of expenditure are compared with a sum of Rs. 32.6 crores earmarked as Plan funds for primary education in 1993/94, the limitations of the state govern-

ment to sustain the ongoing activities becomes quite apparent. The position might change in the next few years, if the state government overcomes financial constraints.

#### **Additional Liability due to BEP activities:**

55. The Mission, notes with concern that BEP is becoming more a supply oriented programme and will have greater recurring liability for the state government which under the present circumstances will be difficult to sustain.

56. The major item of expenditure which the state will have to bear from its own sources is the expenditure on the supply of textbooks and kits to all students in the state. Assuming the present level of enrolment and cost of materials, the recurring cost for the state works out to be about 50 crores per year (1993/94 prices) which in itself is one and a half times the Plan budget of the state for the primary education for 1993/94. Under the present scenario, this scale of activity is highly unsustainable in the long run. The state has earlier withdrawn the scheme of free textbooks. The position with respect to other components of the recurring expenditure is not much different.

57. The BEP has proposed an annual work-plan of Rs. 69.3 crores for 1994/95, Going by the present trends, the plan for the terminal year of the project may be about 40 crores. Assuming 70% to be the recurring cost, the state liability will be of the tune of Rs.30 crores per annum for the seven districts. This amount is approximately the same as the annual plan expenditure for education for the whole state. Thus, under the present funding pattern, the ability of the GOB to sustain the BEP after 1996 is not clear.

## **PLANNING AND MANAGEMENT**

### **PLANNING**

58. BEP was initiated with laudable goals in some of the most educationally backward areas of the state. The task was further complicated as BEP began as an open-ended evolving project with a clear focus on mobilization and community participation. The planning strategies for BEP were thus to be evolved within these constraints, which in itself was a major challenge for development planners. As no pre-determined solutions were available to educational problems, so was the case with planning methodology. This called for a flexible but a comprehensive approach to planning, management and monitoring of various interventions particularly in a decentralized framework.

#### **The Planning Goals**

59. While the implicit focus of all planning under BEP is intended to be on 6-14 years age-group children, in reality the activities and other inputs under BEP are confined to classes I-V children i.e. for the age-group 6-11. It is also realized that classes VI- VIII require a different type of approach, strategy and inputs. Considering all related aspects, the Mission strongly recommends that BEP should exclusively focus on primary classes (I-V) whether run in independent primary schools or as a part of upper primary schools.

60. The BEP document clearly recognizes the need for micro-planning. However, in reality the systematic micro-planning has not made much headway. The Mission, therefore recommends that preparation of guidelines and manuals for micro-planning should be undertaken by BEP. This will provide BEP a unique opportunity to make a breakthrough in one of the vital areas of educational planning.

## **Selection of Districts and Geographical Coverage**

61. No objective criteria was formulated for the selection of districts/areas to be covered under BEP. The same is true of the selection of blocks within the district. The Mission was informed that the major considerations in the selection of districts were (i) number of voluntary agencies, (ii) areas where environment- building work was in progress through 'Total Literacy Campaign' and (iii) to include districts to give appropriate representation to all the regions of the state. With regard to the selection criterion, the general answer given by district teams was that initially those blocks were selected where Operation Blackboard (OB) scheme had not been implemented.

62. Flexibility in the norms may have been justified to ensure some degree of viability and success in the first instance. However, as the programme expands to other geographical areas, there is a need to adhere to some objective criteria so that more needy areas are not left out for want of advocacy. The Mission, therefore recommends that BEP should clearly spell out the criteria for the selection of districts as well as the blocks.

63. The Mission further noted that there are few areas where all the activities/ components tend to converge. Convergence is more of an exception than a norm. This has happened because there is no co-ordinated planning, an issue which will be discussed later. The accepted principles of regional planning suggest that the gains can be enormous and saturation is achieved early if activities tend to converge in an area. The Mission strongly recommends that convergence of various inputs/programme activities should be the main focus for the next few years.

64. One important issue is about the lines on which BEP should be further expanded. Since the project places a great deal of emphasis on the process-intensive activities and the initial efforts in all the districts are focused on environment building and community mobilization, the start is necessarily slow and there is considerable time-lag in stepping up implementation of different programme components. Environment building, community mobilization, and teacher training cannot be an end by itself. These programmes must contribute to the overall improvement in enrolment, participation and achievement of children in the school and non-formal system. Since these activities follow after the preparatory phase of setting up of management structures and teams of resource persons working together to bring about desired changes in the system, the continuation of the project for 3-4 years in the selected areas may be necessary. Even in three districts included in Phase I of the project where work was initiated about two-three years ago, the whole package of service delivery inputs and interventions for quality improvement of primary education have not been extended to most parts of the district. The only activity which extends to the whole district is the provision of incentives like supply of free textbooks to SC/ST children and girls.

65. It is, therefore, felt that no new districts should be added to the project unless there is possibility of extension of the project by another two-three years.

## **Decentralized Planning**

66. The Plans as prepared and finalized by the districts are presented to the Executive Committee of the BEP for approval and implementation. Since there is a general lack of planning concerns, at no stage a rigorous scrutiny and appraisal of the plans is undertaken. If at all such processes are undergone, there are no reports at the SLO to indicate the processes and the issues raised in reviews. The ad-hoc nature of reviews has been the root cause

of many management and implementation problems facing the project. The Mission strongly recommends that BEP should evolve, at the earliest, processes and procedures for appraisal and review of district plans. Some suggestions have been made in Chapter 2.

#### **Capacity Building (Planning and Management):**

67. Planning in a decentralized framework requires the services of highly skilled professionals. The following weaknesses in the planning capacity of the BEP project should be overcome without delay:

- a. there is no planning specialist available within the project staff at the state or the district level;
- b. the concept of integrated planning and developing a long-term scenario of the BEP districts was never taken up;
- c. there is a considerable confusion about the drop-out ratio and assessment of minimum levels of learning (see chapter on primary education)
- d. at no point of time the project authorities considered the involvement of planning experts so that some of the methodological issues could be resolved; and
- e. in the last four years, none of the staff got trained in planning methodology.

68. The Mission, therefore, recommends that the BEP should develop plans for capacity building in planning and monitoring. If need be, state level management institutions, universities and the national resource institutions can be involved in this exercise.

#### **Review of Planning Approach Followed by BEP**

69. The project is now running into fourth year for three districts, third year for another three districts and the second year for one district. But out of the four components of UPE, the planning efforts are totally concentrated on universal enrolment and on MLL on an experimental basis.

70. So far no serious efforts have been made to reduce dropout rates. Despite good progress in enrolment in class I, the dropout rate in almost all project districts is alarmingly high.

71. No target has been fixed in any of seven district to achieve the objective of universal retention and achievement of MLL. The district plan documents mention only the coverage of number of schools for MLL but there has been no proper evaluation to ensure whether the children of these schools are really achieving MLL, except that such an effort is seen to some extent in Ranchi district.

72. The first component of UPE i.e., provision of universal access also does not appear to have been given serious attention because BEP does not envisage either opening of new schools or appointment of new teachers. Because of the financial stringency, the Government of Bihar has not been able to open any new school or appoint any new teacher for the last 5 years or so. The result is that almost all schools in the state are over-crowded and pupil teacher ratio is much higher than the state norm of 1:40. It seems the enrolment boom that has been made possible due to efforts of BEP is unfortunately creating an adverse effect in some of the schools.

## MANAGEMENT ISSUES

### Accountability of Basic Education System to the Community

73. Bihar Education Project (BEP) has attempted to secure accountability of village schools as well as NFE centres to the community through Village Education Committees (VECs) and Mahila Samakhya (MS) workers. While exercising general supervision with regard to teachers' punctuality and regular attendance, VEC members are involved in enrolment drives. The repair and construction work in schools is also undertaken through the VECs. In the same manner distribution of free textbooks and other materials is also being arranged through VECs. Through such measures for securing involvement of VEC and MS groups working in the villages, there is a strong effort in mobilizing the community for the basic education system as well as building accountability of schools and NFE centres to the community.

### Decentralized Management

74. The BEP management structures have been established now in all the seven districts. The village level structures in the form of VECs and MS groups have also become operational in a certain number of villages. It is however, felt that no appropriate structure has yet been set up at the intermediate level between the village and the district. The Mission recommends that a similar collaborative mechanism be created at the intermediate level which will forge alliance with government functionaries, social activists, voluntary agencies, representatives of teachers and parents.

### Convergence of Services

75. To ensure close collaboration between different agencies and to secure overall support of the district authorities, the mechanism of associating the DM and DDC with the district level management is a prominent feature of BEP.

76. The flexible structure created by BEP at the district level and the option available of selecting a government official to fill a position on deputation or to get a non-governmental expert, specialist in education to be appointed on contract basis is an obvious advantage. However, frequent transfers of the district administrative staff is a cause of concern.

### Management training for School Heads:

77. With the changing environment, there is a need for reorienting educational administrators including the head-teachers in participatory decision-making. The school headmasters have not been adequately trained in school management. The BEP should with the help of management institutions evolve a package for training of school headmasters.

### Involvement of regular education functionaries in BEP

78. An important issue that has emerged is the extent of involvement of the existing machinery for basic education in the BEP management structure and implementation of programmes. Two important considerations need to be kept in view for securing their full involvement are: (i) to sustain improvement in teaching learning process and other areas in the schools and (ii) eventual transfer of responsibilities for sustaining BEP interventions and incorporating them in the regular system of education.

## Linkage and Coordination with the State Education System

79. The Mission has not been able to observe the impact of BEP on the overall system of basic education in the state. The Mission has also not been able to assess the extent to which co-ordination has been secured between the activities of functionaries responsible for the formal school and those implementing BEP programme. There is no study available on the impact of BEP programmes on the general system of education in the state and the co-ordination achieved between BEP and the over-all formal education system. Keeping in view the long-term perspective of improving the system of primary education in the state, the Mission recommends that continuous efforts should be made to secure the desired linkage and coordination between the BEP programmes and the general system of education in the state.

## MANAGEMENT INFORMATION SYSTEM

80. The BEP started well by emphasising the role of MIS in project implementation. In the first meeting of the Executive Committee of BEP held in July 1991, it was decided to develop an integrated Educational Management Information System (EMIS) to strengthen the project implementation, monitoring and evaluation. AN Sinha Institute was to become a nodal centre with the technical cooperation from NIEPA. Accordingly, NIEPA set up a COPE cell at DIET Ranchi for computerization of data for Ranchi district for the year 1991/92. Despite various constraints, a complete database using the COPE formats was developed at DIET, Ranchi and made available to the Project authorities at the district and the state level. For want of co-operation from project authorities, the Training Officer appointed under COPE was withdrawn. In the meantime, the BEP decided to develop the alternative model with the help of NIC, Patna.

81. The perusal of the work-plans for the last three years indicates that no systematic effort was made to operationalise the recommendation of the EC. Ad-hoc approach was followed in setting up MIS facilities at the SLO and the districts. As of now, a computer centre has been established at SLO and in all seven districts. In terms of software packages, neither the SLO nor the districts units have followed a consistent policy. Besides word-processing facility, lotus is the only other package which is available at the SLO.

82. The Mission is of the view that the existing hardware and software facilities available at the SLO and in the districts are not adequate to develop an integrated and functional EMIS. Frequent hardware breakdowns are reported and it takes long time to get these rectified. In Sitamarhi, the computers cannot be used for want of electricity and even UPS is not adequate. In Ranchi, both the generator and UPS were out of order.

## Existing Staff and its Training

83. Except at the SLO, the post of Computer Programmer has not been created in any district. Whatever staff has been provided in the districts, is not adequate and lacks professional experience and training. For instance, in Sitamarhi district, an untrained ministerial staff member is put on the job whereas in the Ranchi district a resource person (Primary education) is looking after the work of EMIS on part-time basis. The Mission is of the view that computerisation is an area which requires full-time and qualified staff, extensive training and coordination at the state level. BEP till now has not undertaken any exercise for staff development for managing EMIS and hence it is fully dependent on NIC for programming purposes. Even for getting the print-out of the basic information at the district level,



the SLO approaches the local NIC. The Mission therefore recommends that the existing computer units be strengthened and immediate steps should be taken to evolve a plan on continuous basis for training of EMIS staff both at the district and state levels. The training of professional staff should focus on methodology of educational planning, analysis of educational data, use of statistical and other packages. Training is also necessary for the staff engaged in data collection, data entry, analysis and dissemination.

84. The BEP has not yet finalised the proforma for school data base. During the field visits to Ranchi and Sitamarhi, the Mission noticed that the districts have modified these proformas to suit their requirements and the state team was unaware of this. Thus there is a complete lack of guidance to the district staff for proper implementation of MIS.

85. While information on some variables has been included in the school proforma but no output is available at any level on many such variables. It appears that only a part of the total information is being collected and it varies from district to district. Similarly the concepts have not been standardised. While instructions have been issued to establish Bal Varg in the BEP districts, in some schools their number is included in the primary school enrolment with the result that enrolment of Grade I becomes highly inflated. The existing educational database does not tell anything about this distortion. It is also noted that the data is not verified at any stage. Therefore, the degree of validity, consistency and accuracy of the data is not certain. It is recommended that a field manual for data collection should be prepared and the consistency and validity of the data should be ensured by the BEO. The data gaps have been identified in Chapter 3 of the report.

#### **Use and Dissemination of Data**

86. It was noted during discussions that the districtwise data collected is neither used at the SLO nor is properly disseminated. The Mission was unable to access districtwise data at the SLO. The basic indicators, such as, enrolment ratio, drop-out and retention rate etc. are generally not computed and if computed, not disaggregated at block level. But during the field trips to Ranchi and Sitamarhi, it was noticed that some amount of data was available not only at the block level but also for each institution.

87. The Mission is of the view that the available data should be properly analysed and it suggests that a comprehensive plan be developed which includes standardisation of basic analysis, preparation of a directory of institutions with key educational data and a schedule of publications based on school statistics. The mission strongly recommends that BEP should have at least one publication of its own specifically for data dissemination which should publish blockwise data of BEP districts. Sensitization of policy planners on the use of educational data was also felt by the Mission members.

88. The software developed for BEP by the NIC varies from district to district and is not compatible with the state and the national system. The Mission is of the view that since NIEPA has already covered considerable ground in this area, it is recommended that BEP should also follow the national MIS plan of action being developed at NIEPA.

#### **Software for Project Management**

89. The Mission is of the view that efforts to develop software for project management have not been effective. The BEP has evolved a proforma for monitoring of project activities and the monthly and quarterly progress reports are sent through this proforma to the UNICEF and MHRD which is based on the information received from the district head-

quarters. This proforma is developed in worksheet and the same is being used by feeding fresh information for the current period and has many limitations (see chapter 3 for details).

90. The Mission recommends that BEP should sponsor a study for developing the design of project management software. Under the DPEP project a similar work has been undertaken by NIEPA at the national level and BEP is expected to utilise NIEPA's expertise in this area.

## MOBILIZATION AND COMMUNITY PARTICIPATION

91. The BEP proposes to achieve the goal of universalisation of primary education through a process of active participation of the people in the project. In order to facilitate this, the BEP introduced two community based structures - the Village Education Committee (VEC) and the Mahila Samakhya (MS).

92. The environment building activities for the BEP began as early as 1990, when 23 micro projects were sanctioned for the total literacy campaign (TLC) in Ranchi. Activities initiated under the micro projects and the TLC helped the BEP when it launched its programme of primary education in 1991-92. The BEP later got itself delinked from the TLC, and continued its own environment building activities.

93. Environment building is not a one-time activity but needs to be continued throughout the period of programme implementation. The activities at the initial stage and for continuing environment building that were undertaken in the BEP districts can be classified into four categories (i) rallies, (ii) balmelas, (iii) cultural programmes, and (iv) use of mass media (which include electronic and written media). A detailed discussion on each of these components appears in Chapter V.

### Activities in non-BEP districts

94. The BEP has been sponsoring environment building activities in the non-BEP districts towards universalization of primary education. There are five types of programmes that have been sponsored by the BEP in the non-BEP districts, viz. district level workshop, block level workshop, teachers' meetings at the middle school level, gatherings of villagers, and awards to teachers. In 1992-93 and 1993-94, funds were made available to the districts at the rate of Rs. 2500 per block and Rs. 5000 for the district as a whole.

### Voluntary agencies

95. Voluntary agencies have been actively involved in the environment building activities. The voluntary agencies that run the BEP programmes of NFE, ECCE and micro projects have had their own activities of environment building and sustenance for the programmes conducted by them.

96. While considerable work has been initiated, there is lot of scope for increasing the use of the electronic as well as the print media for creating and sustaining the appropriate environment for the BEP programme. However, adequate attention has not been paid to sustain ongoing activities of environment building. In most cases environment building practically came to an end with the initial rallies and cultural programmes. What has been continued is the video film shows, which can cover about 20 villages in each month.

97. Most of the programmes of environment building were held at the district or block level. They do not seem to have adequately penetrated into the villages. Where the VEC or

the Mahila Samakhya is active, some people in a village know about the activities of BEP. It is necessary that the focus of environment building activities ultimately shifts to the village level.

98. The BEP may also consider forming youth groups within the village for sustaining the environment for people's participation. It can be attempted through the existing structure of the VEC or Mahila Samakhya. The youth groups can undertake cultural and other activities within the village regularly.

#### **Village Education Committee**

99. Although the VECs have been in existence for a long time, The BEP has been able to revitalise this important grass-root level structure by redefining its structure, role and functions. Under BEP, school is the unit formation of VEC. In the new system there can be many VECs in a single revenue village depending on the number of schools. Secondly, the Mukhya of the village is not necessarily the chairman of the VEC set up under BEP.

100. Apart from the differences in the structure, role and functions, the VEC has been strengthened in its functions by the Mahila Samakhya wherever it has been set up and is active. The involvement of VECs in the construction of schools, procurement of furniture and distribution of textbooks has made them more active.

101. BEP has suggested a set of guidelines, which are flexible, and give the community a greater role in the formation of VECs. In some cases the responsibility of constituting the VEC is left to the headmasters of the middle school. Upto March 1994 a total of 5925 VECs have been formed in the seven districts. Nearly half of these are active and meet regularly. The others are in various stages of development.

102. Due representation is given to women, scheduled castes and minority group (Muslims) in the VEC. The Sakhi of the Mahila Samakhya, if available in the village, is one of the women's representatives on the VEC. Anganwadi sevikas, instructors of the NFE centres and representatives of the voluntary agencies working in the village are often chosen as the members of the VEC. Their continued participation in VEC meetings is yet not a reality in many villages.

103. The BEP has been organizing training programmes for the members of the VEC. There is some variation in the duration of the training. In one of the districts the chairman and animator of the VEC are given three day residential training, while the ordinary members are given one day training. Upto March 1994 a total of 1275 VECs have been covered by the training programme and 3587 VEC members have been trained. It means that only about one fifth of the total number of 5925 VECs set up in the seven districts have been imparted training.

#### **Meetings of the VEC**

104. The records of the minutes of the VEC meetings maintained in the school indicate that the meeting of the VECs takes place more or less regularly. In many cases attendance in VEC meetings is poor. the average attendance in the VEC meetings seems to be 60- 70 per cent of the membership.

#### **Functions of the VEC**

105. The VEC performs several functions in the village with regard to the school and education of the children. They include supervising the school, appointing volunteer

teachers, running NFE centres, constructing school building, procuring school furniture and supervising distribution of books and kits to school children.

106. The tasks of identifying the locality for running NFE. centre, selecting the instructor and paying the honorarium of the instructor are done by the VEC.

107. VEC collects the 20 percent contribution from the community for school construction programme. VEC is also responsible for procurement of school furniture sanctioned by the BEP. Here too the VEC contribution of 20 per cent of the cost of the furniture is expected.

108. The nature of the response from the BEP office to the suggestions and recommendations made by the VEC in the minutes of its meetings will affect their functioning. In the absence of a positive response, the VEC members can get disappointed and disillusioned. In view of the large number of VECs, one doubts whether the administration has the capacity to study the minutes and respond to them.

109. School teachers at times do not acknowledge and accept the supervisory function of the members of the VEC. Some teachers consider it as disrespect shown to them. Efforts should be made to prevent the VEC from turning out to be an extension of the educational bureaucracy. The process of constituting the VEC should be largely left to the villagers.

110. There is a large backlog of VEC members who have not received training. In view of the functions expected of them they need some orientation and briefing about their role in the VEC. The BEP may consider the creation of a block level team for training the VEC members.

111. The linkage between the VEC and the Mahila Samakhya needs to be further strengthened. The Mahila Samakhya functionaries may be involved in some of the functions of the VEC, especially enrolment and retention of children, and distribution of textbooks to children.

112. Some districts seem to be treating donation of land for construction of school building as community participation. Donation of land in most cases is an individual action and the community as a whole may have nothing to do with it. The BEP may reconsider whether donation of land for construction of school building should be treated as community contribution at all.

### **Adult Education**

113. The policy document on the BEP envisaged adult education for literacy as an important component of the BEP. The UNICEF in 1990 made a financial assistance of over Rs. 4 crores as part of the BEP for the total literacy campaign (TLC) in the districts of Ranchi, Jamshedpur and Muzaffarpur. Activities of environment building for the TLC were undertaken by the voluntary agencies with the funds released to them by the UNICEF.

114. Although the BEP is not at present involved in the TLC, programmes of adult education is carried out under the auspices of the BEP in a very small way. Adult education figures in the Jagjagi Centres of Mahila Samakhya and in a few micro projects of the BEP run by the voluntary agencies.

115. Micro projects of the BEP are implemented by the voluntary agencies. The objective of the micro projects is to bring about certain basic changes in the realm of development,

education and social change. One of the programmes undertaken by the voluntary agencies in micro projects is adult education.

## EARLY CHILDHOOD CARE AND EDUCATION

116. The BEP strategy for the promotion of ECCE in the past three years has been primarily to identify areas of convergence with the existing ICDS programme through training and development and distribution of teaching-learning material and to set up ECE centres attached to primary schools in non-ICDS areas. The state and district level task forces were to own the responsibility for establishing these functional linkages in a systematic manner with the more specific objective of convergence of efforts to strengthen the pre-school education component of the ICDS programme. For coverage of areas not yet reached by the ICDS system, **BEP proposed opening of ECCE centres attached to primary schools.** The orientation/training requirements of these workers could be met by the training infrastructure available in the district for meeting the requirements of the ICDS system.

117. The plans proposed for 1991-92 and 1992-93 continued to reflect the initial comprehensive approach and strategy for ECCE and this was partially translated into some activities at the state and the district level. The proposed plan for 1993-94, however, indicated a somewhat reduced emphasis on ECCE as evident in the district plans. Possibly the initial efforts did not yield very positive results.

118. Out of the seven BEP districts ECCE activities are at present limited only to 120 ECE centres run by 11 NGOs in Ranchi district. As per the data available for 1991 ICDS covers only 38.6% of the 591 blocks in the total state. Despite the limited reach of ICDS, in six districts there has been no effort under BEP to supplement the ECCE facility to meet the needs of the unreached children.

119. In both the BEP districts visited by the Mission it was found that in all the primary schools there was a sizeable group of 3 to 6 year old children sitting with the Class I children. While in Ranchi district, this group has been officially enrolled as the 'bal varg', in Sitamarhi as well as in Vaishali, a non BEP district, it is comprised of the younger brothers and sisters of primary grade children who accompany them to school. In none of the schools was there any specific programme for these children.

120. Efforts at convergence with ICDS have been initiated at the state level by the BEP office and the Welfare department. The district level monitoring of the ICDS programme is now proposed to be done by the ICDS officials in collaboration with BEP. The review of existing play materials/kits and development of kits along identified lines will be also undertaken through joint collaboration.

121. While efforts have been initiated in Ranchi and to a limited extent in Sitamarhi district to establish linkage with the ICDS programme in the last three years, in the other five districts there is hardly any evidence of such initiatives.

122. While ECE centres run under the micro project are more integrated in nature, the 'Chhawa Akras' are in essence like any other balwadi programme without the components of health and nutrition. Both categories of centres are in no way innovative or model centres, but very much on the lines of simple 'balwadis'.

123.

Under the Micro projects, BEP is also supporting an innovative 'Schools on wheels' project run by Carmel's Teacher Centre Hazaribagh which needs to be seriously evaluated in terms of its cost effectiveness as a strategy for providing continuous and field - based training to the grass root level workers.

124.

Although some of the districts have considered setting up of ECE centres separate from the ICDS anganwadis under the BEP project, these proposals have not really found a place in the proposed plans for 1994-95 due to the central policy decision of limiting ECCE activities under BEP to only convergence with the ICDS activities. This decision needs to be seriously reviewed by BEP and the scope of ECCE activities widened in the interest of actually achieving UPE.

125.

The current scenario in schools in the BEP districts visited by the mission resulting from the enthusiastic **enrolment drive** is in no way conducive to active participation and learning in children. The average enrolment figures in the districts visited for class I ranged from 100 to 150 with the upper limit being as high as 240. If one considers this in the existing context of two to three teacher schools, inadequate space and multigrade teaching learning situations, the best of teaching and monitoring is not likely to yield any fruitful results particularly vis-a- vis the MLL's.

126.

Added to this is the situation of a majority of children coming directly to Class I speaking their **own tribal languages or dialects** with a total non-familiarity with the standard Hindi. As a result, as judged from the informal achievement testing done in all schools in classes 1 and 2, by the Mission members, only a very small minority are able to read and these too in most cases read without comprehension. In view of these factors, at least one year of ECE must be provided for through which the children can learn basic communication skills in Hindi using the play way approach.

17. However, mere provision of readiness through ECE is not going to guarantee better levels of learning given the abnormally high teacher-pupil ratios and related constraints in the formal primary school. Children of classes 1 and 2 are developmentally not attuned to communicating and functioning meaningfully in large group situations that exist in the schools today.

18. It is therefore recommended that Classes 1 and 2, which are meant to essentially help children master the basic literacy and numeracy skills, should be physically delinked from the formal primary school and a number of subcentres or feeder schools should be set up of an integrated nature covering ECE and classes 1 and 2 only under the administrative supervision of the primary school. This could be taken up on experimental basis before large scale replication. The detailed modalities for operationalisation of this suggestion are contained in Chapter IV.

12. BEP should attempt to focus on capacity building among the voluntary agencies and aim at setting up tried-out models which can, through schemes like the centrally sponsored grant-in-aid etc., be subsequently extended and enlarged upon.

13. To ensure quality in the ECE programme which should be development oriented and play and activity based, BEP should develop a structured curriculum preferably in the form of lesson plans to facilitate transaction and monitoring.

131. A major constraint in the state is a dearth of resource personnel in ECE. BEP should therefore focus on developing resource capacity at the different levels i.e. state level through SCERT/NGO, district level, block level and school cluster level, particularly as in the DPEP scheme, to ensure percolation of expertise to the field level.

132. Micro planning and area mapping exercises must be resorted to in a systematic way particularly from the point of view of location of the ECE centers and the primary school to ensure universal access and participation.

133. Convergence with the ICD programme should be promoted at all levels particularly through the MS programme and involvement of the VEC for which necessary orientation/training in ECE is required at all levels.

134. As an immediate measure, in view of the presence of a large number of very young children as well as lack of preparedness in children entering Class I, BEP should ensure inclusion of the component of ECE and School Readiness in the training of primary school teachers who are otherwise not fully sensitive to the needs and characteristics of these children.

## PRIMARY EDUCATION

135. The Mission observed that the actual focus of all BEP activities is on standard I-V and consequently the age-group 6-11 years. Though the NFE centres specifically cater to the extended age- group 6-14 years, and focus on older children between 9-14 years, the BEP NFE programmes aim at providing a course of studies equivalent in quality to five years of primary education.

### Geographical Spread/Coverage

136. The geographical coverage under various components varies a great deal. In the case of primary education, about 50 of the 97 blocks in all the seven districts have been covered. There is no particular pattern in this coverage as it ranges from 6 blocks out of 20 blocks in Ranchi to 16 of out of 18 blocks in Sitamarhi. Under the BEP neither all the schools have been provided with all the inputs nor all the teachers have been trained so far.

### Strategies for UPE

137. The common strategy in each of the districts has been to select focus schools in a few blocks. Sitamarhi district is the sole exception with its 640 focus schools located in 16 of its 18 blocks. These focus schools receive intensive inputs by way of provision of textbooks and stationery for all girls and SC and ST boys, maths, science and other kits, library books, school furniture, etc. The schools are also beneficiaries of the financial support from BEP for the school repairs, installation of hand-pumps, construction of school buildings and latrines/toilets.

138. In the remaining areas of the seven districts, interventions are limited to environment building, distribution of textbooks and other materials to all girls and SC and ST boys and promoting school based activities including sports and other competitions etc. BEP attempts to influence other districts of the state by sponsoring micro-projects as well as by providing funds for enrolment drives.

139. The sequencing of strategies for enrolment, retention and achievement has resulted in a piecemeal approach in all the seven districts. What was required right from the begin-

ning was an equal emphasis on teaching issues concerned with retention, attendance and learning. These issues now require to be on the top of the BEP agenda. A clearly articulated strategy of creating attractive and effective learning environments should receive the foremost priority.

### Universal Access

140. The Mission was constrained to undertake a comprehensive analysis of quantitative data on account of (i) lack of standardization in the use and interpretation of educational terminologies (ii) poor quality of data (iii) inadequate data; and (iv) lack of disaggregated enrolment data. The Mission was concerned about all these aspects. The Mission strongly recommends that the BEP staff should be oriented in educational planning.

141. The Fifth All-India Educational Survey (1986) indicated that about 95% of the rural population and habitations with a population of 300 or more was served by a primary school in Bihar. The data provided by the BEP Patna office indicate that in the 7 BEP districts at least 4,077 of the 23,944 habitations (17%) in 1986 were not served by a primary school.

142. No new schools have been opened for the last eight years, whereas the number of six-year old children would have increased by atleast 13-15 percent during this period. The absolute increase in the number of school-going children in the same period will be substantial. The Department of Education or BEP has at no point of time estimated the impact of this on BEP strategies and programmes.

143. The Mission, therefore, strongly recommends that the BEP partners should seriously consider funding for opening of schools and appointment of teachers. The Mission suggest the following criteria for their consideration :

- new schools should be opened after considering their viability in terms of access to special categories of children, unserved habitations, overcrowding in the existing schools and other related issues. Micro-planning will be useful for this purposes.
- the viability of all such new schools should be established before other facilities like building and materials are provided to the school.
- the BEP may consider appointment of new teachers subject to the condition that these will be provided after all the sanctioned positions have been filled up by the state and also relating the new positions to the additional enrolment.
- For the appointment of teachers, enrolment of classes III, IV and V should be considered. Preference should be given to the appointment of women teachers against the new vacancies.
- The funding of teachers salaries should be on declining basis as is the norm in DPEP districts. As a last resort and as a strategy without additional financial implications, the mission would recommend that the timing of primary classes should be suitably staggered. The instructional time for classes I & II being limited to about 2 to 2 1/2 hours, and for classes III & V, the time being 3 to 3 1/2 hours, while all the teachers attend the school for full hours. Such a strategy should also incorporate innovative child-centered teaching-learning methodology. Another alternative of having separate schools for pre-primary, Class I & Class II can also be considered on experimental base (see Chapter 5 on ECCE).



144. Though 3,152 NFE centres were reported to be functioning in 1994, the SLO of the BEP was not in a position to specify the number of NFE centres operating in habitations unserved by a primary school. It is therefore recommended that NFE centres/ Shiksha Karmi units should be opened on priority basis in unserved habitations.

145. Micro-planning exercises have not been conducted systematically. To ensure that children are provided access to alternative educational facilities, the entire set of measures that had been recommended in the original policy document needs to be considered. If the freeze on opening of new schools by the Bihar Government continues, then alternative facilities created by BEP will prove to be inadequate to meet the challenge of growing number of the school-age children.

### **Enrolment and Retention**

146. The inability of the schools to retain children is clearly a major deficiency of the system, and this should form the focus in the coming years.

147. In the schools visited by the Team in Ranchi and Sitamarhi districts, there was often a considerable difference between the number of children shown on the rolls and the children marked present and those actually present.

148. Attendance in the higher grades improves appreciably though the transition from lower to higher grades remains a serious problem.

149. Classroom observations indicated that many children were merely mechanically responding with little understanding of what they were doing when they were reading or computing. Some teachers spend considerable time in keeping classroom control and accordingly systematic teaching and learning suffered to that extent.

150. In the last few years, two factors have adversely affected the teacher pupil ratio. First, the natural increase in enrolment, and secondly, the increasing number of vacancies against the sanctioned posts.

### **Environment for Teaching and Learning**

151. Classrooms require to be designed with group teaching/multigrade teaching in view. This would include having more than one blackboard. Classrooms and furniture should be designed so that most or all library books, educational kits and materials that require to be used on a continual basis can be provided in the classroom itself.

152. In order to improve quality of school education, schools are being supplied with kits on science and mathematics but the Teachers need to be trained in the use of science and other kits.

153. BEP provides a set of library books to all its focus schools. Like most of the other educational equipment supplied by BEP, their use is constrained by the lack of classroom storage and display space. They are stored in the office, or elsewhere. Comments on the quality and the type of books to be selected for primary schools children is contained in the textbooks section.

154. The Mission notes with concern the delays in supply of text books and student kits. The inability of the teachers to promote the use of text books and library books is another area of concern.

15. The interaction of the team members with the students indicated that large numbers of children were learning very little of what was expected. This was true of children in all classes. There is a clear need for conducting studies to assess the learning achievement of students in different districts.

#### **Assessment of Student Learning**

156. The teaching of language (Hindi) in the primary grades was for the most part confined to transacting the textbook with the occasional use of the blackboard. As for mathematics, a similar mechanical pedagogy was evident with the entire class involved repeating whatever was said by the teacher on demand.

156. Teachers by and large were unaware that large numbers of children were hardly learning anything, nor what such children were capable of doing. There is an evaluation system in place of which the most important test is the final examination.

#### **Minimum Level of Learning**

157. Interactions with teachers indicates that many teachers have been trained in MLL by the DIETs or other institutions. They did not understand full implications of MLL. Both classroom implementation and evaluation indicated that it was not being practised in the schools.

158. Besides their pre-service training, many teachers had received inservice training in DIETs or other training institutions in two phases of 11 days and 10 days training. The Review Mission team was able to observe teachers in school, who had completed either one or both phases of training. However, classroom implementation did not reflect any visible gains from their training. Lack of proper environment and facilities were cited as the reasons for poor quality of classroom interaction.

159. Most rural primary school teachers in Ranchi District like their counterparts in the rest of India, have to teach multigrade classes. As a result, the methods and material developed by teachers in their training do not equip them to teach multigrade classes.

#### **Education of Special Categories of Children**

160. BEP has focused on enrolment of girls as well as providing free and educational materials to them. However, it has not made, any gender specific interventions either in the formal system of education or in the NFE centres.

161. The BEP has made special efforts to provide general schools, and other special facilities for Musahar children. They are also working to provide similar facilities for other deprived groups. This is a step in the positive direction. BEP should be encouraged to expand such facilities.

162. Of all the seven districts, Ranchi and East Singhbhum have significant concentration of tribal population. However, BEP efforts to help tribal children receive an appropriate education have been limited. This is in part because the entire issue of their education is generally not perceived as something requiring any special inputs. Tribal children are treated as other non-tribal children, when in fact they require considerable extra support to ease their transition from home to the formal system of education. Availability/appointment of teachers from tribal communities should be encouraged so that the interaction between the teacher and the taught is facilitated.

### Over-all Perspective

163. A clear perspective on UPE and specific targets on how to achieve it by 2000 AD is missing in all district plans. While a few districts have suggested that they will be able to achieve enrolment and retention of 6-14 years even earlier, but this appears to be an uphill task in view of low transition rate and high drop-outs.

164. It is therefore of the utmost importance that expansion of the project to other districts is postponed until a more effective strategy of improving the physical environment, and teaching practices is in place. The intra-district expansion should be based on such a strategy and specific activities arising out of this.

### NON FORMAL EDUCATION

165. Non-formal education (NFE) has been perceived right from the inception of BEP as an integral and inseparable part of the primary education system. The estimated population of the 6-11 age group in Bihar is around 10 million of which nearly 40 per cent fall into the category of children who would be requiring primary education through non-formal modes. The state government under the Directorate of Mass Education is already running an extensive NFE programme with almost 50,000 NFE centres sanctioned, of which only 20,849 centres are at present functional.

166. The BEP has considered different models of NFE including Night Schools for primary education, condensed primary education through NFE Centres, pre-primary cum lower primary centres and the 'Shiksha Karmi' pattern which was an amalgamation of formal and non-formal education.

167. The NFE programmes, as envisaged by BEP, focus on both non-cognitive and cognitive aspects, the cognitive referring primarily to the MLLs laid down for formal education. Continuous and comprehensive evaluation of students has been proposed through workbooks.

168. The NFE programme is to be implemented through projects taken up in compact and contiguous areas either by government or voluntary agencies with the primary objective of ensuring achievement of universal primary education in that particular area.

169. The organizational strategy for running the NFE centres also varies from one district to another, the determining criterion being the availability in the district of established/reputed voluntary organizations. In districts like Ranchi, East Singhbhum and West Champaran the NFE is totally in the hands of voluntary organizations. In Muzaffarpur, on the contrary, it is entirely through the 'tola samitis' and in Sitamarhi it is a mix of VECs and the NGO.

170. Non-formal Education, as a complementary programme to formal primary education, to attain the goal of U.E.E. must be further expanded and qualitatively strengthened in the coming years due to the following reasons.

- (a) 40% of the 6 to 14 age group in Bihar are likely to continue to be out of the formal school system due to social/economic reasons or due to lack of access to primary school.
- (b) The existing schools do not have the capacity staff/space-wise to accommodate the existing strength of 6-14 year olds in any meaningful way.

- (c) NFE centers can provide a better learning environment for the children due to better instructor-pupil ratio and better rapport between the children and the instructor due to similarity of social background.

171. BEP should give top priority to promotion of the voluntary sector for implementation of NFE programme, by focusing on:

- (a) building resource capacity in the identified and reputed voluntary organizations, and
- (b) motivating and training the educated and unemployed youth in the villages to form their own agencies and participate in implementing the NFE programme.

172. While the existing NFE projects under BEP need to be further strengthened and consolidated the expansion of the NFE programme in the coming years should keep the above perspective of promotion of voluntary sector in view.

173. Priority should also be given to evolving of a structured and systematic supervision and monitoring scheme involving the field level organizations like the VEC's and Mahila Samooths. Vertical mobility from instruction to supervisor's cadre should be provided for in the scheme (a) as a motivational strategy and (b) to ensure the role of supervisor as a facilitator and not as an inspector.

174. To ensure continuing and consistent support to the centres in the NFE programme the DPEP type structure of a chain of resource centers should be set up at the state, district and block levels with some resource support also included at the cluster level.

175. Non formal education should be perceived at all levels as a complementary programme to formal primary education and not in competition with it! The linkages between primary education and non formal education, particularly at the field level, should be consciously strengthened both programmatically and administratively.

176. The training Component of NFE should be further strengthened by:

- a) including the component of 'internship under supervision' in the training schedule,
- b) providing support to the DRU's and DIETs to set up model NFE centers for this purpose
- c) emphasizing on development of capacity in the instructor-trainees to develop their own lesson plans based sequentially on the MLLs, while keeping the aspect of activity based teaching and the multigrade' situation in mind
- d) reviewing the criteria for identification of key resource persons and master trainers to ensure skill based training of sound quality.

177. The development of teaching-learning materials for NFE should be decentralized to the district level in view of the socio-cultural and language/dialect disparities from one district to another, for which the necessary expertise should be developed.

178. The teaching-learning materials should provide for more activity based and self-sustained learning through sequenced work sheets/workbooks rather than textbooks which only promote traditional methods of teaching. A magazine developed by the state office in this context is a commendable effort.

179. Emphasis must be placed on continuous monitoring and evaluation of the childrens' progress vis-a-vis the MLLs for which a workable strategy should be developed and instructors should be trained in its usage.

180. The existing expectation that the children enrolled in NFE centers would be able to master the competencies or MLLs for class 5 by the end of two years of participation in the NFE programme is not very realistic given the constraints of the field situation. The span of time duration should therefore be made flexible from "two to three years".

181. The proposal to set up upper-primary centres under NFE should be undertaken initially on an experimental basis particularly keeping the needs of girls in mind in areas which do not have a middle school in the vicinity. The curriculum for these centres should be of an integrated nature with some element of income generating skills to both attract the students as well as make it more useful to them.

182. While BEP has laid stress on environment building activities these need to be carried out in a more sustained way for better community participation and involvement.

183. To ensure 'universal access' village mapping should be emphasized very systematically for locating and planning of NFE centres, Integrated ECE Centres (see Recommendation under ECE), Jajagi Centres and the primary school.

184. The physical facilities in NFE centres should be improved by providing for better space and lighting facility. In this context it is recommended that a multi-purpose, low cost shed with a small store should be constructed with community participation which can serve as an ECE/Anganwadi Centre, Jajagi Centre/Mahila Kutir and NFE Centre by rotation since they are generally held at different timings. The use of the primary school building in this context can also be considered.

185. The system of distribution of supplies to the centres should be streamlined to facilitate regularity and quality in the NFE programme.

## **TRAINING AND CAPACITY BUILDING**

186. BEP has been able to set up a system for the in-service training of teachers and other functionaries and to address the deficiencies of inservice training.

187. The present capacity of the BEP Project headquarter is limited in managing, planning and coordinating the massive teacher training programme envisaged under the BEP. The mission recommends that there should be a team of specialists having experience in primary teacher education, one from each of the main disciplines, to plan, develop and manage training programme.

### **Institutional Capacity Building**

188. Although in all the seven district where BEP has been launched, institutions which will be upgraded as DIETs have been identified but necessary infrastructure exists only in the DIET at Ranchi.

189. DIET subcentres have been established in only a few of the BEP districts The progress in establishing these has rather been slow.

190. The present capacity of the SCERT at Patna is also limited in providing resource support to primary education needed in the BEP. Services of retired staff are being utilized by the SCERT to develop course materials and conduct training courses. The Mission recommends that any proposal to strengthen SCERT by BEP be considered only after all the existing vacancies have been filled up.

191. The mission notes with concern that the BEP has not utilized the national resource institutions effectively for strengthening state capabilities in teacher training.

192. The mission recommends that proper evaluation of the capability of NGO be done before responsibility for training is assigned to it.

193. The mission recommends that Teachers Associations be encouraged to undertake programmes of professional development and promote their wider involvement in planning and management of BEP.

### **Teacher Training : Content and Process**

194. The initial training of teachers is being conducted in two phases: Phase I training is of 10 day duration and focuses on three main components, viz., awareness, motivation and child- centred learning, whereas 11-day Phase II training deals with MLL-based learning and development of teaching skills in language, mathematics and environmental studies. While Phase I training orients teachers about the role of community in school and the way they could achieve their support, no attempt has been made to sensitize them about gender equality.

195. A review of the time table of training for Phase I being followed in DIETs revealed that instead of laying emphasis on motivation, a good deal of time is devoted to content and methodology. Thus objectives of Phase I of the course are only being partially achieved. The duration of the training is however appropriate.

196. There are a large number of teachers in Bihar who work in multigrade teaching situations but the in-service course does not include strategies for coping with that situation. The mission recommends that course content and methodology be revised to overcome the existing inadequacies.

### **Resource Persons**

197. A review of the list of participants of the workshop to produce training manuals indicated that most of the participants were either retired people, high school teachers and faculty members from colleges and universities. There was little representation of primary teachers and supervisors who could have provided valuable contributions to make the course manuals more functional.

198. In 6 out of 7 BEP districts teacher training is being conducted by resource persons many of whom do not have experience of primary teacher education. Moreover the faculty members of DIET Ranchi have not been given any formal training to conduct BEP courses. The mission notes its concern over the insufficient training given to resource persons and recommends that all future resource persons and DIET faculty members be trained in such a way that they also do all the modules meant for teachers, Headteachers and Inspecting Officers.

### **Training in MLL**

199. In the absence of any training manuals specially developed for this purpose, the mission is unable to assess the effectiveness of training being given regarding MLL. On the basis of the discussion with the BEP staff dealing with MLL and teachers involved with their implementation, the mission is of the view that there is a lack of clarity about the implementation of MLL in schools. The mission notes its concern over the lack of understanding of MLL among the trainers as well among those who have been trained. It therefore, recommends that the whole approach to MLL should be reviewed and the help of national experts should be sought, if necessary.

190. In some of the BEP districts 3-day training in language teaching or mathematics teaching or science teaching is going on for those teachers who have been found weak in these subjects. The mission is of the view that 3-day training is just not enough to remedy weakness in subjects such as language, mathematics and science.

### **Professional Support System**

191. The mission recommends that all Inspecting Officers receive the Phase II training of teachers in addition to the training already being given to them with greater emphasis on classroom observations and providing feedback to teachers on the basis of the analysis of observations.

192. GURU GOSHTHIS (Teachers' Seminar) are organized by the Block Education Officer/ Area Education Officer at the block level in which the head teachers of middle and primary schools participate once in a month on the day they come to submit their salary bills. In these meetings some of the key issues such as community participation, multigrade teaching etc are discussed. The head teachers in turn discuss these issues with the teachers for half the day in groups in a nearby middle school which has been identified as a cluster resource centre.

193. The Mission further recommends that the model of establishing Block Resource Centres/Teachers Centres being done in some other states be considered by BEP for adaptation.

### **Other Issues**

194. There is a large number of untrained teachers in Bihar and a fair number in BEP districts. The mission was informed that about 25,000 posts of teachers were being filled for which Bihar Public Service Commission had conducted two-level tests, and that a large number of candidates selected for appointment might be without a formal degree/Certificate in primary school teaching since it was not an essential qualification for the post. The Mission recommends that BEP should develop a strategy to train and certify untrained teachers.

195. The Mission recommends that in tribal areas and those areas where other dialects are predominant, teachers be trained to teach children of at least classes I and II through the local dialect. Efforts should also be made to post those teachers in tribal areas who are fluent in the dialect of the area.

196. In majority of the schools visited, the Mission observed that conventional rote-learning was going on. The mission recommends that supply of standard teaching manuals to schools be confined to only one-time activity. The mission further recommends that each

school be provided with contingency money to buy teaching-learning materials. The guidelines developed under DP'EP of Rs 500 per teacher per school seem reasonable.

197. The mission recommends that manuals used during training should also be made available to the teachers working in schools.

## **TEXTBOOK DEVELOPMENT, PRODUCTION AND DISTRIBUTION**

### **Development of Text-books**

198. Development of new curriculum and textbooks based on MLL competencies was considered as important components of BEP educational programmes for qualitative improvement.

199. Even though BEP is in its fourth year of implementation, development of MLL-competency-based curriculum is yet in the process of finalisation. Development of corresponding textbooks for classes I-V is yet to begin. The exercise in regard to both shall, have to be accelerated and the new textbooks and instructional materials introduced into the school system within a fixed time-frame. Until now no serious thought seem to have been given for fixing specific target dates for introducing such textbooks for each class. This matter should receive immediate attention so that the teacher training/orientation programmes already in an advanced stage start yielding results towards the goal of universal achievement on the part of children.

200. A study on "MLL Competencies in Primary School Students" has already been conducted by Population Education Research Centre, Ranchi. Based on the findings of this detailed study, appropriate curriculum has been drafted and developed by SCERT but is yet to be printed. It is also learnt that Teachers' Handbook/ Teachers' Guide for Class I-II are being finalised, and got ready for production so that these could be introduced from the ensuing academic session.

201. Should such MLL competency-based new textbooks/work-books/ worksheets, instructional materials, and corresponding Teachers' Guide/Handbooks for Class I-V be confined to schools and children covered under BEP only, or should they be introduced universally in all schools throughout Bihar State is a major issue which seems to have not yet been considered. It is important that BEP and State Education Department consider this issue for immediate decision in the context of the goal of universal achievement to be realized throughout the state.

### **Role of SCERT**

202. SCERT happens to be the academic wing of the State Education Department meant to deal with the academic input into the system. Its role ends with the development of curriculum and syllabus, with no participation whatsoever in the ultimate writing, development, production of textbooks. Thus SCERT is delinked from the most important component of development, testing and trial of textbooks. It is also distanced from the processes of revision and modification of textbooks/workbooks/instructional materials.

### **The Bihar State Textbook Corporation (BSTC)**

203. BSTC deals with writing of textbooks and is supported by a technical wing to take care of all production and distribution responsibilities. As of today the academic wing of the BSTC is essentially made up of only one individual supported by some semblance of



technical staff. A large number of posts are lying vacant for over a decade. Presently the system of development of textbooks is managed with the help of a State Textbook Committee made up of academicians, educationists, teachers, writers and administrators. Books are written based on curriculum and syllabus provided by SCERT by authors and writers who are identified by the Committee. Pre-testing, and trial processes are totally absent. Whatever is written is accepted after review. There does not appear to have in-house expertise, or effective linkages with SCERT or such other academic bodies for evaluation of textbooks so written, before they are introduced in the school system.

204. Indeed a majority of NCERT textbooks for primary level had been adapted by the State Education Department with minor variations incorporating local specific material. As such it is evident that the Textbook Corporation may not have developed new textbooks over the years. May be for this reason it was confirmed that trial and testing of textbooks was not a necessity..

205. While the role of SCERT should cover the complete gamut of research, training and development of curriculum, syllabus, textbooks and instructional materials, trial and testing of such materials, designing and production of the final model textbooks before introduction in the school system on mass scale, the Textbook Corporation should confine itself to mass printing, production, distribution activities with added technical and marketing expertise to serve the best interest of the society.

206. It is, therefore, considered appropriate that a study be undertaken to reassess and restructure both these important agencies for securing greater and meaningful participation in their respective fields of specialisation. Based on the findings and recommendations of such a study, BEP may consider appropriate funding for additional interventions if, any, as a one-time developmental input so that the objective of deriving the best resource support from the two agencies is achieved fruitfully.

#### **Distribution of Text-books**

207. As far as BEP is concerned indent for requisite quantity district-wise are placed with the Textbook Corporation who supply the same through the nearest depots to the respective District Offices, more often than not in instalments. From these depots the District BEP Office supplies books upto the block level wherefrom the teachers/Headmasters are asked to lift their requirements to their respective schools for distribution to the children. This process is confined to the quantities meant for free distribution to the targeted children belonging to SC/ST and the girl children of Class I-V. All boys of general category are expected to buy the books from the market.

208. The BSTC appears to have a rigid distribution mechanism. The process doesn't seem to take note of the operational hazards and odd market forces affecting distribution of textbooks to the parents and the children. BSTC doesn't appear to have a flexible approach towards reducing the problems of ultimate buyers.

209. There are no provisions for institutional purchases with direct incentives by way of discounts.

210. Contrary to claims of timely distribution and supply of textbooks, the schools/parents confirm that books are received as late as March in majority of cases and by May in some cases. The BSTC complains that delays are due to late printing and supply by printers.

211. More often than not Books reach schools located in rural and remote areas very late owing to transportation problems. The teachers/headmasters complain of difficulties in lifting the consignments from the Block Development Offices as well as from District BEP Offices. There appears to exist some kind of reluctance among the teachers as the teachers are not sure of getting charges for transporting the books to the schools.

212. Most of the booksellers are located in vantage positions near around market places and townships only, whereas majority of the primary schools are located in the villages, rural and remote areas, not properly connected by roads and with no booksellers at an approachable distance.

213. The delayed process of production and distribution are taken advantage by the market forces. Such situations lead to marketing of spurious editions.

214. There are instances of extortion by way of linking some kind of supplement/guide even for Class I-II books, thus forcing parents to pay higher prices.

215. A large number of seasonal booksellers use the opportunity to supply books in rural and remote areas. These retail outlets are considered quite active and engaged in unethical practices and extortion of parents and children to a large extent.

#### **Free Textbooks**

216. Class-wise enrolment data were not available in respect of some of the BEP districts. There are, however, indications based on field visits that the enrolment figures are inflated. All the same projections have been made only by assuming that the aggregate enrolment data as provided for the 7 districts under BEP as correct.

217. The cost per set of textbooks for I-V, ranges between Rs. 10.20 for two books for class I, and Rs. 36.30 for seven books of class V. The average cost is Rs. 23.22. Free textbooks were supplied to targeted children belonging to SC/ST, and to girls, general. A total expenditure of about Rs. 128 lakhs was incurred during 1993-94 which is 36.1% the total of expenditure on primary education.

218. This incentive is proposed to be extended to all children of Class I-V in all the 7 BEP districts which will register a five- fold increase (Rs. 496 lakhs) in expenditure during 94-95. The Plan of Action 94-95 also proposes bringing 7 more districts within the folds of BEP. The expenditure on free textbooks will, therefore, proportionately increase. The Mission therefore recommends that extending the distribution of books to all students will disproportionately raise the expenditure on primary education. The field visits have indicated that the impact of this programme on enrolment and attendance and achievement of children is yet to be fully established.

#### **Book Banks - An Alternative**

219. The average cost on textbooks is Rs. 23.22 and this expenditure will be a one-time burden on parents in a year, if textbooks are bought. There is a strong case for developing Book Banks directly addressed to select and appropriate targets for providing free textbooks to reduce the burden of funding by BEP on Incentive Schemes.

#### **Free School Kits**

220. The component of expenditure on supply of school bags, slates, exercise books etc. range between Rs.19/- at class I and Rs.30.54 at class V. The average unit cost works out

to Rs.25.90 per child. Expenditure incurred during 1993-94 on such direct incentives to children is of the order of Rs. 124.6 lakhs. BEP contemplates extending this incentive scheme to all the children in all the schools, in all the seven districts in the ensuing year. If this happens an identical question shall arise - will BEP be in a position to sustain this expenditure at the end of the project period? Crude calculations are contained in Chapter I on Programme & Project Finances.

### **Development of School Library**

221. The schools are also provided with select number of books free of cost for developing a school library. A list of books was prepared and recommended for the purpose during a workshop/seminar held in 1993 at Jamshedpur. Approximately 100- 124 books are supplied to each Primary School in the BEP Blocks/Districts together with a trunk each. Uptil now BEP has incurred an expenditure of Rs.27.3 lakhs on this programme. During field visits it was seen many schools did not receive the books, and those who received appear to have not put them to good use as yet.

## **WOMEN'S DEVELOPMENT**

222. Within BEP, Mahila Samakhya is an innovative response to the challenges related to education and development of women. Programme documents view MS as an integral part of the basic education programme. The first year (1991-92) was one of identifying issues and personnel. Environment building activities were initiated in the first phase BEP districts, in 1991 (through workshops, Sakhi Milans, Balika Milan, Balmela, Akshar Sangams) and by March 1992, MS was launched in the first phase BEP districts.

223. The state level team consists of the component Incharge for MS and a resource person. There is flexibility with regard to increasing the number of consultants in the state office. The present functionaries of the state core team are involved in the task of overall co-ordination and training. With the expansion of programme area and proliferation of MS activities, the state component must develop certain division of roles and responsibilities. The areas of documentation, research, development of empowerment oriented teaching - learning material are the areas of activity being ignored at the moment for which appropriate arrangements must be made at the earliest.

224. The district steering committees have varied composition, members from being indifferent to those who show a keen interest in MS and participate actively not merely in committee meetings but also in the field activities. Yet, the steering committees have not acquired the status of guiding bodies. Each Sahyogini the key functionary for MS, acting as a "catalyst" for grassroot processes and is responsible for 10 villages. Most Sahyoginis work in extremely tough circumstances, covering vast geographical areas on foot. They also incur the wrath of the village social structure and the block level administrative structure. Their school supervision activities brings them in conflict with the school teacher. The ICDS workers have not taken kindly to her emerging as an empowered active functionary at this level. A lot of resource inputs have been put in the development of this role, and the Sahyoginis are consequently sufficiently articulate and empowered women.

225. The task of strengthening the Samoohs requires tremendous training and literacy inputs. The Sakhis also do not have a clear understanding of this vision. Training inputs in the Sakhi have not been as intense as in the Sahyogini. However, it is the Sakhi who is a part of the Samooh. It is her initial training that has brought credibility to Mahila Samak-

hya as a programme in the eyes of the village women. For the Samooh to gradually move around the idea of autonomy, the Sakhi is therefore, a crucial link.

226. Immense amount of capacity building of the district unit is required before the Samooh can move towards articulating their ideas of autonomy. This includes building a network of support with voluntary organizations and individuals who can help out empowerment oriented processes.

### **Jagjagi Centres**

227. The Jagjagi centres bring the educational component of MS (BEP) into the limelight and squarely address the issue of gender bias in education. Each Jagjagi centre brings within the horizon of education, pockets of oblivion, women, girls, and children who have been firmly precluded from making a foray into the world of education.

228. Gender sensitive teaching learning material be prepared for the centres at the earliest. The NFE material being used at present is insufficient in this regard. Due thought must be given on the kind of inputs that are to go into the Saheli. The input of empowerment oriented gender training in her must increase, for as a Jagjagi instructor, her interactions are with a potential section of female population of a village-the adolescent girls who are not members of a Samooh, and who have been precluded from entering the domain of formal schools.

229. The Saheli must also receive sufficient inputs on innovative teaching learning methods. She must be enabled to develop learning materials through participatory, group processes, to be used in addition to that being prepared centrally by the state team.

230.

No thought has yet gone in on the methods of building bridges between the formal school system and these non-formal centres. The issue is not merely one of formal equivalence, but also a social one of increasing gender based access to the formal school system.

### **Mahila Shikshan Kendras (MSKs)**

231. The Mahila Shikshan Kendras (MSKs) hope to impart empowerment education to poor women who have been denied educational opportunities through 1-3 year residential courses (upto class V for illiterates and upto class VIII for primary dropouts) and upto the matric level for those women who are eager to pursue their education. The aims of MSK are educational upgradation, personality development, leadership training and skill development for economic enhancement. The observations on the MSK visited by the mission (Garmi in Mander Block, Ranchi) are placed in the Ranchi District Report.

232. The pace of expansion of MSKs appears to be faster than the pace of development of infrastructural support required for them. For instance, teaching learning material required for MSKs is not ready as yet. It is learnt that material is being prepared with the help of THREAD. However, the relevance and shortcoming of this material would be evident only in the course of its utilization.

### **Mahila Kuteer**

233. Mahila Kuteer constructed by the Samooh's own effort and initiative provides the necessary space around which the Samooh activities can crystallize. In the rainy season, the demand for Kuteer has been strongly articulated by most Samoohs. However, obtaining suitable land for the Kuteer is not an easy proposition.

234. Most Samoohs have opened bank accounts and have started small savings. While the idea and the impetus for opening the accounts has been provided by the Sahyoginis, the decision in this regard has been taken by the Samoohs themselves.

### **Gender Specific Strategies**

235. An overview of the 10-day and 11-day Teacher training conducted under BEP shows that apart from there being a class on Mahila Samakhya in the 10-day training, there is practically nothing on gender. How are they to develop strategies to elicit enrolment of the girl child, and then to retain her within its domain? How are they to respond to gender issues as overall incharge of school in a remote isolated geographical location? How are they to develop a comprehension of gender among the boys and girls they teach? the content and method of teacher training does not respond to these.

236. Gender insensitivity in text-books remains. Gender blindness of the text, therefore, is not casual negligence, but an aspect of perpetuation of stereotypes.

237. The NFE system has also not addressed the gender issue sufficiently. The text has nothing specific. Nor are there specific strategies for getting adolescent girls in the centres in non MS areas. In the MS areas, Jagjagi centres have become role models of what an NFE centre for adolescent girls could be. However, they face an immense constraint of space. The standard NFE teaching-learning material being used in the centres has been found uninteresting by the girls.

238. The formal school system of primary education needs to address itself specifically to the girl child and integrate gender strategies in all aspects of programme design. The evolution of these strategies must be firmly contextual so as to be relevant. Mere replication of strategies existing in other states may have the drawback of being irrelevant, or non-implementable in the Bihar situation.

### **Training**

239. Since MS started without inheriting a given structure as in other components, training of functionaries to set processes in motion was given an obvious priority. The core team members at the state and district level, and the Sahayoginis have been trained. External inputs have come from JAGORI (New Delhi), the Mahila Samakhya team of UP and Karnataka, certain other trainers, and exchange trips with Mahila Samakhya in other states.

240. The major work of the core team at state and district core teams, as an MS functionary put it, is to give training and receive training. However, the workload, in this regard, has increased tremendously. The decision, therefore, of putting a trainers' team in place in each of the districts, is an innovative response. The issue of backlog in second and third phase Sahyogini training and Sakhi training needs to be addressed immediately.

241. Training days required and manpower available for the same needs to be accurately assessed. Expansion will be impossible unless the training infrastructure is in place.

242. Also, the content of training must now address specifically to empowerment issues.

243. There is immense need for need based, participatory training for the Mahila Samoohs, if they are to emerge as empowered collectives. By now, there seems to be emerging from within the Samooh, a demand for issue based interventions. Issue oriented train-

ing interventions for the Samooh in coordination with various voluntary groups working on different issues is a priority.

#### **Documentation and Research**

244. The various newsletters and bulletins, titled beautifully as "Sahiyari Goith", "Hamar Batiya", "Sunu - Bahina" are useful publications. Yet, a concerted and focussed effort at documentation is required. At the state and district level, the capacity of the core team needs to be sufficiently increased to undertake this task of documentation.

245. Research is a neglected area. As the programme expands and direct personal supervision becomes impossible, the relevance of research in enabling generalized understanding of field processes will be realized even more.

#### **Mahila Samakhya Work Plan 1994-95**

246. Wherever new blocks are being taken up for activity, support could be extended to grassroot processes from existing Sahyoginis who have had greater training inputs, and have matured through activity.

247. Training of trainers is to be done by THREAD, an NGO in Orissa. However attention has not been given to the need of training for Mahila Samoohs.

248. The proposals for skill development of women are important in contributing to economic empowerment. However, these need to be worked out in greater detail. Exploratory efforts need to be made in the area of development of local skills (handicrafts), enhancement of which can go a long way in economic empowerment.

### **SCHOOL CONSTRUCTION**

249. The construction part of the project has been found to be progressing slowly with certain short-comings. Following the field visits and review of the annual documents, discussions with the officials of BEP, GOI and UNICEF, the mission recommends that efforts should now focus on the proposals set out below:

- a) BEP should formulate a proposal to optimise the use of resources available to universalise the physical access. Efforts should be made to integrate different components of the project to evolve a strengthened approach towards providing education for all, which includes formal and non-formal sectors as well, utilising the available infrastructural resources, or by making an effort to design buildings which can facilitate multiple usage.
- b) Infrastructure designs have to be modified so as to include ancillary facilities for preschool children. Parental and community involvement should be motivated to take care of the future maintenance needs of the building. Designs have to be modified to take care of the precautions outlined in chapter XI of this report.
- c) Construction strategy to be modified to include training programmes in construction management, sanitation education, design and implementation methods for introducing alternative building technologies, maintenance of school buildings etc to engineers, village level workers and artisans to deliver quality buildings to the villages.
- d) The delivery system should be strengthened to improve the level of monitoring and supervision by creating a full-time post of an engineer at the block level, not

only to make final bills but also to supervise and advise the VEC members and the local artisans upto two blocks may be attached to this engineer.

- e) These block level Engineers should also be made aware of the objectives of the programme so that they develop a sense of belonging to the project and to work along with the other BEP officials and VEC members in close liaison.
- f) If the benefits of the project have to be sustained, it is necessary that recurrent funding is committed. A separate budget line will need to be created for the maintenance of school buildings and given adequate funds to perform this task.
- g) To ensure that project efforts are carried into the future by the state government, trials should be made to reduce the unit building costs, by introducing alternative building designs and technologies, at least on a pilot basis to begin with.
- h) The village level talent should be improved by training the village workers and supervisors to improve quality of construction.
- i) Training in sanitation, awareness creation regarding health and sociological implications of sanitation to the teachers, students, engineers so that health of the students is safeguarded which can have a direct influence on enrolment and retention figures in the primary schools. The increased enrolment will create demand for more infrastructure and hence the cycle continues. Sanitation programme may be revised to include an element of training to obtain effective usage of the facilities.
- j) A good association between parents of the children, teachers and VEC members will ensure a greater care to the school building.

### **Economic Aspects**

250. The main objective of the BEP project is to provide universal access to a primary school. The new buildings have an impact through improving the classroom environment, (there is a need for bringing about more improvements) by providing better accommodation to the primary classes. This should improve the effectiveness of teaching and also possibly increase the attractiveness of schools, encouraging increased enrollment and retention.

251. As the BEP schools have been built where schools are running without any buildings, the impact might be quite substantial in terms of increasing access.

252. Main criticism which can be levelled at the construction project is that districts have used a particular design on a standard basis irrespective of different accommodation needs based on enrolment, catchment potential of the school-aged children leading to over crowding of schools at some places and under- utilisation of resources at some others.

253. The project design did not look at alternative approaches. Improved designs such as provision of crches might have a big impact an increasing attendance of girls, and introduction of alternative building technologies may reduce the unit costs.

254. One important achievement however has been the community- participation which might remove the need for the maintenance of the buildings by the government in future, provided parent- teacher associations are formed to create a sense of 'ownership' of the school among the local community.

## EVALUATION AND RESEARCH STUDIES

255. Looking at the scale and diversity of activities of BEP, it is necessary that a sound programme of research and evaluation is developed over a period of time so that a continuous feedback to undertake mid-course corrections is available.

256. While some progress is being made for implementing the MLL in some schools, the issues of measurement of achievement are serious. During the discussions it was observed that standardised materials are not available for testing the students of various grades.

257. A review of studies/research conducted in BEP districts shows that various scholars have been developing their own tests and measuring students achievement accordingly. This amounts to serious problems of comparability. It is recommended that standard achievement tests should be evolved and capacity be developed in SCERT to conduct achievement tests. This being a specialised area, the assistance of NCERT/NIEPA can be obtained who have been associated with such studies in DPEP districts.

## THE FUTURE OF BEP

### 1994/95 Work-plan

258. While the annual workplans for the year 1994/95 should have been approved well in advance of the beginning of financial year, the same was not done pending the review-cum-appraisal. Since the review was delayed till the end of June, valuable time was lost. In the overall interest of the project, the Mission recommends that pending the finalisation of annual workplans, funding at the last years level be maintained for the project as a whole. In the meantime, the SLO should initiate preparation of work-plans for the rest of the financial year and also get ready work-plans for the 1995/96 for approval of the BEP management.

259. Since the initial tripartite agreement for funding of BEP was for five years which comes to an end by March, 1996 or before, it would be necessary that planning for the follow-up begins early. The project has the potential to continue till 2001 preferably within the existing funding arrangements. However, if for some reasons, the GOI, GOB and UNICEF agree not to extend the agreement beyond 1996, the other possibilities for supporting of the project, including funding by external agencies on the pattern of DPEP, may be explored.

260. Delays in launching of the review Mission have cost the project dearly. Practically no funds, with the exception of the GOB, have been made available to BEP so far in the current financial year. A situation should not arise when unwittingly the fund flows cease altogether. The work-plans for 1994/95 are neither approved nor rejected. The Mission takes a serious note of this situation. Under such circumstances the gains of previous years may be difficult to sustain. It may result in disillusionment among the staff and cause irreparable damage to the goodwill that has been created over the years. The Mission therefore, strongly recommends that after taking into account contributions already made, all the three partners should immediately contribute their balance share with last year's expenditure as the benchmark so that the activities of the BEP can be sustained at the least at the last year's level.



261. Adequate and timely flow of financial resources is a pre-requisite for the success of any time-bound programme. Realising this, an innovative arrangement was worked out for BEP, the details of which have already been discussed. The experience has shown that these arrangements have not worked well. While the Mission has made some recommendations to ensure that funds do not stand in the way of project implementation, the GOB, GOI and UNICEF should resolve these issues within the framework of initial understanding and the suggestions made herein.

262. Notwithstanding the claims and counter claims, the Mission is convinced that uncertainty of fund flows leads to less than optimal utilization of resources and systematic planning tends to take a back seat. The Mission considered various possibilities so that funding problems for the remaining duration of the project (one and a half year) are resolved and a more realistic assessment of the likely outlays and expenditure for BEP is made. In this spirit, the following paragraph sums up the Mission's assessment of the resource requirements for the consideration of all parties concerned.

263. The total expenditure on the project during the three years has been of the order of approximately Rs.30 crores (including cash and kind). Considering the 1994/95 workplans and the likely upward revisions in the outlays, it is estimated that the total resources required for the project (seven districts) may be approximately in the range of Rs.50-110 crores. In other words, the additional requirements of funds for the current financial year (1994/95) as well as for the ensuing year (1995/96) would be in the range of Rs.60-80 Crores. While the modalities for the appraisal of work-plans can be followed, the three partners should ensure that the funds of this order can be mobilized during the next one year. A tripartite meeting between the GOB, GOI and the UNICEF should be immediately held to formalise the commitments and the likely schedule for pooling of these resources. In Mission's view this is necessary for the successful completion of activities already underway.

# I

## PROGRAMME AND PROJECT FINANCES

1.1 For review-cum-appraisal of the BEP, four issues relating to financing have been addressed. First, sharing of project costs and financial flows; second, the analysis of expenditure on different activities/components during the last three years; third, to examine the efficacy of the work-plans for 1994/95; and finally to examine the question of sustainability including an assessment of the state government's ability to shoulder the liability of recurrent expenditure after the project is over.

### PROJECT COSTS AND GEOGRAPHICAL COVERAGE:

1.2 BEP was the flagship of EFA project in India launched soon after the World Declaration for EFA was adopted in 1990 and was a joint response by the UNICEF, GOI and the GOB to overcome the constraints impeding educational development in Bihar. By virtue of this joint endeavour, the three agencies were represented in the apex decision making body of the BEP i.e. Executive Committee (EC). Besides other functions, EC is vested with the powers to scrutinize and approve the annual plans of the districts and the SLO, accord final approval for expenditure and to periodically review the financial position and progress of various programmes/ activities. Joint mode of participation and the autonomous status of EC is intended to avoid normal delays and procedural bottlenecks so that financial and administrative clearances do not stand in the way of project implementation.

1.3 The BEP was originally planned with a five-year perspective at an estimated cost of Rs. 1578.4 crores (1990 prices). Primary education (access and quality improvement programmes) was expected to cost about 41 percent of total expenditure. In view of acute problems of access and drop-outs, NFE was seen as a second major component of the programme and accounted for about 26.5 percent (Table 1). Mobilization, community participation and women's empowerment were identified as the major planks for the success of BEP. The BEP document describes it as an evolving and an open project to be implemented in the mission mode rather than a project with pre-defined methodology, inputs and outcomes.

1.4 In 1991, at the time of preparing detailed cost estimates and work-plans, the total cost of the project activities was estimated at Rs. 366 crores (1991 prices), nearly one fourth of the 1990 estimated cost of Rs. 1578.4 crores (table 1). The goals, objectives and the thrust of the programme remained the same. The GOI obtained necessary approvals from the EFC and the UNICEF's commitment was reflected in their MOP: 1990-95.

1.5 Soon after the formal approval of the project by concerned agencies, a

detailed exercise was undertaken to prepare work-plan for 1991/92. In the first year of its operations, the project was limited to three districts but was extended to another four in 1992 bringing the total to 7 districts. It is pertinent to note here that only few pockets/ blocks in each district are covered and no district has ever reached 100% coverage for all the activities. Further expansion of projects to 14 districts was deferred till the review-cum-appraisal Mission makes its recommendations. By 1995/96, the project was envisaged to cover 20 out of the then 43 districts.

### **Norms for Sharing of Financial Responsibility:**

1.6 The UNICEF, GOI and GOB agreed to share the project costs in the ratio of 3:2:1. These ratios are applicable to the overall costs. It was also envisaged that the project funds would be additional to the ongoing and the proposed programmes of the central and the state government. The management expenses were limited to the extent of 6% and the limit on construction activities was later fixed at 24%. Since, the BEP funding is in the form of grants in rupee terms, the contributions by partners and the accounting mechanisms were not the same as followed for projects executed on reimbursement basis. In the case of BEP, it was envisaged that after the work-plans are reviewed and approved by the EC, each partner will contribute its share. Neither any conditionalities were attached nor any MOU was signed for BEP funding.

### **Fund Flows 1991/92 to 1993/94:**

1.7 Contributions to BEP in the last three years from various agencies is shown in Table 2. The project started on a modest scale in 1991/92 with a total receipt of Rs. 1.82 crores which increased to 5.94 crores in 1992/93 and 23.05 crores in 1993/94. A total of Rs. 30.82 crores were received till the end of March, 1994 out of which Rs. 21.57 crores have been utilized. It was pointed out by the UNICEF that pending the registration of the BEP society, a sum of Rs. 4.2 crores was given for pre-project activities (basically for literacy campaigns). This amount is not reflected in the project accounts. In 1994/95, the GOB has contributed Rs. 8 crores and no contributions have yet been received from UNICEF and GOI during 1994/95. Ever since its inception, the actual receipts of funds from all partners have been erratic (Table 2).

1.8 At the project formulation stage, it was envisaged, in good faith, that approval of the annual plans by EC, in which all partners are represented, is sufficient for them to contribute their share in advance. It is based on the assumption that previous years accounts are settled and all advances liquidated as per the accounting practices in vogue. This arrangement has not worked well in this case. The situation worsened as no mechanisms were evolved to ensure that the various partners contribute their respective shares in a consistent and co-ordinated manner. While these issues might have been discussed in various meetings of the EC, there is no recorded evidence to suggest that this issue was ever on the agenda of EC meeting excepting in late 1993. The SLO of the BEP being the recipient, was not in a position to ensure compliance by the partners.

1.9 The BEP regularly sends a monthly statement of expenditure to the GOB, UNICEF and GOI. The Mission was informed that so far no feedback/ comments/ enquiries were received in writing from GOI/UNICEF on the monthly statement of accounts. It is, therefore, assumed that all partners were satisfied with the funds utilization. The GOI clarified that meetings with the Project Director are held regularly to review the progress and to consider the release of GOIs share. The questions related to accounts and advances were discussed in these meetings. Audited statements for the year 1992/93 are available for SLO and the districts. The accounts for 1993/94 have been finalised but are yet to be audited. Therefore, fund utilization statements are the only source of information for 1993/94.

1.10 The Mission also notes that the financial burden due to UNICEF's commitment in US\$ was reduced considerably due to a consistent and sharp decline in the value of rupee between 1990 and 1994. In such circumstances funding would have been more easier for the UNICEF.

1.11 It was brought to the notice of the Mission that the GOB issued a cheque for Rs. 8 crores in favour of BEP in February/March, 1994 but withdrew it soon afterwards, again to be reissued in April, 1994. The Mission was also informed that the contributions from the GOB gets delayed due to the passage of budget and the subsequent release of grants. It is during August/September of each year that the contribution of the GOB can be received for the project. Since GOB is faced with difficult financial situation, the regular flow of funds and the sustainability of the programme remains a key area of concern.

1.12 In view of the erratic behaviour of receipts from various partners, the Mission was not in a position to work-out the ratio except to calculate the distribution of contribution by source, which is given below.

#### **Percentage Distribution of Funds Received by BEP**

Year	GOB	GOI	UNICEF	Total
1991/92	0.00	00.00	100.00	100
1992/93	65.59	33.63	0.77	100
1993/94	0.22	69.41	30.37	100
Total (for 3 years)	12.81	58.40	28.78	100
Anticipated Ratio	16.66	33.33	50.00	100

Source: Table 2.

1.13 The above ratios are far from satisfactory and have no relationship, whatsoever to the agreed norms of funding the project activities by the three

1.13 The above ratios are far from satisfactory and have no relationship, whatsoever to the agreed norms of funding the project activities by the three partners. In overall terms, the GOIs contribution is far in excess of its share while the GOB and UNICEF's contribution is far shprt of their respective shares (This excludes the UNICEF's contribution for pre-project activities as discussed in para 1.7).

1.14 The position was further complicated due to the following factors (Table 2) :

- i. grants were received by SLO on ad-hoc basis from all contributors without maintaining any regularity; and
- ii. there are large variations in the quantum of grants released without sticking to a minimum threshold and the proposed ratio of contributions.

1.15 The BEP Project Director argued that the above mentioned factors have affected the planning and the pace of implementation of the programme to a large extent, a claim which is not fully justified. In addition to cash contribution, the UNICEF has made some supplies of vehicles and equipment, the accounts/value for which is yet to be assessed and finalised.

1.16 The Mission, therefore, recommends that for the remaining duration of the project, a sub-committee of the BEP EC may be constituted to liaise with the funding agencies. It could also consider, in consultation with GOB, GOI and UNICEF, the setting up of a rolling fund so that the working capital requirements for about 3-4 months can be met expeditiously. More important is that all partners should honour their commitments after the annual plans are approved by the EC.

#### **Flows of Funds: SLO and Project Districts:**

1.17 The SLO acts as a custodian of all funds received from various agencies and maintains an account of receipts, disbursements and utilization. Based on the approved work-plans and the past performance, allocations are made by the SLO to each district. Each district has a DDO, and maintain their separate accounts and submit a monthly statement of utilization of funds to SLO.

1.18 In order to assess the availability and utilization of financial resources at the state and the district level, the Mission requested for monthly closing balances in respect of SLO and the districts. The information was available only for the SLO and the two districts visited by the team. The Mission was informed that monthly balances for other districts can not be computed at the SLO.

1.19 A cross-section view was available for all districts for July, 1993 from the fund utilization statement submitted by the SLO. While the data for full financial year (1993/94) was ready, the same could not be provided to the Mission on computer floppies due to technical problems in retrieval of the same from BEP computer. In view of the significance of finance and accounts, it is recommended

that adequate backups be maintained on floppies and other systems, so that retrieval and analysis at a later date is possible without delays.

1.20 Table 3 to Table 6 present the monthly closing balances for the 1992/93 and 1993/94 and also the closing balances for all project districts as on 31.7.1993. The cash flow analysis makes it abundantly clear that the SLO acts as a clearing house and does not keep any surplus money with itself. The SLO has preferred to park surplus funds with the districts rather than keeping it at headquarters, many times far in excess of the district's normal requirement. For example, in July, 1993, Sitamarhi district office had a closing balance of about 2 crores, mostly lying in savings account whereas the total expenditure in the full years operations was Rs. 2.84 crores. The closing balances for other months in 1993/94 are also substantial. Sitamarhi district has earned interest in savings bank account which runs into lakhs of rupees. The position is similar for other districts also. It is not clear as to why surplus money was parked with the districts rather than retaining it at the SLO. In case of financial difficulties, it is easier to manage funds prudently from SLO rather than leaving huge surpluses scattered in district accounts.

1.21 In this context, it is pertinent to examine the issue whether the districts had the capacity to absorb the funds as visualised in the work-plans. This is a hypothetical question and difficult to answer. Nevertheless, the Mission is of the view that while adequate funds were available at the district level, much of these remained locked in savings bank accounts for long spells of time. There is no justification for locking huge amounts in savings bank accounts at the district level.

#### **WORK PLANS AND ACTUAL PERFORMANCE:**

1.22 The Mission notes with concern that many project areas were faced with special problems like law and order, floods, drought and frequent transfers of the key staff. These factors cast their own shadow on implementation of project activities and result in under utilization of funds. While the impact of some of these factors can be minimized by realistic planning and co-ordination, the others are natural and beyond human control in the immediate context. There is no evidence to suggest that district task forces and the project EC take these factors into account during review and appraisal of the annual work-plans.

#### **Large Gap Between Intent and reality:**

1.23 The work-plans for 1991/92 to 1993/94 made a total budgetary provision of Rs. 70.22 crores against which the receipts of Rs.30.82 crores were recorded and utilization of Rs. 21.57 crores has taken place. Two third of the total funds available were utilized in 1993/94 alone. The utilization has thus been rising with the availability of funds. Yearwise details are as under :

### **Budgeted and Actual Expenditure (Rs in lakhs)**

Year	Proposed Budget	Financial Receipts	Actual Utilization	Utilization as	
				% Budget	% receipts
1991/92	540.00	182.78	168.86	31.3	92.4
1992/93	1702.00	594.59	594.51	34.9	100.0
1993/94	4780.00	2305.00	1394.06	29.2	60.5
1994/95	6927.81 (Proposed for seven districts)				

1.24 Without undermining the role and significance of mobilization and environment building, it is clear from the above table, that the BEP has been planning ambitiously and the actual expenditure has been far short of the planned outlays but matched the fund receipts excepting in 1993/94. Moreover, while planning for 1993/94, no lesson seem to have been learnt from the past years experience. A perusal of the work-plans for 1994/95 strengthens this belief. The proposed expenditure during 1994/95 is Rs. 69.27 crores as against the expenditure of 13.94 crores for 1993/94, a five fold increase in one year. The past experience has shown that even in case of school supplies, the easiest to handle, there have been large delays in the procurement and distribution (Also see the section on primary education and text books).

1.25 A similar exercise for each of the functional area/component revealed that under utilization of funds (as compared to budgeted provision and not the availability of funds) has been a uniform feature. A comparative analysis of the expenditure pattern for 1993/94 for all districts is presented in Table 7. It is observed that for none of the districts the budgeted amount was actually utilized. The utilization ranged from as low as 15.1 percent in the case of West Champaran to 48.2 percent in the case of Chatra. It makes us believe that there is no relationship between planning and implementation of activities. The inability of the partners to contribute funds has considerably affected these ratios. Despite this the work-plans have never been reviewed during the year of operation.

1.26 Therefore, the approval of the unrealistic and ambitious annual work-plans, on the one hand, and erratic nature of financial contributions on the other, is an area of utmost concern for the Mission. The Executive Committee should have properly assessed the resource availability before approving work-plans. It is also necessary to learn from past experience and assess the feasibility of district plans. If need be, a special working group of the EC can be constituted for examining the feasibility of annual plans. Other recommendations have been made in the planning and management section.

1.27 The Mission faced some difficulties in comparing the work-plans with the outcomes as the classification scheme adopted for presenting the work-plans is entirely different from that of fund utilization reports. This makes the task of any comparative assessment very difficult. The reporting formats for

outcomes as the classification scheme adopted for presenting the work-plans is entirely different from that of fund utilization reports. This makes the task of any comparative assessment very difficult. The reporting formats for 1992/93 are different from those of 1993/94.

1.28 The SLO should invariably follow a consistent model for costing of work-plans and for reporting of fund utilization against each item of work-plan. A proper classification of budget heads and sub-heads should be evolved and maintained for the total duration of the project.

1.29 The Mission recommends that processes for monitoring of district plans be evolved/strengthened so that adequate feedback is available on the outcomes and remedial action is possible through mid year reviews of the work-plans for each district.

#### **DISTRIBUTION OF EXPENDITURE BY ITEMS/COMPONENTS:**

1.30 In its three years of operations, a total expenditure of Rs. 21.57 crores was incurred of which nearly two-third has been in 1993/94 alone. Total expenditure is made up of two parts i.e. recurring and non-recurring expenditure.

#### **Non Recurring (NR) Expenditure:**

1.31 The analysis of NR expenditure shows that most of the infrastructure creation took place in 1993/94. A sum of Rs. 5.77 crores was spent as NR expenditure which accounted for 43 percent of the total expenditure during the year. Major items of non-recurring expenditure were school construction programme (409 lakhs), school furniture (16.22 lakhs) and sports materials. In Sitamarhi the share of NR expenditure to total expenditure in 1993/94 was about 64 percent, mainly because of large scale construction activities undertaken during the year (Table 8). However, this is not to undermine the role of community mobilization and environment building for the same. Sitamarhi district continues to have a large backlog of school buildings.

1.32 While the Mission fully recognizes the need for well equipped schools, it was observed that with the supply of additional furniture, the classroom space has shrunk, particularly in schools which already had adequate furniture. This has been dealt in detail in the school construction component.

1.33 It has also been noted that NR expenditure for MS component has been booked separately and has not been included in the above statement of NR expenditure. The reasons for this are not clear. Technically, all NR expenditure should have been shown at one place in a consolidated form. The NR expenditure on DIET Ranchi is not indicated anywhere in the accounts.

1.34 The Mission therefore recommends standardization of accounting procedures. If need be, the services of a financial adviser be obtained to streamline the accounts and the recording procedures.



### **Distribution of Recurring Expenditure:**

1.35 The distribution of recurring expenditure on various components as presented in Table 9 indicates that :

- i management expenses account for 16.4%, far in excess of the limit of 6 percent;
- ii primary (formal) education has accounted for 46 percent of recurring expenditure followed by training accounting for 12.5 percent.
- iii in view of the limited coverage for MS and VECs, not much expenditure was incurred on women's development programmes;
- iv literacy activities were undertaken only in the first year of operation and funding for the same was stopped from the second year onwards.
- v investment in NFE is picking up. NFE accounted for 2.1 percent in 1991/92 and increased to 12.3 percent in 1993/94. However, the geographical coverage is yet to be expanded considerably in seven districts;
- vi the expenditure on construction and repairs and maintenance has been higher in Sitamarhi district as compared to the total expenditure on the project.

1.36 Some ratios appear to be distorted as the project never reached the saturation stage. Since capacity creation is necessary for initiating many project activities, in the initial years these ratios may tend to be high . Project management, monitoring and evaluation are key areas where capacity building takes a long time. However, the ratios need to be maintained for the total duration of the project.

### **Expenditure on Primary Education:**

1.37 As has been noted above, primary education accounted for a major proportion of the total BEP expenditure. A detailed analysis of expenditure on primary education for the year 1993/94 was undertaken and is presented in Table 10. Supply of free textbooks in all seven districts to SC/ST and general girl students accounts for 36.1 percent of the expenditure on primary education. An equal proportion is spent on students kit and incentives. The two items taken together account for 71 percent of the expenditure on primary education. Supply of library books and provision of handpumps for the schools have been other items of expenditure.

1.38 While the school supplies and incentives to students are desirable on social consideration, its contribution to qualitative improvement is yet to be established. Decisions to launch various incentives or school supplies are not based on tried out

experiments and their cost effectiveness is yet to be established. Evaluation studies have shown that the distribution of free text-books had no visible impact on enrolment and retention of children. During the field visits, the Mission observed gross underutilization of textbooks.

1.39 Since the project is drifting towards a larger and larger component of school supplies, alternatives and cost effectiveness of various programmes is never evaluated and assessed. The Mission is fully concerned with this issue as many incentives will be difficult to sustain after the project is over. Withdrawing socially acceptable programmes may cause tension and lead to adverse effects on the overall environment. The Mission therefore recommends that BEP should evaluate the cost effectiveness of incentives and school supplies programmes. It is also suggested that such programmes should be taken up on declining grants. This will ensure that the GOB is fully responsive after the project is withdrawn.

1.40 As a quick estimate to work out the cost of books and kits for the Sitamarhi district, an exercise was carried out on the basis of enrolment data provided for 1993 (table 11). The cost of books is estimated at Rs. 18.4 lakhs and that of kits to be Rs. 24 lakhs for 1993/94. However, the expenditure in 1993/94 was Rs. 15.7 and 42.9 lakhs respectively. The actual expenditure is at variance to that of estimated costs. This could happen only due to short supply of books and excess purchases of items of stationery. Some unliquidated advances could be another reason for the differences. Further investigations are needed to reconcile the above. In-ordinate delays in the distribution of books and stationery items were observed. Short supplies and excess deliveries were also noticed in certain schools.

1.41 Training expenses include the expenditure on DIET. For Ranchi DIET, an expenditure of Rs. 42.81 lakhs has been booked for the year 1993/94. Similarly an amount of Rs. 67.51 lakhs, accounting for 88 percent of training expenses, has been booked for DIET, Ranchi in 1992/93 accounts. Since, the capital costs for Ranchi DIET have not been booked anywhere else, it is assumed that these accounts include both non-recurring and recurring expenditure, which is a wrong accounting practice. It hides the capital costs and inflates the expenditure on training activities for the project.

#### **Additionality and Substitution:**

1.42 An important pre-condition of BEP funding was that new and innovative experiments and programmes will be undertaken to achieve the goals of EFA. It was also envisaged that activities of the BEP will be in addition to the ongoing programmes of the central and the state government. Although it is difficult to establish whether the activities are additional or have substituted the normal programmes, there is enough evidence in the case of BEP to conclude that some activities are a substitute rather than additionality. The following is the list of activities for which these comments are valid :

- stopping of OB scheme and providing for blackboards, library books and other materials to schools through BEP;

- stoppage of state run NFE centres in areas of operation of BEP;
- stoppage of supplies of uniforms and scholarships to SC and ST students by the department of welfare and compensating the children through other incentives by BEP;
- non recruitment of teachers by the state despite claims for significant increase in enrolment and the introduction of the scheme of part time teachers to be funded from BEP; and
- funding the construction of DIET, Ranchi.

1.43 The Mission feels that BEP funds should be viewed as the financial resource to be used as a last resort. Other state and central funds should be utilized to the extent possible and BEP funds should be used to bridge the gap, if any. In fact, there is no effective and meaningful liaison between the DOE and the BEP as far planning of state activities is concerned.

#### **Accounting Practices and Reporting Formats:**

1.44 The BEP has evolved a practice of internal audit at the SLO and the district level. The annual accounts are audited by a firm of chartered accountants. There is a provision of statutory audit by CAG/AG once in three years.

1.45 The BEP has evolved a comprehensive set of proforma for preparing workplans and also for reporting of financial and other progress reports. In the case of financial reporting, the BEP follows different proforma than those used for preparation of work-plans and for reporting of expenditure on various activities. There have been significant changes in items and the methodology of classification with the result that annual comparisons are not possible. It is also noted that in some components, non-recurring items of expenditure have been mixed with recurring expenditure items. Separate accounts for recurring and non-recurring items are not shown. Management expenses for MS has been booked separately whereas for others it is considered as a part of management expenses. A comment on the masking of training expenses has already been made elsewhere in the report. These are a few illustrations and many other inconsistencies exist in the annual plan budgets and reporting formats.

1.46 The Mission, therefore, strongly recommends that a proper accounting procedure should be followed while maintaining the BEP accounts. It is also recommended that a statutory audit should be carried by the CAG of India so that other issues related to accounts and procedures can be sorted out.

#### **SUSTAINABILITY OF EDUCATIONAL PROGRAMMES**

1.47 BEP is a short term intervention to demonstrate the success of certain approaches to educational development in an educationally backward area. The project aim is to demonstrate the utility and cost effectiveness of certain delivery

mechanisms and approaches to educational planning and management. In the long run, the state is responsible for the continued support and sustaining the programmes initiated during the project period. The Mission decided to examine the question of sustainability by looking at the following aspects :

- i state finances.
- ii additional liability due to ongoing programmes.
- iii additional liability due to project takeover.

### **State Finances:**

1.48 Ever since its inception, the project has received full political and administrative support of the state government. While the state has been supportive of the BEP activities at the state and the district level, this commitment is not backed by action. In the recent years, the state is passing through a difficult position as far as financial management is concerned.

1.49 In the education sector, soon after the adoption of NPE, 1986, a number of centrally sponsored schemes have been abandoned or slowed down on one or the other pretext by the GOB. In many cases, the inability of the state government to fulfil the conditionalities has been a major cause of concern. For example, the OBB scheme was launched but withdrawn, the NFE scheme has been in difficult position for the last few years. The allocations to NFE scheme has been practically stopped. The state is unable to utilize the funds for the setting up of DIETs, a basic requirement for developing a sound system of teacher training. A large number of vacancies have remained unfilled for years together. Currently, the number of unfilled vacancies is about 40,000.

1.50 The financial position of the state got strained a great deal since 1991, the year from which BEP started its operations. In the last four years, there have been significant cuts in the Plan expenditure and the Non Plan expenditure is barely sufficient to meet the salaries and additional DA obligation of the staff.

1.51 During 1991 to 1994 period, the non-plan expenditure on education increased @ 5.8 percent per annum as compared to a growth rate of @ 27% per annum in 1988 to 1991 period. In the case of primary education, the corresponding growth rates were 6.7 and 27 percent per annum ( at current prices) during the same period. The increase in 1993/94 over 1992/93 was just sufficient to meet the additional burden due to DA of the staff (Table 13). Thus in recent years, it has not been possible to even maintain constant level of investment in education sector. The government could tide over the crisis by merely reducing the number of working teachers (by keeping the vacancies unfilled). In 1994, the number of working teachers is far less than those in 1991.

1.52 While there is an apparent increase in the share of allocations to primary education from 64 percent in 1991 to 66 percent in 1993/94, this is essentially due to a steep decline in allocations to other sectors due to declining budgetary support (Table 14).

### **Additional Liability due to Ongoing Programmes:**

1.53 It is evident from the discussions in each component that there is always an attempt to substitute the BEP programmes with the government sponsored programmes. The setting up of DIETs, supply of materials to the schools, incentives and other facilities do not form part of the additionality but that of substitution. In view of the severe crunch for plan funds, the state has almost absolved itself of any investment for the education sector except to pay for the teachers salary. No development activities are being initiated, rather the ongoing programmes are suffering for want of allocations. NFE programme is an example.

1.54 There are about 40,000 teacher vacancies out of which about 25,000 posts are to be filled up soon. This will mean an additional expenditure of Rs. 75 to 100 Crores per annum for which there is no provision. Although the authorities argue that these being sanctioned posts, provision in the non-plan expenditure exists for these posts but this is quite unlikely as the increase in DA and annual increments have eaten into whatever provisions were there.

1.55 The Department of Tribal welfare has stopped the supply of uniforms and free textbooks to SC/ST students. Uniforms and scholarships have not been paid after 1991. Restoration of these facilities will cause considerable burden on the exchequer. It is not possible to precisely estimate the financial burden as the number of beneficiaries receiving materials and scholarships under different schemes is not known.

1.56 When these items of expenditure are compared with a sum of Rs. 32.6 crores earmarked as Plan funds for primary education in 1993/94, the limitations of the state government to sustain the ongoing activities becomes quite apparent. The position might change in the coming years if the state government overcomes financial constraints.

### **Additional Liability due to BEP activities:**

1.57 It is assumed that the state will takeover the programmes of BEP after the project period is over (now due in early, 1996). This will depend upon the likely scenario and the financial position of the state government at that point of time but some preliminary analysis can be undertaken at this stage.

1.58 The major item of expenditure which the state will have to bear from its own sources is the expenditure on the supply of textbooks and kits to all the students in the state. Assuming the present level of enrolment and cost of materials, the recurring cost for the state works out to be about 50 crores per year (1993/94 prices) which in itself is one and a half times the Plan budget of the state for the primary education for 1993/94. Under the present scenario, this scale of activity is thus highly unsustainable in the long run. The position with respect to other components of the recurring expenditure is not much different.

1.59 The BEP has proposed an annual work-plan of Rs. 69.3 crores for 1994/95,

Going by the present trends, the plan for the terminal year of the project may be about 40 crores. Assuming 75% to be the recurring cost, the state liability will be of the tune of about Rs.30 crores per annum for the seven districts. As noted above, this amount is approximately three times the annual plan expenditure for education for the whole state. Thus, under the present funding pattern, the ability of the GOB to sustain the BEP after 1996 is doubtful. In order to sustain the innovative programmes in primary education, the state will have to make serious efforts to improve the efficiency of the school sector; mobilize additional resources for education through cost effectiveness, cost recovery and cost sharing in other sectors of the economy; and to undertake a serious exercise in restructuring the inter-sectoral allocations.

The Mission, therefore, notes with concern that BEP is becoming more a supply oriented programme which will have greater liability for the state government and will pose immense challenge for the state.

### **BEP Finances: The Future Scenario**

1.60 Delays in launching of the review Mission have cost the project dearly. Practically no funds, with the exception of the GOB, have been made available to BEP so far in the current financial year. A situation should not arise when unwittingly the fund flows cease altogether. The work-plans for 1994/95 are neither approved nor rejected. The Mission takes a serious note of this situation. Under such circumstances the gains of previous years may be difficult to sustain. It may result in disillusionment among the staff and cause irreparable damage to the goodwill that has been created over the years. The Mission therefore, strongly recommends that all the three partners assess the cash flow position of the BEP and fill the gap, if any, with last year's expenditure as the benchmark. This will ensure that the activities of the BEP can be sustained at the least at the last year's level.

1.61 Adequate and timely flow of financial resources is a pre-requisite for the success of any time-bound programme. Realising this, an innovative arrangement was worked out for BEP, the details of which have already been discussed. The experience has shown that these arrangements have not worked well. While the Mission has made some recommendations to ensure that funds do not stand in the way of project implementation, the GOB, GOI and UNICEF should resolve these issues within the framework of initial understanding and the suggestions made herein.

1.62 Notwithstanding the claims and counter claims, the Mission is convinced that uncertainty of fund flows leads to less than optimal utilization of resources and systematic planning tends to take a back seat. The Mission considered various possibilities so that funding problems for the remaining duration of the project (one and a half year) are resolved and a more realistic assessment of the likely outlays and expenditure for BEP is made. In this spirit, the following paragraph sums up the Mission's assessment of the resource requirements for the consideration of all parties concerned.

1.63 The total expenditure on the project during the last three years has been of the order of approximately Rs.30 crores (including cash and kind grants/receipts). Considering the 1994/95 workplans and the likely upward revisions in the outlays, it is estimated that the total resources required for the project (seven districts) may be approximately in the range of Rs.90-110 crores. In other words, the additional requirements of funds for the current financial year (1994/95) as well as for the ensuing year (1995/96) would be in the range of Rs.60-80 Crores. While the modalities for the appraisal of work-plans can be followed, the three partners should ensure that the funds of this order can be mobilized during the next one year. A tripartite meeting between the GOB, GOI and the UNICEF should be held to formalise the commitments and the likely schedule for pooling of these resources. In Mission's view this is necessary for the successful completion of activities already underway.

Table 1

**BEP:Cost Estimates (Original and Revised) by Components**

(Rs in crores)

Sl. Sector/component No.	Original outlay 1990-95	Revised outlay 1991-96	% Revised to original
1 Primary Education	6494.0	1454.4	22.4
2 Non Formal Education	4185.0	710.0	17.0
3 Adult Education	2500.0	380.0	15.2
4 ECCE	622.0	292.4	47.0
5 Women's development	530.0	240.4	45.3
6 CCCE	439.0	188.3	42.9
7 Training	629.0	225.0	35.8
8 Experiments and Inno prog		40.0	NA
9 Studies, research etc		40.0	NA
10 Management	385.0	88.7	23.0
Total	15784.0	3659.0	23.2



Table 2

## Statement of Fund Flows: 1991 to 1994

Rs in lakhs				
Date	UNICEF	GOI	GOB	Total receipts
Year 1991/02				
27.8.91	10.00			10.00
7.12.91	170.87			170.87
4.2.92	1.91			1.91
Total	182.78	0.00	0.00	182.78
Year 1992/93				
12.4.92		200.00		200.00
27.5.92			90.00	90.00
17.11.92	1.77			1.77
14.12.92	2.82			2.82
21.12.92			210.00	210.00
1.2.93			90.00	90.00
Total	4.59	200.00	390.00	594.59
Year 1993/94				
27.4.93		800.00		800.00
30.8.93	200.00			200.00
28.9.93		800.00		800.00
28.9.93			5.00	5.00
18.10.93	200.00			200.00
	300.00			300.00
Total	700.00	1600.00	5.00	2305.00
Grand Total	887.37	1800.00	395.00	3082.37
Distribution of total receipts	28.78	58.40	12.81	100.00
Year 1994/95				
Date	UNICEF	GOI	GOB	Total receipts
Year 1994/95				
3.6.94	0.00	0.00	800.00	800.00
Total upto June, 94	0.00	0.00	800.00	800.00

Table 3

State level office  
 Monthly Closing balances 1993/94

Month	Closing Balance (Rs. in Lakhs)
April, 93	0.4
May, 93	773.7
June, 93	75.8
July, 93	3.2
August, 93	1.0
Sept, 93	1.7
October, 93	287.0
November 93	4.2
December 93	8.9
January 94	2.6
February 94	15.1
March 94	138.3

Table 4

Ranchi District (BEP)  
Cash Balances (Monthly)

(RS in 000s)

Month	Yr	Cash in Hand	Bank Balance	Total Closing Balance
Year 1992/93				
April	92	3	3294	3297
May	92	nil	2621	2621
June	92	nil	6874	6874
July	92	nil	6262	6262
August	92	nil	4460	4460
Sept	92	nil	4225	4225
Oct	92	nil	4021	4021
Nov	92	nil	3528	3528
Dec	92	2	7005	7007
Jan	93	9	9937	9946
feb	93	7	5162	5169
March	93	5	3359	3364
Year 1993/94				
April	93	12	3266	3278
May	93	12	12328	12340
June	93	12	10864	10876
July	93	14	7499	7513
August	93	8	6871	6879
Sept	93	13	3595	3608
Oct	93	22	6000	6022
Nov	93	18	5032	5050
Dec	93	16	3037	3053
Jan	94	16	7626	7642
feb	94	18	4247	4265
March	94	4	6985	6989

Table 5  
Monthly closing balances 1993/94  
Sitamarhi

(Rs. in 000's)

Month	Cash in hand	S/B SBI	S/B CBI	Total
April	0	344	632	976
May	0	2036	2633	4669
June	0	1517	2042	3559
July	0	9617	10098	19715
Aug	0	8994	9394	18388
Sept	3	4626	4885	9514
Oct	2	7232	7394	14628
Nov	5	5439	5987	11431
Dec	5	3941	4376	8322
Jan	9	2194	2504	4707
Feb	8	1702	1967	3677
March	2	4443	4895	9340

Table 6

Closing Balances Districts and SLO: July, 1993

Rs. Lakhs

District/SLO	Closing Balance
State Level Office	0
Muzaffarpur	105
Sitamarhi	101
Jamshedpur	98
Ranchi	75
Bettiah	63
Sasaram	57
Total	499

Table 7

## Budgeted and Actual Expenditure: 1993/94

(Rs. in lakhs)

District/SLO	Budgeted Exp	Actual Exp	% Actual to Budgeted
SLO	708.9	121.8	17.2
Muzaffarpur	769.7	263.9	34.3
W. Champaran	650.7	98.1	15.1
Ranchi	788.5	303.0	38.4
Jamshedpur	601.0	159.3	26.5
Sitamarhi	643.6	284.4	44.2
Rohtas	520.2	116.6	22.4
Chatra	97.8	47.1	48.2
Total	4780.3	1394.1	29.2

Table 8

## Share of Non Recurring to Total Expenditure

District	% NR to Total Expenditure			
	1993/94	1992/93	1991/92	Total
Ranchi	30	2	8	18
Sitamarhi	64	4	-	50
Muzaffarpur	78	6	16	64
Rohtas (Bettiah)	35	1	2	18
Jamshedpur	20	3	-	16
Chatra	35	-	-	35
Sasaras	26	3	-	24
SLO	2	3	13	5
Grand Total	43	3	9	29

Table 9  
Expenditure on BEP Components 1991/92 to 1993/94  
(R+NR) (RS. IN LAKHS)

Component	1991/92	1992/93	1993/94	Total
1	2	3	4	5=2+3+4
1 Management Expenses	35.1	86.6	138.1	259.8
2 Primary Formal Ed	32.3	347.3	354.0	733.6
3 Training	29.8	76.7	91.5	197.9
4 Primary NFE	3.6	39.5	100.5	143.6
5 Literacy	42.5	6.6	0.0	49.1
6 ECCE	0.1	9.5	16.0	25.6
7 CCCE	5.6	9.1	25.2	39.9
8 Women Development Progs	0.5	2.7	45.6	48.8
9 Support to NGOs	19.5	16.7	45.9	82.1
11 Others	0.0	0.0	0.0	0.0
Total Recurring Expendi	168.9	594.6	816.8	1580.3
Total Non recurring	0.0	0.0	577.3	577.3
Total Expenditure	168.85	594.63	1394.05	2157.5

Table 9a

Percentage Distribution of Recurring Expenditure by Components (BEP)

	1991/92	1992/93	1993/94	Total
1 Management Expenses	20.8	14.6	16.9	16.4
2 Primary Formal Ed	19.1	58.4	43.3	46.4
3 Training	17.6	12.9	11.2	12.5
4 Primary NFE	2.1	6.6	12.3	9.1
5 Literacy	25.2	1.1	0.0	3.1
6 ECCE	0.0	1.6	2.0	1.6
7 Culture Communications	3.3	1.5	3.1	2.5
8 Women Development Progs	0.3	0.5	5.6	3.1
9 Support to NGOs	11.6	2.8	5.6	5.2
11 Others	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0

Table 10

Recurring Expenditure on Selected Items of Expenditure  
1993/94 Primary Education

(Rs. in lakhs)

Pry	Text	Stud	Incen	Lib	Hand
	Books	Kits	tives	Pumps	Ed
1 SLO	0.3	0.3	0.0	0.8	0.0
2 Muzaffarpur	23.9	10.0	0.0	4.4	0.0
3 Bettiah	17.6	0.3	0.0	0.0	0.0
4 Ranchi	27.3	30.8	0.0	7.7	0.0
5 Jamshedpur	15.1	4.5	34.0	8.1	20.8
6 Sitamarhi	15.7	42.9	0.0	6.2	0.0
7 Sasaram	17.4	0.0	0.0	0.0	7.4
8 Chatra	10.6	1.7	0.0	0.0	0.7
<b>Total</b>	<b>127.9</b>	<b>90.6</b>	<b>34.0</b>	<b>27.3</b>	<b>28.9</b>
% to total primary	36.1	25.6	9.6	7.7	8.2
Cum percentage	36.1	61.7	71.3	79.0	87.2

Table 11

## 1993 ENROLMENT AND COST OF BOOKS AND KITS IN SITAMARHI DISTRICT

Class	Unit cost		Enrolment			COST (Rs. )00	
	KIT	BOOKS	ALL PRY	BOYS GEN	BENEF ICIARIES	BOOKS	KITS
I	19	10.2	108599	60419	48180	491	915
II	19	13.4	48947	27840	21107	283	401
III	30.54	24.3	34463	20067	14396	350	440
IV	30.54	32.1	27668	16470	11198	359	342
V	30.54	36.3	25739	15857	9882	359	302
<b>TOTAL</b>						<b>1842</b>	<b>2400</b>

Table 12

Major Items of proposed expenditure in 1993-94 budget  
(Primary Education)

(Rs. in lakhs)		
	Amount	% Dist Budgeted
1 Construction of school buildings	1009.0	37.8
2 School amenities (latrines, pumps, etc)	536.3	20.1
3 Kits for girls, sc ST boys	343.0	12.8
4 Innovative school equipment	294.0	11.0
5 Repairs of school buildings	195.0	7.3
6 Others	294.17	11.0
<b>Total Expenditure Budgeted</b>	<b>2671.5</b>	<b>100.0</b>

Table 13

Non-plan expenditure on primary education

(Rs. in lakhs)						
SECTOR	1988/89	1989/90	1990/91	1991/92	1992/93	1993/94
Salary	23760	30662	50320	51830	51830	52348
DA	9566	16565	18317	20150	25834	31002
Others	1126	1574	1658	1943	2155	2053
<b>Total</b>	<b>34452</b>	<b>48801</b>	<b>70296</b>	<b>73922</b>	<b>79818</b>	<b>85403</b>

Table 13a

Percentage Distribution of Non-Plan expenditure on Education

Salary	69	63	72	70	65	61
DA	28	34	26	27	32	36
Others	3	3	2	3	3	2
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>



Table 14

## Percentage Distribution of Non Plan expenditure: Bihar

SECTOR	1988/89	1989/90	1990/91	1991/92	1992/93	1993/94
PRIMARY EDU	64	66	64	64	65	66
SEC EDU	21	20	22	22	21	21
UNIVERSITY ED	13	12	11	11	11	10
ADULT EDUCATION	0	0	0	0	0	0
LANGUAGE DEV	2	1	2	3	2	3
GENERAL EDUCATION	1	1	0	0	0	0
TOTAL	100	100	100	100	100	100

## II

### PLANNING AND MANAGEMENT

#### I. PLANNING

2.1 The planning and management of social development programme in a state like Bihar is a major challenge in view of the following considerations :

- a. economic backwardness and rigid social stratification in the state/region with adverse socio-economic indicators;
- b. low internal efficiency of the social services including that of health and education;
- c. low levels of educational attainment reflected in high illiteracy rates, particularly those of women;
- d. some areas predominantly populated by tribal and other deprived groups having special educational and other needs;
- e. lack of social infrastructure and neglect of proper maintenance of whatever is available;
- f. the difficult financial situation of the state resulting in low investment in capacity creation as reflected in absolute decline in plan expenditure and inability of the state to raise matching grants for centrally sponsored schemes;
- g. the low level of human capital formation as reflected in poor education and training infrastructure;
- h. the declining number of government staff and freeze on fresh recruitments without corresponding efforts to increase the productive efficiency of the existing staff; and
- i. lack of adequate feedback and monitoring mechanisms so that corrective measures can be planned.

2.2 It was under these challenging circumstances that BEP was initiated with laudable goals in some of the most educationally backward areas of the state. The task was further complicated as BEP began as an open-ended evolving project with a clear focus on mobilization and community participation. The planning strategies for BEP were thus to be evolved within these constraints, which in itself was a major challenge for development planners. As no pre-determined solutions were available to educational problems, so was the case with planning methodology. This called for a flexible but a comprehensive approach to planning,

management and monitoring of various interventions particularly in a decentralized framework. It is against this background that the issues related to planning and management have been discussed in this part whereas the issues related to monitoring are discussed in the next chapter.

### **The Planning Goals:**

2.3 The stated overall goal of the Bihar Education Project is universalizing primary education for all children at least until they are 14, facilitating access both through formal school system as well as through NFE programmes; retention of children in school at least until they complete the primary stage; and the achievement of the minimum levels of learning by all children. The plans, both at the district as well as for various states, are formulated to achieve the goals stated above.

2.4 While the implicit focus of all planning under BEP is on 6-14 years age-group children, in reality the activities and other inputs under BEP are confined to classes I-V children which corresponds to the age-group 6-11. It is also realized that classes VI-VIII require a different type of approach, strategy and inputs. Considering all related aspects, the Mission strongly recommends that BEP should exclusively focus on primary classes (I-V) whether run in independent primary schools or as a part of upper primary schools. This will help focus on a component where the real situation is far from satisfactory.

2.5 As has been discussed in the section on primary education, a number of activities listed in the project proposals have not been taken up as yet. For a programme like adult literacy, there has been a mid-way rethinking and the BEP withdrew its support to literacy activities. As a result, the literacy campaign was never completed in the districts of Ranchi and Muzaffarpur. To that extent the investment and efforts made by BEP were futile to some extent. The discussions revealed that while TLC is presently going on in 13 districts of the state, no efforts were made to cover BEP districts under this programme. The Mission views that both TLC and BEP have to gain a lot from each others' strength and the fulfilment of goals can be facilitated if the two work together. The project EC may like to consider this matter and make appropriate recommendations for the consideration of the Ministry of Human Resource Development and the National Literacy Mission.

2.6 In view of the greater emphasis on local level planning, it is necessary that microplanning gets rooted as early as possible. The BEP document clearly recognizes the need for micro-planning. However, in reality the systematic micro-planning has not been given any importance. Efforts were not made to develop manuals and other reference materials which will help the village and block level functionaries as well as the voluntary agencies in preparing their action plans. The Mission, therefore recommends that preparation of guidelines and manuals for micro-planning should be developed by BEP. This will provide BEP a unique opportunity to make a breakthrough in one of the vital areas of educational planning.

2.7 It is also expected that the district plans are prepared after taking cognisance of the ground realities and are as realistic as possible. The Mission learnt that there are large number of working children in the state of Bihar. Some estimates suggested that 10% of the 6-14 years children are working. Notwithstanding this proportion, it is apparent that NFE as a strategy has to be strengthened in the state as the formal schools will not be in a position to provide education to all children.

### **Selection of Districts and Geographical Coverage:**

2.8 It is important to note that no objective criteria was formulated for the selection of districts/areas to be covered under BEP. The same is true of the selection of blocks within the district. The Mission was informed that the major considerations in the selection of districts were (i) number of voluntary agencies working in the district, (ii) where environment-building creation work was in progress through 'Total Literacy Campaign' and (iii) to include districts to give appropriate representation to all the regions of the state. With regard to the selection criterion, the general answer given by district teams was that initially those blocks were selected where Operation Blackboard (OB) scheme had not been implemented.

2.9 Flexibility in the norms may have been justified to ensure some degree of viability and success in the first instance. However, as the programme expands to other geographical areas, there is a need to adhere to some objective criteria so that more needy areas are not left out for want of advocacy. The Mission, therefore recommends that BEP should clearly spell out the criteria for the selection of districts as well as the blocks.

2.10 The Mission further noted that there are few areas where all the activities/components tend to converge. Convergence is more of an exception rather than a norm. Various activities under BEP cover about 50 blocks in the seven districts. This has happened because there is no co-ordinated planning, an issue which will be discussed later. The accepted principles of regional planning suggest that the gains can be enormous and saturation is achieved early if activities tend to converge in an area. The Mission strongly recommends that convergence of various inputs/ programme activities should be the main focus for the next few years.

2.11 One important issue is about the lines on which BEP should be further expanded, if further extension is to be granted beyond December, 1995. Since the project places a great deal of emphasis on the process-intensive activities and the initial efforts in all the districts are focussed on environment building and community mobilization, the start is necessarily slow and there is considerable time-lag in stepping up implementation of different programme components. It is, therefore, felt that new districts should not be added to the project unless there is possibility of extension of the project by another two-three years. The fruits of mobilization activities and training programmes will not be reaped if they are not followed up by sizeable implementation of core programmes relating to improving the outcomes in terms of better retention, improving quality of education and

ensuring higher achievements on the part of learners. Environment building, community mobilization, and teacher training cannot be an end by itself. These programmes must contribute to the overall improvement in enrolment, participation and achievement of children in the school and non-formal system. Since these activities follow after the preparatory phase of setting up of management structures and teams of resource persons working together to bring about desired changes in the system, the continuation of the project for 3-4 years in the selected areas must be assured. Another reason for not expanding the coverage to more districts is the existing uneven and limited implementation of different programme components in the existing seven project districts. Even in three districts included in Phase I of the project where work was initiated about two-three years ago, the whole package of service delivery inputs and quality interventions for primary education have not been extended to most parts of the district. For different components of the programme, coverage is restricted to selected blocks or villages. The only activity which extends to the whole district is the provision of incentives like supply of free textbooks to SC/ST children and girls.

### **Decentralized Planning**

2.12 The BEP was based on an innovative approach wherein the greater emphasis was on the bottom-up approach. As decentralized planning in the field of education had not taken root in the country so far, it was envisaged from the very beginning that the project will provide a good opportunity to evolve and test the methodologies for decentralized planning in education.

2.13 Under BEP the district was taken as the unit for planning of education. Though in the initial period the state-level office had to give a lot of help and support to the district team to develop their district annual work plans, but it was accepted on all hands that the initiative for all project activities would vest with the district through a participatory planning process starting from the village level.

2.14 Discussions with field officials and the community indicated that major breakthrough was possible due to the sustained efforts in achieving community participation in planning, monitoring and cost sharing. However, the Mission notes with concern that the experiences and records of such participative activities are not documented by the BEP. In the overall interest of the project as well as for the benefit of development planners, it is necessary that records of community involvement in planning and monitoring of project activities are properly documented and disseminated widely for the benefit of other projects.

2.15 The Plans as prepared and finalized by the districts are presented to the Executive Committee of the BEP for final approval and implementation. Since, there is a general lack of planning concerns, at no stage a rigorous scrutiny and appraisal of the plans is undertaken. If at all such process are undergone, there are no reports at the SLO to indicate the processes and the issues raised in reviews. This ad-hoc nature of reviews has been the root cause of many

management and implementation problems facing the project. The Mission strongly recommends that BEP should evolve, at the earliest, processes and procedures for appraisal and review of district plans.

### **Capacity Building (Planning and Management):**

2.16 Planning in a decentralized framework requires the services of highly skilled professionals. For the BEP and the education department of the state government, this was a relatively new area of specialization. Realizing this, the BEP project document postulated that the technical and professional support available at the state level (universities and other research institutions) and at the national level resource institutions will be utilized by the BEP. The Mission after discussing this issues with the project authorities has come to the following conclusions :

- a. there is no planning specialist available within the project staff at the state or the district level;
- b. The concept of integrated planning and developing a long-term scenario of the BEP districts was never taken up;
- c. there is a considerable confusion about the use of standard educational terms (see section on primary education).
- d. at no point of time the EC or the project authorities considered the involvement of planning experts as consultants so that some of the methodological issues are resolved;
- e. In the last four years, none of staff was got trained in planning methodology; and
- f. The BEP has not shared any of its experiences in planning and management with the other agencies.

2.17 The Mission, therefore, recommends in strongest terms that the BEP should develop plans for capacity building in planning and management. If need be, state level management institutions, universities and the national resource institutions can be involved in this exercise.

2.18 It is also suggested that the state should organize periodic seminars/conferences at the state level and invite experts from the field, state and the national resource institutions to share their experiences in planning and management. This will go a long way in identifying a team of resource persons who may really be interested in the activities of BEP.

### **Review of Planning Approach Followed by BEP**

2.19 The four important components of universal primary education are (i) universal access (ii) universal enrolment (iii) universal retention and (iv) universal

achievement. In order to achieve the goal of UPE all these four aspects are to be covered for classes I to VIII and for the age group 6-14 years.

2.20 After going through the various district work plans as well as the annual reports of BEP as also having discussion with district teams and the state level officials of BEP, the Mission's observations are summarized below :

- a. The project is now (1994) running into fourth year for three districts, third year for another three districts and the second year for one district. But out of the four components of UPE, the planning efforts are totally concentrated on universal enrolment and on MLL on an experimental basis;
- b. As far as universal enrolment is concerned though it is expected to cover 6-11 years population for class I-V but somehow or the other this concept has been taken in a different way in BEP. It has been observed that there is a lack of clarity about this aspect whether the real focus in BEP should be children in the age-group 6-11 or 6-14, whether the same priority coverage should be given to grades I-V or I-VIII. It appears that the emphasis is on enrolment of all children in age group 6-14 in the schools irrespective of the grades they are enrolled. While gross enrolment is being given due attention, no consideration of net enrolment ratios is kept in view;
- c. At the state as well district level targets have been fixed for covering cent per cent children of 6-14 age group by enrolling them in schools, though the procedure adopted to set these targets is not explained anywhere, nor is reliable base-line data available to assess the progress achieved from time to time;
- d. Till now there is no serious thinking on reducing dropout rates. Despite good progress in enrolment in class I the dropout rates in almost all project districts is alarming. Though the workplan of districts mention casually some strategies to reduce dropouts but these documents are absolutely silent on the progress made in this respect during last 2 to 3 years or fixing the targets for reducing the dropout rates to the minimum;
- e. Many districts have given some figures to show the progress made in the last 2 to 3 years in increasing retention. It is, however, noticed that the procedure adopted to calculate retention rate is neither scientific nor realistic. The percentage of children appearing in examinations in December) of the children who took admission in schools (till March of the same year) is what is taken as retention rate;
- f. In any district no target has been fixed to achieve the objective of universal achievement. The district plan documents mention only the coverage of number schools for MLL but there has been no proper evaluation to ensure whether the children of these schools are really achieving MLL, except that such an effort is seen to some extent in Ranchi district; and

- g. The first component of UPE i.e., provision of universal access also does not appear to have been given serious attention because BEP does not envisage either opening of new schools or appointment of new teachers. Because of the financial stringency, the Government of Bihar has not been able to open any school or appoint any new teacher for the last 5 years or so. The result is that almost all BEP covered schools are over-crowded and pupil teacher ratio is much higher than the state norm of 40. It seems the enrolment boom that has been made possible due to efforts of BEP is unfortunately creating an adverse effect in the schools because the quality of teaching is adversely affected due to shortage of teachers as well as class-room accommodation.

### **Strengthening Educational Planning**

2.21 On the basis of the review of various plan documents; discussion with various BEP officials at the state and district level; and the visits to the two BEP districts, the Mission suggests the following measures for strengthening of educational planning :

- a. In a few districts, as mentioned above, the district core team which is responsible for planning as well as management of the project is too inadequate to discharge its responsibility effectively. The situation of vacant positions not being filled up creates problem and hampers the timely implementation of the project activities. The Mission is of the view that all the vacant positions should be filled up, at the earliest and if it is not possible to do so, the targets set at the district level for enrolment, construction of buildings and infrastructure, or introduction of MLL, etc. should be realistic so as to be within the competence of the limited staff available.
- b. While setting targets for additional enrolment in the coming years, it is felt that no consideration has been given on the constraint of opening new schools or appointment of more teachers as it is beyond the purview of BEP. The appraisal team is of view that the enrolment targets should have been set by taking into account the availability of teachers, schools and classrooms - otherwise the quality of education imparted in schools is bound to deteriorate because of very high pupil-teacher ratio and overcrowded classrooms. The Mission has also made appropriate recommendations for opening of schools and appointment of teachers under BEP.

2.22 The coordination between the BEP core team at the district level and existing official structure of education department is very important for the success of BEP. While in districts like Sitamarhi and Ranchi, this coordination is secured to a considerable degree, in some other districts like East Singhbhum and Chatra, this coordination between education department and BEP district team seems to be almost non-existent. The appraisal team is of the view that involvement and cooperation of educational authorities is necessary and it should be ensured that close links are established in all districts for effective



implementation of all the activities. More importantly it is necessary from the point of view of the sustainability after project period comes to an end.

2.23 The Mission, therefore, recommends consolidation of the programme in the seven districts before extending the project to more districts. The change must be effected from the present uneven implementation of activities and interventions in selected areas to wider coverage and phased expansion to the remaining areas of the district covered by BEP. The Mission would also recommend a study of the long-term financial implications of implementation of some of the current incentive programmes like free supply of textbooks. There is a need for objective assessment of their impact on better enrolment, retention and other educational objectives. The limited evaluation done by outside agencies like ANSISS, Patna and XLRI does not support continuance of such incentives.

## II. MANAGEMENT

2.24 The Bihar Education Project Council was registered on May 13, 1991, with the Chief Minister as Chairman and the Education Minister as Vice-Chairman, and given autonomous status. The Executive Committee is headed by the Secretary-cum- Commissioner, Department of Human Resource Development, Government of Bihar. A senior officer of the Indian Administrative Service has been appointed the State Project Director in order to ensure adequate coordination in the planning and implementation of the project at the state level.

### **Management Philosophy**

2.25 The management system under BEP was envisaged in a mission mode. As the BEP document says that BEP is not a scheme, not even a programme but a societal mission for bringing about changes in the entire scene of social development. Recognizing the need to bridge the distance between community and school system, BEP focusses on harnessing the enormous potential of communities to conduct and manage education at the local level so as to lead to an improvement in the system, thereby resulting in the ownership of schools by the communities themselves. Accordingly, the three-tier management structure set up under BEP comprises VEC, district task forces and state level autonomous body as shown below:

#### Village Education Committee/Mahila Samooh

- For accountability of basic education functionaries.

#### District Task Force

- To have the principal responsibility for implementation with necessary delegation of powers.

#### State Level Autonomous Body

- To have full administrative and financial powers. Its implementation agency is the Mission Task Force, the staff of which is specially selected from amongst educationists, non-governmental organizations and academics.

2.26 The BEP project document states that the implementation machinery in BEP has to facilitate the management for change and that the entire administrative system has to be overhauled and restructured to serve the goals of educational reconstruction. Appropriately BEP structure emphasizes participatory style of management involving officials, voluntary agencies, teachers and the village communities.

## Management Structure

2.27 The over-all management structure of Bihar Education Project is given in the chart annexed.

## State Level Structure

2.28 The apex body of the Project is known as 'Bihar Shiksha Parayojana Parishad', also called the BEP Council. The Chief Minister of Bihar is ex-officio Chairman, and the Primary and Secondary Education Minister, Government of Bihar is ex-officio Deputy Chairman of the Council while BEP Project Director is its Member Secretary. Its membership is quite large and has both officials as well as non-officials as its members. The total membership of this body numbering 68, includes government officials, professionals, academics, teacher representatives, NGO's etc. The Council members include three representatives of the Ministry of Human Resource Development, Government of India, and two representatives of UNICEF. The council is expected to meet at least once a year.

2.29 The other structure created at the state level is **State Executive Committee** which has 25 members including Education Commissioner-cum-Secretary Govt. of Bihar as its Chairman and Project Director BEP as its member secretary. The members of this committee include government officials, teachers representatives, professionals, academics and NGOs, etc., besides three representatives of the Ministry of Human Resource Development, Government of India and one representative of UNICEF. This body is mainly responsible for over-all management and is expected to meet quarterly.

2.30 Further, a few **Steering Committees** have also been constituted at the state level. Each major component has, infact, its own steering committee which is responsible for over-all planning and implementation under that component. These components are primary formal education, NFE, ECCE, training, mahila samakhya, culture communication and media etc. These steering committees meet regularly and report the progress made under their components to the **State Task Force**, which includes chairpersons of all the steering committees.

2.31 The staffing pattern as given in the 1992-93 annual report of the BEP Council shows that it had a staff of 26 persons, including secretarial, clerical and accounts staff as well as drivers and peons. The staff members are taken in BEP either on deputation from various organizations or given appointment on contract basis. Only 11 persons have been appointed on contract basis which includes Accounts officer, two consultants, one assistant, three drivers and four peons. The staff on deputation has been taken from Education Department, and other departments of Government of Bihar.

2.32 The staff taken at the state level office includes Project Director, OSD, four consultants, one programmer, four persons in Accounts and one incharge for media and communication activities. In the administration the staff includes one A.O., one Senior PA, two Stenos, Incharge of Store, one Assistant, one typist, three

drivers and four peons. The present Project Director holds a dual charge. He is also functioning as Secretary Education to the Government of Bihar.

### **District Level Bodies:**

2.33 For managing the project at the district level, BEP has established a District Executive Committee, District Task Force, Steering Committees and District Resource Units (DIET).

2.34 The **District Executive Committee** has generally a membership of around 15 persons with District Magistrate as its Chairman and Deputy Development Commissioner as District Programme Coordinator. The Committee has a representation of the district officials, teachers, academics and NGOs etc. as its members. As per the rules and regulations of BEP Council, this body is expected to meet atleast once in a quarter. This body takes all the decisions at the district level and reviews the future work plans.

2.35 The **District Task Force** is supposed to meet regularly on preferably weekly basis. Generally this body has 10 to 15 members including DDC as its Chairman. All component incharges are its member and District Superintendent of Education (DSE) is generally invited in this body meeting as a special invitee. The meetings of the task force help in exchange of information between the various component incharges and also create an atmosphere of team effort.

2.36 The **District Steering Committees** are also supposed to meet at least once in three months. For each component one steering committee is constituted and the membership of each committee may be from 10 to 25, with an official or academic or any other capable person as its Chairman. These committees are responsible for academic guidance and are not supposed to be involved in administrative, supervisory or executive functions.

2.37 At the district level, the BEP project office has been sanctioned a staff of about 25 persons. But their exact placement varies from district to district. Some districts like Ranchi, Sitamarhi and West Champaran have enough staff to look after the project implementation. However some other districts like Rohtas, Chatra and Muzaffarpur, the district office is not adequately equipped with many positions lying vacant. The district project office is generally headed by a govt. official (on deputation) in the capacity of O.S.D. or as District Programme Coordinator.

### **Village Education Committee**

2.38 At the **Village Level**, there is a provision of constituting VECs for each school which has the responsibility of looking after the local school as well as mobilizing the local community for enrolment as well as participation in education. The school staff is to be made accountable to this body. An important role of VEC is to mobilize people for cash and material contribution to the extent of 20% for constructing the school building. This body therefore has the responsibility of

ensuring implementation of BEP programmes at the grass root level. It has generally about 15 members with elected Chairman and school headmaster as ex-officio member secretary. The committee members must include representatives from SC, ST, women and minority categories. It is expected to meet on monthly basis and a govt. official is also supposed to be present in the meeting.

## **MANAGEMENT ISSUES**

### **Accountability of Basic Education System to the Community**

2.39 Bihar Education Project (BEP) has attempted to secure accountability of village schools as well as NFE centres to the community through Village Education Committees (VECs) and Mahila Samakhya (MS) workers. While exercising general supervision with regard to teachers punctuality and regular attendance, VEC members are involved in enrolment drives. The repair and construction work in schools is also undertaken through the VECs. In the same manner distribution of free textbooks and other materials is also being arranged through VECs. Through such measures for securing involvement of VEC and MS groups working in the villages, there is a strong effort in mobilizing the community for the basic education system as well as building accountability of schools and NFE centres to the community.

2.40 Normally, under the Panchayati Raj system a VEC is set up for each revenue village. However, BEP is trying to set up, in addition, a school committee for each primary/upper primary school in a gram sabha. In addition, there are committees also functioning in different habitations/tolas. The community participation is therefore secured effectively through VECs but also through other mechanisms going down to the level of hamlets.

2.41 The successful strategy followed by BEP in making village schools and non-formal centres accountable to the community is commendable. The coverage of villages by establishing VECs is, of course, at present limited to selected areas. However, the approach is being uniformly followed in all the BEP districts.

2.42 An important element in establishing the VECs and making them operational is the training of VEC members, particularly women members. Two sahyoginis in villages where women groups have been formed are necessarily included as members of the VECs and their training is being arranged in a phased manner.

### **Decentralized Management**

2.43 The BEP management structures have been established now in all the seven districts. As explained above, the village level structures in the form of VECs and MS groups have also become operational in a certain number of villages. It is however, felt that no appropriate structure has yet been set up at the intermediate level between the village and the district. The Mission recommends that a similar

collaborative mechanism be created at the intermediate level which will forge alliance with government functionaries, social activists, voluntary agencies, representatives of teachers and parents.

### **Convergence of Services**

2.44 To ensure close collaboration between different agencies and to secure overall support of the district authorities, the mechanism of associating the DM and DDC is a prominent feature of BEP. However, these functionaries are necessarily busy persons and at times they are not able to devote as much attention as necessary to the day-to-day functioning of the project, monitoring of programme components and field level activities. For more effective functioning of the project at the district level, the Mission recommends that the full-time officer-in-charge/officer on special duty be vested with adequate and necessary administrative and financial powers. It is felt that the regular functionaries responsible for management of primary and upper primary schools, the District Superintendent of Education, the area officers and the block education officers, are not involved in all the programmes of BEP to the desired extent. While responsibility of teacher training vests with the BEP, the responsibility for creating congenial atmosphere in schools and ensuring regular and effective functioning of schools vests with these officials. The full value of teacher training and other inputs of BEP will be realized only if there are continuous and sustained efforts on the part of these officials to fully support the project activities.

### **Flexibility of Management System**

2.45 One positive aspect of the management structure in BEP is the mode of recruitment. It is provided in the system that a post at the state level or district level management structure may be filled either by transfer on deputation or short-term contract. This enables the project management to induct persons with varied background as well as motivated persons who may belong to government or non-governmental organizations or even those who have retired from service. The flexible structure created by BEP at the district level and the option available of selecting a government official to fill a position on deputation or to get a non-governmental expert, specialist in education to be appointed on contract basis is an obvious advantage. In East Singhbhum district, the project coordinator at the district level is appointed on deputation from a management institute like XLRI. Similarly there are other dedicated components Incharge who were earlier working for non-governmental organizations. While such strategies are helpful in the short run, the long term strategies should focus on developing institutional capacity.

### **Management training for School Heads:**

2.46 The age-old style of supervision and management is being followed by the educational administrators. With the changing environment, there is a need for reorienting educational administrators including the head-teachers in participatory decision-making. The school headmasters have not been adequately trained in school management. The BEIP should with the help of management institutions

evolve a package for training of school headmasters.

### **Effective Implementation of Educational Programmes**

2.47 The management structure at the district level involves the entire development machinery and a convergence of services is secured by involvement of District Magistrate and Deputy Development Commissioner. However, these functionaries are necessarily involved in various other programmes and have limited time at their disposal to devote to the project activities. Even if these officers are deeply interested in promoting educational programmes, it is difficult for them to set aside sufficient time to provide full guidance for all the programme activities. While their involvement is a positive feature in the achievements of the project, there are also instances of project activities slowing down for lack of timely attention at the highest level. The issue is how to strike a balance in securing involvement of the whole district machinery and effective implementation of educational programmes. The Mission recommends that there should be a full-time functionary at the district level for each major component of the BEP to plan, implement and monitor relevant activities, in addition to involving fully regular personnel of education department as different levels in the district.

2.48 Frequent transfers of DM and DDC also take their toll as far as implementation is concerned. While this may be unavoidable in the given circumstances, there is a need for generating general awareness among the senior administrative functionaries particularly those involved in social development programmes. Organising one-day seminar/sensitization programme at the state level may be helpful.

### **Involvement of regular education functionaries in BEP**

2.49 One important objective of revamping the management system was to make the district and block level personnel and supervisory staff fully understand the new interventions and to make them full partners in the change. The BEP document also emphasizes the need for building a culture of coordination which should be supported by involvement of the District Collector and Deputy Development Commissioner and other development functionaries.

2.50 An important issue that has emerged is the extent of involvement of the existing machinery for basic education in the BEP management structure and implementation of programmes. Two important considerations that need to be kept in view for securing their full involvement are: (i) to sustain improvement in teaching learning process and other areas in the schools and (ii) eventual transfer of responsibilities for sustaining BEP interventions and incorporating them in the regular system of education.

### **Linkage and Coordination with the State Education System**

2.51 The Mission has not been able to observe the impact of BEP on the overall system of basic education in the state. The Mission has also not been able to

assess the extent to which co-ordination has been secured between the activities of functionaries responsible for the formal school and those implementing BEP programme. There is no study available on the impact of BEP programmes on the general system of education in the state and the co-ordination achieved between BEP and the over-all formal education system. Keeping in view the long-term perspective of improving the system of primary education in the state, the Mission recommends that continuous efforts should be made to secure the desired linkage and coordination between the BEP programmes and the general system of education in the state.



### III

#### MANAGEMENT INFORMATION SYSTEM (MIS)

3.1 In the first meeting of the Executive Committee of BEP held in July 1991, it was decided to develop an integrated Educational Management Information System (EMIS) to strengthen the project implementation, monitoring and evaluation. It was decided that A.N.Sinha Institute of Social Studies (ANISS, Patna) will act as a nodal centre for the implementation of MIS under the technical guidance of NIEPA, New Delhi.

3.2 Generally, an EMIS has school/student data base, personnel information system and, financial data base. These databases form the basis of an integrated EMIS which can collect, analyse and disseminate the information and can also be used for day-to-day administration and for monitoring and evaluation activities of the project. Apart from this, a separate data base based on research activities is needed.

3.3 A perusal of the action plans for the last three years indicate that no systematic effort was made to operationalise the recommendation of the EC. Ad-hoc approach was followed in setting up facilities at the SLO and the districts. As of now, a computer centre has been established at SLO and in all the seven districts. Generally, a PC-XT alongwith a printer has been provided to district BEP unit with the UNICEF assistance. The state unit has five machines of different vintage.

3.4 In terms of the software packages, neither the SLO nor the district units have followed a consistent policy. Besides wordprocessing facility, lotus is the only other package which is available at the SLO.

3.5 The Mission is of the view that the existing hardware and software facilities available at the SLO and in the districts are not adequate to develop an EMIS especially when data for a large number of institutions are to be handled. It was also observed that in many a districts the computers are not in full operation and are being used for activities other than those of EMIS.

3.6 Frequent hardware breakdowns are reported and it takes long time to get these rectified. In Sitamarhi, the computers cannot be used for want of electricity and even UPS is not adequate. In Ranchi, both the generator and UPS were out of the order.

#### **Existing Staff and its Training**

3.7 Except at the SLO, no where the post of Computer Programmer has been created. Whatever staff has been provided, is not adequate and lacks professional training. For instance, in Sitamarhi district, an untrained ministerial staff is put

on the job where as in the Ranchi district a Resource Person (Primary) is looking after the work of EMIS on part time basis. The Mission is of the view that computerisation is an area which requires extensive training and coordination at the state level. BEP till now has not undertaken any exercise for staff development for managing EMIS and hence it is fully dependent on NIC for programming purposes. Even for getting the print-out of the basic information at the district level, the SLO approaches the local NIC. The Mission therefore recommends that the existing computer units be strengthened and immediate steps should be taken to evolve a plan on continuous basis for training of EMIS staff both at the district and state levels. The training of professional staff should focus on methodologies of educational planning, analysis of educational data, use of statistical and other packages and use of softwares developed specifically for BEP.

3.8 In addition to the EMIS staff, training is also necessary for the staff engaged in data collection, data entry, analysis and dissemination.

3.9 At present, the proformas are sent to Block Extension (Education) Officer who in turn distributes these to Heads/Senior Teachers for filling up the information. Their training is most important but is the weakest link in the whole exercise. They are trained during 'Guru Goshties' which last for only one day and even during the same day they have to perform many other tasks. The Mission is of the view that the training imparted is totally confined to school data base proformas. Similarly, special training packages are also required for the BEOs.

### **Coverage**

3.10 The BEP has not yet finalised the proforma for school data base. The latest proforma has four parts, namely, school-wise information, monthly report of student enrolment, information regarding equipments and furniture and school-wise teacher information. These proformas are printed at the district level on the basis of lowest quotations.

3.11 During the field visits to Ranchi and Sitamarhi, the Mission noticed that the districts have modified these proformas to suit their requirements. The Mission is of the view that there is lack of guidance by the state BEP unit to the district staff for proper implementation of MIS. Therefore, each district is moving at their own pace. Information on some variables such as - distance of school from the habitation, school land in acre, etc. have been put in the school information format but on many of these variables no information is available at any level. Similarly, through format on equipments and furniture a lot of information is supposed to be collected but no information was made available to the Mission. The format on school-wise teachers is detailed one, but most of the information supposed to be collected through the format is not disseminated. It appears that only a part of the total information is being collected and varies from district to district. Similarly the coverage is also not adequately defined. While instructions have been issued to establish Bal Varg in the BEP districts, in some schools their number is included in the primary school enrolment with the result that enrolment of Grade

I becomes highly inflated due to a large number of under 6 children. The existing educational database does not tell anything about this distortion. It is also noted that the data is not verified at any stage. Therefore, the validity, consistency and accuracy of the data is not certain. It is recommended that a field manual for data collection should be prepared and the consistency and validity of the data should be ensured by the BEO.

## **Data Gaps**

3.12 Through monthly proforma on enrolment, gradewise enrolment for Grades I to VIII are being generated. But the no statistics is disseminated separately for Primary (I-V Classes) and Middle (VI-VIII Classes levels). The Mission found that in most of the BEP districts, gradewise enrolments are available for last four years and also the data on drop-outs are collected but repeaters are conspicuously absent. In the light of that exercises the internal efficiency of education system can not be undertaken. Similarly, details of children of age-group 6-14 years in the habitation where the school is located is collected but no separate breakup is available for 6-11 and 11-14 age-group. Also age-grade matrix is not being collected with the result that the proportion of underage and overage children cannot be estimated which plays very important role in setting up the future targets of additional enrolment.

## **Use and Dissemination of Data**

3.13 The Mission is of the view that the districtwise data collected at state level is not properly disseminated. Only sporadic attempts have been made to disseminate some data. The Mission did not see any output proforma currently in use. The basic indicators, such as, enrolment ratio, drop-out and retention rate etc. are generally not computed and if computed, not disaggregated at block level. Though, gradewise enrolment statistics is available no separate statistics is being generated for primary and middle levels. The BEP has no publications of its own for dissemination of educational data. At the state level, when the Mission requested blockwise data of BEP districts, it was informed that same is not available. But during the field trips to Ranchi and Sitamarhi, it was noticed that a good amount of data, not only at the block level but also institution-wise data is available for last four years. However, little evidence was available about their use in planning and management exercises. One of the reason for this being that there are no systematic plans for analysis of the educational data. The SLO has not so far undertaken the task of creating a database at the state level for monitoring of district plans of action.

3.14 The Mission also noticed that only partial districtwise information is available at the state level and it seems from the output that no software has been developed specifically for MIS and only worksheet statements have been generated. The Mission is of the view that the available data should be properly analysed and it suggests that a comprehensive plan be developed which includes standardisation of basic analysis, preparation of a directory of institutions with key educational data and a schedule of publications based on school statistics. The

Mission strongly recommends that BEP should have atleast one publication of its own specifically for data dissemination which should publish blockwise data of BEP districts on quarterly basis. Sensitization of policy planners regarding the use of educational data was also felt during the discussions at the state and the district level.

3.15 The software developed for BEP by the NIC is not compatible with other states and the national system. There are district to district variations with the result that a state level system can not be set up.

3.16 This becomes important in the context of externally funded projects (DPEP) especially when an attempt is being made to coordinate and monitor activities at the national and state level through a standardised package. The Mission is of the view that since NIEPA has already covered considerable ground in this area, and hence it recommends that BEP should also follow the national MIS plan of action.

### **Database on Research Studies**

3.17 The Mission observed that in the past three years, BEP has sponsored a number of studies and some of them have now been completed. A copy of the data alongwith necessary documentation is not available in the BEP office which may create problems for subsequent comparisons and the same has the potential of further analysis. In the long term interest of the project and also to promote the research, the Mission recommends that a data bank at the state BEP be developed. This data bank would maintain data on key educational and other indicators of development for the project area and would facilitate the task of researcher and planners. It will also prevent the collection of same type of data again and again from the institutions, villages and the district level.

### **Project Management**

3.18 The Mission is of the view that efforts to develop software for project management are lacking. The BEP has evolved a proforma for monitoring of project activities and the monthly and quarterly progress reports are sent through this proforma to the UNICEF and MHRD which is based on the information received from the district headquarters. This proforma is developed in worksheet and the same is being used by feeding fresh information for the current period and has many limitations. First, it is not possible to make comparative analysis. Second, indicators of performance are not generated separately, and third, the regional variations are difficult to understand even at the statel level which has hindered the task of systematic development of in-house expertise to tackle the tasks of project management and monitoring.

3.19 The Mission is of the view that considerable efforts have been made to streamline the financial regulations and also the process of internal audit has been installed. However, efforts for computerization of financial flows and accounts have not been made so far. Periodic progress reports and financial statements are prepared on the computer using the worksheet programme which is only to

facilitate the presentation. Hence complete computerization of financial flows and accounts should be initiated. The existing approach to project management and financial flows is useful to begin with, but over a period of time better management software should have been developed: The Mission recommends that BEP should sponsor a study for developing the design of project management software. Under the DPEP project a similar work has been undertaken by NIEPA at the national level and BEP is expected to utilise NIEPA's expertise in this area under the DPEP project.

## IV

### MOBILIZATION AND COMMUNITY PARTICIPATION

#### COMMUNITY PARTICIPATION

4.1 The ultimate objective of the BEP is universalization of primary education - universal access, participation and achievement. The BEP proposes to achieve the goal of universalization of primary education through a process of active participation of the people in the project. People's participation requires that they should be made aware of the programme and be sensitized to it. In other words an appropriate environment has to be created before the programme is launched and the same environment has to be sustained throughout the duration of the programme. Thus environment building and sustenance are an important part of the BEP.

4.2 In order to facilitate the participation of the people at the grassroots, the BEP proposed to introduce two people based structures - the Village Education Committee (VEC) and the Mahila Samakhya. The BEP relies heavily on the VEC for its success. The BEP conceptualizes the VEC as a people's body, constituted by the village folk themselves and evolved through a process of self-determination. The VEC is expected to play a critical role in the environment creation and, in particular, sustenance. With reference to the actual implementation of the BEP, the VEC is to take the full responsibility for the village school and its functioning. It is entrusted with the tasks of constructing and repairing the school building, and ensuring the enrolment and retention of children in the school and attendance of teachers. Thus the VEC can be considered as the cornerstone of the BEP.

4.3 In the context of the review of the BEP it is necessary to ask, with reference to community participation, what has been done, and how it has been done, for environment creation and sustenance. Secondly, one needs to enquire whether the VEC has evolved itself as a community structure and to what extent it has performed the functions expected of it.

#### Environment Building

4.4 It can be appropriately stated that the environment building activities for the BEP began as early as in 1990, when 23 micro projects were sanctioned by the UNICEF in December 1990 and a sum of Rs. 1,27,56,000 was released by the UNICEF under the BEP in 1990-91 for the total literacy campaign (TLC) in Ranchi. In the same year amounts of Rs. 20,00,000, Rs 10,50,000 and Rs. 4,50,000 were released by the UNICEF as rolling funds to initiate activities related to the BEP in the districts of Ranchi, West Champaran and Rohtas, respectively. Activities initiated under the micro projects and the TLC helped the BEP when it launched its programme of primary education in 1991-92. They also facilitated the BEP to select the voluntary agencies who would be involved in the NFE and the ECCE programmes of the BEP.

4.5 The BEP later got itself delinked from the TLC, and continued its own environment building activities. The major activities undertaken in this regard are "nukkad nataks", "balmelas", rallies, wall-writing and other cultural programmes.

4.6 Environment building is accepted as part of the BEP. There is a committee at the district level to look after this activity. Environment building is not a one-time activity to be completed in the beginning of the programme. The appropriate environment that is created needs to be continued throughout the period of the programme implementation. The activities at the initial stage and for continuing environment building that were undertaken in the BEP districts can be classified into four categories : (i) rallies, (ii) balmelas, (iii) cultural programmes, and (iv) use of mass media (which include electronic and written media).

### **Rallies**

4.7 Cycle rallies and padayatras have been held as part of the environment building especially in the initial stages. Activities of this type have been held at the district and block level.

### **Balmelas**

4.8 Gatherings of children and children's activities have been held for the purpose of environment building. This is a programme in which not only children but also the adults have been participating. Various kinds of activities are undertaken during the balmelas. They include cultural programmes by the children, sports and games, and competition in activities such as painting. In one district balmelas were held at the block level in which children of several schools in the block participated. In one such balmela, held for one full day, children of 20 schools participated and about 8000 people attended. In this mela children of the 20 schools set up one stall each. The stalls contained items of handicrafts, eatables, games, etc. In addition, sports and games for children were also held. During the mela there were talks on the BEP and the need to work towards universalization of primary education. The activities during the balmelas differ. But sensitizing the people towards education remains as the ultimate objective of these melas.

### **Cultural Activities**

4.9 Various kinds of cultural activities have been held as part of the environment building process. Both children and youth have been involved in them. They have been organized at various levels -- district, block and village. An important cultural activity undertaken in the environment creation for the BEP has been "nukkad natak". Other activities include puppet shows, songs and folk dances. For such activities cultural groups of youth volunteers are formed. At times services of professional cultural teams are used for the cultural activities in the context of environment building. For instance, in one district cultural teams of

voluntary agencies and of the Public Relations Department of the State Government have been involved in this activity. These cultural teams are occasionally taken to the different parts of the district for cultural programmes. The teams of voluntary agencies are provided free transport and food, and a token honorarium of Rs. 50 for one cultural programme in a locality. The team of the Public Relations Department is given only free transport and food. A few voluntary agencies withdrew from this activity of cultural programmes, because they wanted Rs. 100 as honorarium, which was not accepted by the BEP. In another district the cultural team of a voluntary agency from outside the district was invited to initiate environment building through cultural programmes.

4.10 In addition to the cultural activities initiated at the district and block level, some cultural programmes have been undertaken at the village level. They are usually held in the premises of the village school. The nature and frequency of these programmes vary from place to place. Many of the cultural programmes generally coincide with the days of national importance (Independence Day, Republic Day, Gandhi Jayanti) and with festivals like the pooja or even local festivals. These occasions are used to disseminate the message of the BEP to the people.

### **Mass Media**

4.11 The BEP has been making some use of the mass media for publicizing its programmes and to obtain positive response from the people. The media include video films, Doordarshan, and newspapers and magazines.

4.12 Screening of video films on the BEP and its programmes is an ongoing activity of environment building and sustenance. The BEP has a video van at the district level and four films on the BEP have been supplied by the head office in Patna to the districts. The van goes to the different villages. The screening of the films is arranged through the VECs or school teachers. The films are screened at any convenient place in the village. In some of the districts video films have been produced at the local level in which local people, especially school children appear. Screening of such local based films have been very successful. Local people are enthused to see their own people, especially children on the video screen. This in turn creates interest in the BEP.

4.13 Upto now there has been very limited use of the government electronic media of Doordarshan and Akashvani in the environment building activities of the BEP. As far as the Doordarshan is concerned, a 30-minute programme on the BEP is reported to be telecast once in three months. In one of the districts a 30-minute programme on the BEP activities is broadcast on the Akashvani at 6.30 p.m. on every Friday. Another district is all set to start a two-minute daily promotional programme on the Akashvani.

4.14 As far as the print media is concerned, the BEP has its own publications at both the district and state level for sustaining the environment building activity. They are monthly, bimonthly or quarterly. They publicize the various activities



of the BEP. In addition, there is some coverage of the BEP activities in the local papers. One of the districts reported that the BEP activities have been regularly covered by the local newspapers. In another district the occasion of the bimonthly press conference of the D.M. is used to disseminate information on the activities of the BEP. Among the several issues discussed in the D.M.'s press conference BEP figures as an important item.

4.15 The Mission, however, noted that the press does not seem to have been adequately utilized by the BEP to project its image and to disseminate information on its activities For instance, there have been several reports in a local paper on the limitations and drawbacks of the BEP. But the merits and success stories of the BEP do not seem to have been adequately covered in the press.

### **"Guru Goshti"**

4.16 The BEP makes use of the "guru goshti" also for the purpose of environment building. "Guru goshti" is the monthly gathering of teachers at the block level. During these monthly gatherings teachers are apprised of the activities of the BEP so that they would in turn take the message to the villages.

### **Activities in non-BEP districts**

4.17 The BEP has been sponsoring environment building activities in the non-BEP districts towards universalization of primary education. There are five types of programmes that have been sponsored by the BEP in the non-BEP districts, viz. district level workshop, block level workshop, teachers' meeting at the middle school level, gathering of villagers, and award to teachers.

4.18 The BEP at the state level has been providing financial assistance for the above programmes in the non-BEP districts. In 1992-93 and 1993-94 funds were made available to these districts at the rate of Rs. 2500 per block and Rs. 5000 for the district as a whole. Thus, the total amount made available to a district depends upon the number of blocks in the district.

### **Voluntary agencies**

4.19 Voluntary agencies have been actively involved in the environment building activities. As already mentioned the services of some of the voluntary agencies have been requisitioned specifically for cultural activities for environment building. Secondly, the voluntary agencies that run the BEP programmes of NFE, ECCE and micro projects have had their own activities of environment building and sustenance for the programmes conducted by them. Some of the voluntary agencies that have been working at the grassroots for several years had already prepared the people for activities similar to those of the BEP. Hence they did not need to spend much time and resources on environment building.

## **Conclusion**

4.20 Environment building has been taken up by the BEP as an important programme. Several kinds of activities have been undertaken by both the BEP and the voluntary agencies with varying degrees of success. While cultural activities of various types dominated in the process of environment building, the mass media (especially the electronic media) do not seem to have been adequately utilized by the BEP for environment building and sustenance. There is lot of scope for increasing the use of the electronic as well as the print media for creating and sustaining the appropriate environment for the BEP programme.

4.21 Second, less many attention has been paid to ongoing activities of environment building. In cases environment building practically came to an end with the initial rallies and cultural programmes. What has been continued is the video film shows, which can cover about 20 villages once in a month. Environment building has to be maintained as a continuous ongoing activity.

4.22 Third, most of the programmes of environment building were held at the district or block level. They do not seem to have adequately penetrated into the villages. Where the VEC or the Mahila Samakhya is active some, but not all, people in a village know something about the BEP. It is necessary that activities of environment building are regularly undertaken at the village level. The school based programmes on the days of national importance are too infrequent and probably unattractive to the villagers in general to serve as effective means of mobilization of the people.

## **Recommendations**

4.23 Greater attention needs to be given to environment building activities at the village level. The VEC and Mahila Samoh must be mobilized and oriented for undertaking activities of environment building within the village on a regular basis.

4.24 The BEP may consider forming youth groups within the village for sustaining the environment for people's participation. The BEP can attempt it through the existing structure of the VEC or Mahila Samakhya. The youth groups can undertake cultural and other activities within the village regularly.

4.25 Greater and more effective use of the electronic as well as print media should be attempted not only to spread the message of the BEP but also, if necessary, to correct mis-information about the BEP.

4.26 In view of the greater need for environment building activities at the village level, the BEP must review its programme of sponsoring environment building activities at the district and block levels in the non-BEP districts.

4.27 The BEP may strengthen the collaboration with the voluntary agencies, that have a strong base at the grassroots, for a more effective environment building

programme within the community at the village level.

## II. VILLAGE EDUCATION COMMITTEE

4.28 The BEP was launched as a project of the people. Active participation of the people in the project is considered to be necessary for the success of the project. In order to obtain the active participation of the people in the BEP programmes the BEP has instituted the structure of the VEC at the level of the grassroots. The VEC in combination with the Mahila Samakhya is supposed to ensure the desired level of people's participation in the BEP.

### Pre-BEP and BEP VEC

4.29 The structure of the VEC, instituted by the BEP, is not anything entirely innovative. The structure has been in existence in the whole state of Bihar as a committee at the level of the revenue village. At the same time there is something innovative too in the VEC of the BEP. While the unit of the pre-BEP VEC has been the revenue village and has been centred mainly around the middle school, the unit of the VEC under the BEP is the school irrespective of its status as primary or middle school. In other words, in the new system there can be many VECs in a single revenue village depending on the number of schools in the revenue village. Secondly, the Mukhya of the village has been the chairman of the pre-BEP VEC. In the BEP VEC, however, the Mukhya of the village is not necessarily the chairman of the VEC.

4.30 The fact, that the VEC existed prior to the BEP and that the BEP introduced a VEC structurally different, although marginally, from the one that has been existing earlier, may seem to create confusion in its functioning. But the VEC under the BEP has adjusted itself to the situation in various ways in the different districts. In one of the districts the pre-BEP VEC was reported to be defunct at the time of the launching of the BEP. Hence the VEC under the auspices of the BEP did not come into conflict with the VEC based on the revenue village. The BEP in another district reported that the two VECs could co-exist because several members of both the VECs were the same persons. In a third district it was noticed that the BEP left more or less untouched the structure of the pre-BEP VEC. In other words the BEP endorsed the VEC of the revenue village and revitalized its functions in this district. On the whole the BEP improved upon the existing VEC structure.

4.31 Apart from the differences in the structure of the BEP VEC, there are certain other features that are new to the VEC under the BEP. The VEC has been strengthened in its functions by the Mahila Samakhya wherever it has been set up and is active. Secondly, functions of the VEC, such as those in the construction of schools, procurement of furniture and distribution of textbooks have made the VEC more active in the affairs of the school.

4.32 It may also be mentioned that the BEP has instituted the Mahila Samakhya as another grassroots level structure. Both the VEC and the Mahila Samakhya

are expected to function in coordination with each other at the gressroots with a development perspective. In fact, where both the VEC and the Mahila Samakhya work together, they strengthen each other and the postive results can be observed. This twin structure (of VEC and Mahila Samakhya) for community participation is something innovative on the part of the BEP.

### **Process of Constitution**

4.33 The process of constituting the VEC begins with the convening of the "Aam Sabha" of the villagers. In this meeting of the villagers detailed information about the BEP and the functions of the BEP is given to the villagers. The members of the VEC are chosen in the "Aam Sabha". In some cases one or two meetings of the villagers are held prior to the "Aam Sabha" for the purpose of environment building.

4.34 In some cases the responsibility of consituting the VEC is left to the headmasters of the middle schools of the Block. In this case the Block Education Officer instructs the headmasters of the schools gathered at the "Guru Goshti" to constitute the VEC within a specified date. The headmaster in turn is to go back to the village and hold the "Aam Sabha" in order to select the members of the VEC. Up to March 1994 a total of 5925 VECs have been formed in the seven districts. The district-wise break up of the number of VECs is 1582 in Muzaffarpur, 1546 in Sitamarhi, 1476 in Ranchi, 525 in East Singhbhum, 391 in Rohtas, 325 in West Champaran and 80 in Chatra.

### **Composition of the VEC**

4.35 The membership of the VEC is expected to be 15-20. This pattern is generally noticed in the seven districts. However, in one village that was visited the VEC consisted of just 9 members. This VEC was existing before the BEP. The Mukhya of the village is neither the chairman nor a member of this VEC. The VEC, however, is active. It has been able to construct the boundary wall of the school by itself.

4.36 The headmaster of the school, around which the VEC is formed, is the ex-officio secretary of the VEC. The Mukhya of the village is not necessarily the chairman of the VEC. In fact in one of the districts some one other than the Mukhya of the village is preferred for the chairmanship of the VEC. In this district the Mukhya is the chairman in about one fourth of the VECs consituted so far. In the same district, to be eligible for the ordinary membership of the VEC, one must be a resident of the village and one's children should not be going to convent (private) schools. It was found in the case of one district that an animator, who functions as the coordinator, is selected together with the chairman.

4.37 Due representation is given to women, scheduled castes and minority group (Muslims) in the VEC. The Sakhi of the Mahila Samakhya, if available in the village, is one of the women's representatives on the VEC. Anganwadi sevikas,

instructors of the NFE centres and representatives of the voluntary agencies working in the village are often chosen as the members of the VEC. Otherwise membership of the VEC is open to all including illiterates. In fact there are VEC members who are illiterate. One of the districts reported that seven of its VECs are presided over by women. Thus, in terms of its composition, the VEC has the real characteristics of a grassroots level body.

4.38 One of the drawbacks in the composition of the VEC that has been found at least in some cases is that at times the VEC is constituted without a proper "Aam Sabha" of the villagers. In such cases it is not the villagers but the headmaster who chooses the members of the VEC. Obviously a VEC constituted in this manner does not represent the villagers and is not likely to function effectively.

### **Training of VEC members**

4.39 The BEP has been organizing training programmes for the members of the VEC. There is some variation in the duration of the training. In one of the districts the chairman and animator of the VEC are given three day residential training, while the ordinary members are given one day training. In another district two members of the VEC are invited for a residential training programme of two days' duration. For the seven districts as a whole the duration of the VEC training is two days. The training of the VEC is a very difficult task, because the VEC consists of members who are different among themselves in terms of caste, sex, age and level of education. Highly skilled persons are necessary to train the VEC members.

4.40 Upto March 1994 a total of 1275 VECs have been covered by the training programme and 3587 VEC members have been trained in the seven BEP districts. It means that only about one fifth of the total number of 5925 VECs set up in the seven districts have been covered by the training.

### **No. of VECs covered by Training and No. of VEC Members Trained**

District	No. of VECs covered	No. of Members trained
Ranchi	560	817
Sitamarhi	437	1710
Muzaffarpur	128	336
East Singhbhum	27	366
Chatra	18	270
Rohtas	5	88
West Champaran	100	NA
Total	1275	3587

## Meetings of the VEC

4.41 The VEC is supposed to meet once a month. The meeting takes place in the premises of the village school or the panchayat office. In the meeting the members discuss the various issues related to the school and education of children. The specific issues discussed in the meetings of the VEC are enrolment and attendance of children in the school, absence of teachers, and infrastructure and other facilities for the school. The minutes of the meetings are recorded and a copy is forwarded to the block office for consideration at the higher level. Often the minutes contain demand for school building and repair of school building.

4.42 The records of the minutes of the VEC meetings maintained in the school indicate that the meeting of the VECs takes place more or less regularly. But in many cases attendance in the meeting is poor. the average attendance in the VEC meetings seems to be 60-70 per cent of the membership.

## Functions of the VEC

4.43 The VEC performs several functions in the village with regard to the school and education of the children. They include supervising the school, appointing volunteer teachers, running NFE centres, constructing school building, procuring school furniture and supervising distribution of books and kits to school children.

4.44 Some members of the VEC, as reported by the school teachers, regularly visit the school. During their visit which is more informal than formal they perform the task of supervising the school, especially attendance of teachers.

4.45 In a few cases the VEC has taken some initiative to solve the problem of non-availability of teachers. It is done by appointing volunteer teachers who have been found competent to teach. In a few cases the volunteers are paid a token honorarium by the VEC and in others the services are purely voluntary.

4.46 Running NFE centres is another function performed by the VECs. The tasks of identifying the locality for the centre, selecting the instructor and paying the honorarium of the instructor are done by the VEC. For the payment of honorarium to the instructor the BEP releases the amount to the VEC after a bank account is opened in the name of the VEC. Often this process is delayed which results in the delayed payment of honorarium to the instructor, at least in the initial few months. It has been observed during the field visits that the NFE centres have been getting very good support from the village community.

4.47 Another important function performed by the VEC is to undertake construction and repair of school building and to ensure the contribution of the people. The 20 percent contribution of the VEC to the school construction is made in the form of cash, materials or labour. Donation of land for the construction of school is not uniformly accepted by the different districts towards the 20 percent contribution. At least in one district free land is not counted towards the VEC contribution. In another district it is reported to be part of the VEC contribution.

Often the VEC contribution is the free labour of the villagers. For instance, in one village (a Musahar village) the VEC contribution to the school constructed under the BEP was Rs. 20,000. This amount was raised through the savings of the wages of work undertaken by the village for paving the road with bricks under the Jawahar Rozgar Yojana. The plastering work of the school building was done from this amount contributed by the VEC. This is a praiseworthy example of community participation on the part of a very poor and backward village. In another case the contribution of the VEC to the newly constructed school building was Rs. 25,000. In this village donations ranging from Rs. 100 to Rs. 1000 per family were made. Those who were unable to give money made their contribution in the form of free labour.

4.48 It is the responsibility of the VEC to procure the school furniture sanctioned by the BEP. Here too the VEC contribution of 20 per cent of the cost of the furniture is expected. For instance, as per guidelines laid down in one district, a primary school in need of furniture can get financial assistance of Rs. 500 for two chairs and one table. The estimated cost is Rs. 600. The amount of Rs. 100 (20% of the BEP grants) is to be put in by the VEC (A middle school is entitled to get the financial assistance of Rs. 1000 for two tables and four chairs). Usually the headmaster of the school, who is also the secretary of the VEC, is entrusted with the task of getting the furniture. In the case of a primary school it was reported by the headmaster that he had to put in Rs. 100 (the amount to be contributed by the VEC) towards the purchase of one table and two chairs. In another case the VEC contribution was made from the funds of the school.

4.49 Another function expected of the VEC is to supervise the distribution of books and kits to the children. The VEC does not seem to be serious in performing this function. Often the books are supplied to the children in the classroom by their teachers without the intervention of the VEC.

4.50 Issues One of the issues related to the structure of the VEC within the BEP is that the VEC can turn out to be an extension of the BEP bureaucracy. The VEC is constituted as per instructions from above. In some of its functions, especially regarding school construction and supply of furniture and books, the VEC is accountable to the BEP officers rather than to the village. Some of the voluntary agencies working at the grassroots have in particular pointed out this top-down nature of the VEC as a drawback and the main reason for its non-functioning in some of the villages.

4.51 Second, where the headmaster of the school is entrusted with the task of convening the "Aam sabha" of the villagers for constituting the VEC, he does not always call this meeting of the villagers. Instead, he at times constitutes the VEC with persons of his own choice. This can alienate others from the activities initiated by the VEC. Secondly, many of the headmasters are not from the village where their school is located. Nor do they stay in the village. They are likely to lack the affinity with the village to function as the secretary of the VEC.

4.52 A third issue, arising out of the VEC's link with the bureaucracy, is about the nature of the response from the BEP office to the suggestions and recommendations made by the VEC in the minutes of its meetings and duly forwarded to the BEP. Demand for new building or its repair or any other infrastructure facility in the school may not be always accepted by the BEP. In the absence of a positive response, the VEC members can get disappointed and disillusioned.

4.53 Fourth, as opposed to the absence of positive response to the demands of the VEC, the VEC may force a decision on the part of the BEP in favour of the VEC. For instance, in the case of new construction or repair of school it may be possible for the VEC of a village that is economically and politically more powerful to get the sanction of the BEP for the construction of a new school, although the need for the school may not be relatively as pressing as elsewhere. A new school building observed during the field visit confirmed the hypothesis. The villagers in this case came forward with the stipulated 20 per cent contribution to the school construction and the BEP sanctioned it. The villagers had the sole objective of upgrading the school into a middle school and not reducing congestion. The school remains primary and is at present underutilized.

4.54 The fifth issue arises from the VEC's role in the supervision of the school. School teachers at times do not acknowledge and accept the supervisory function of the members of the VEC. They have reason to question at least the competence of some of the members of the VEC to supervise them. Some of them consider it as disrespect shown to them.

4.55 Sixth, at times people who have personal grievances against the headmaster or any other teacher make use of the VEC meeting to air their grievances. They may even seek the transfer of a teacher. If it is not done, as often happens, it gives rise to dissatisfaction which can end in gradual withdrawal from the VEC.

4.56 Seventh, the role of the BEP in regard to community participation should be to help the VEC, Mahila Samakhya and the villagers be on their own. This is best done in being with the people in the village rather than dealing with the matters through the school teacher, on whom is conferred the status of the village representative by the BEP, during the "Guru Goshti". The typical bureaucratic system of calling the "subordinate" to the office of the "superior" does not go along with the spirit of community participation. At present the supervisory staff do not seem to have adequate time to visit a VEC in the village at least once a month. The fact that no special TA is paid to the supervisory staff for field visits may be seen even as a disincentive for the staff to be regularly in touch with the VEC in the field.

4.57 Finally, participation of the VEC members in the activities of the VEC, especially in the monthly meetings has not yet reached the desirable level. Most of the villagers are too busy with their work that they do not have the time for the VEC. The BEP in one of the districts proposes to discontinue the membership of those who do not attend three consecutive meetings of the VEC. If this is seriously



pursued, it is likely to adversely affect the representation of the SC, minority group and women in the VEC. It is members of these vulnerable sections who are more likely to be absent from the VEC meetings.

## **Recommendations**

4.58 Efforts should be made to prevent the VEC from turning out to be an extension of the educational bureaucracy. The process of constituting the VEC should be entirely left to the villagers. Until and unless the villagers are mobilized and made aware of the structure and function of the VEC and are prepared to accept it within the village, no VEC should be formed. There is no harm in slowing down the process, if required. A VEC that is the extension of the BEP bureaucracy will disappear with the conclusion of the BEP.

4.59 Since the minutes of the meetings of the VEC are regularly obtained by the BEP administration, they need to be responded to regularly. In view of the large number of VECs, one doubts whether the administration has the capacity to study the minutes and respond to them. The VECs must be helped to manage their meetings and follow up their decisions on their own. If the sole objective of calling for the minutes of the meetings is for information (which is making the VEC part of the bureaucracy), it is best done when the BEP officers visit the schools or villages. They can see for themselves the minutes of the meetings in the schools.

4.60 The capacity of the VEC to make its 20 per cent contribution should not be the sole or major criterion to sanction a new school construction. It is not merely the demand but the need that should be the main criterion.

4.61 The VEC members should be suitably trained to perform their supervisory function. They need to do it with great care so that the teachers do not feel any kind of disrespect being shown to them.

4.62 The BEP may reconsider its proposal to drop from the VEC those who do not attend three consecutive meetings, especially if it is going to affect the representation of the weaker sections. Instead, all efforts should be made to persuade the members of the backward sections to be regular in the meetings of the VEC.

4.63 In view of the delay in paying the honorarium to the instructors of the NFE centres run by the VECs, the BEP may consider the possibility of remitting the amount to the VEC account at least one month in advance. Secondly, a VEC that proposes to start a NFE centre may be requested to open a bank account before the centre is started.

4.64 The VECs must be encouraged to obtain the services of volunteer teachers in order to deal with the prolonged situation of paucity of regular teachers.

4.65 The role of the VEC in the distribution of books and kits should be strengthened. This is necessary for the VEC to feel involved in the affairs of the school.

4.66 There is a large backlog of VEC members who have not received training. In view of the functions expected of them they need some orientation and briefing about their role in the VEC. The BEP may consider the creation of a block level team for training the VEC members.

4.67 The linkage between the VEC and the Mahila Samakhya needs to be further strengthened. The Mahila Samakhya may be further involved in some of the functions of the VEC, especially enrolment and retention of children, and distribution of textbooks to children.

4.68 The BEP may develop a system in which one of the staff makes regular visits to the villages in order to facilitate the active participation of the people in the BEP. In view of the paucity of the staff, the BEP may consider having a system in which any staff member visiting a village takes care of all the components of the BEP in that particular village. If special attention of a particular component-in-charge is needed in a village it may be brought to the notice of the component-in-charge concerned.

4.69 Some districts seem to be treating donation of land for construction of school building as community participation. Donation of land in most cases is an individual action and the community as a whole may have nothing to do with it. The BEP may reconsider whether donation of land for construction of school building should be treated as community contribution at all.

## **Conclusion**

4.70 The VEC is an appropriate structure for obtaining the participation of the people in the education of the rural masses. In order to be effective it is necessary that the VEC emerges as a people's body and functions on behalf of the people. If the VEC is to be there beyond the BEP, it should be enabled to function on its own. Continuation of the educational thrust initiated by the BEP beyond the BEP depends on the VEC. Some of the VECs, that have been performing their function very well, have shown that the VEC has the potential to be a suitable structure at the grassroots for people's participation in education. It is for the BEP to maintain the VEC at the grassroots and to help the VEC imbibe the spirit of the BEP initiative.

## **ADULT EDUCATION**

4.71 The policy document on the BEP envisaged adult education for literacy as an important component of the BEP. The document, "Bihar Education Project" devoted a full chapter on adult literacy. The first annual report (1991-92) of the BEP in its section on adult education states: "Literacy has surfaced both as a successful entry point for Education for All (EFA) and UPE as well as important

component of Bihar Education Project in its own right". In fact the UNICEF in 1990 made a financial assistance of over Rs. 4 crores as part of the BEP for the total literacy campaign (TLC) in the districts of Ranchi, Jamshedpur and Muzaffarpur. Activities of environment building for the TLC were undertaken by the voluntary agencies with the funds released to them by the UNICEF.

4.72 In the meantime the BEP got itself registered as a society on 13 May 1991 and the question of the BEP's involvement in TLC was considered afresh. A policy decision on the issue was taken in September 1992 which in effect changed the position adult education occupied in the original policy document of the BEP. The official position of the BEP in regard to adult education since September 1992 seems to be that of providing additional assistance to the TLC. In other words, a district wanting to launch the TLC should seek funds from the National Literacy Mission (NLM) and the State Government for the latter's one third share. If additional funds are required the BEP will consider the request of the district. At present the BEP is not involved in any TLC in any form. This partial, if not total, withdrawal of the BEP from adult education is reflected in the second annual report (1992-93) of the BEP, in which adult education does not find a place at all.

### **Current Programmes**

4.73 Although the BEP is not at present involved in the TLC, programmes of adult education is carried out under the auspices of the BEP in a very small way. Adult education figures in the Jagjagi of the Mahila Samakhya and in a few micro projects of the BEP run by the voluntary agencies.

#### **Jagjagi :**

4.74 Jagjagi is the educational component of the Mahila Samakhya. It was initiated in January 1994. Jagjagi caters to both girls and adult women. Women of Jagjagi centres are given among other things literacy education. But the number of women covered by the Jagjagi centres is too small to have any impact on female illiteracy. As on 30 April 1994 just 1629 women were covered by the Jagjagi centres. Since the thrust of the Mahila Samakhya is not eradication of female illiteracy one should not expect too much from the Jagjagi of the Mahila Samakhya as far as literacy education is concerned. For instance, in one of the villages covered under the field visit a Jagjagi centre for the literacy education of women was started and was closed down within a few weeks. The simple reason for the closure was the lack of interest on the part of women in literacy education. But one should appreciate the efforts of the Jagjagi, however small its success is, in the education of illiterate women.

#### **Micro Projects**

4.75 Micro projects of the BEP are implemented by the voluntary agencies. The objective of the micro projects is to bring about certain basic changes in the realm of development, education and social change. One of the programmes undertaken by the voluntary agencies in micro projects is adult education.

4.76 As in the case of the Jagjagi, adult education programme is a small component in the micro projects. Micro projects themselves are small in number. As on 30 May 1994, 15 voluntary agencies have been given micro projects by the BEP in the whole of Bihar. They together have 38 adult education centres, 18 adult education-cum-vocational education centres and 10 Jana Shikshan Nilayas. These figures indicate that the contribution of the micro projects to adult education is too little to have any significant impact on adult illiteracy in the state.

### **TLC in Bihar**

4.77 There is some attempt to launch the TLC in Bihar. The Director of Mass Education, Government of Bihar has already initiated action in this regard by sending a proforma to the District Adult Education Officers requesting them to submit proposals for the TLC blockwise. They are to select one block in the initial stage. The proposal is to be submitted to the Director of Mass Education through the D.M. The Director of Mass Education will forward the proposal to the NLM, New Delhi. After the proposal is accepted by the NLM, the BEP and the voluntary agencies may be approached for their participation in the programme. Thus the position of the State Government with regard to the involvement of the BEP in the TLC is in consonance with the current policy of the BEP towards adult education.

### **Conclusion**

4.78 In the initial stages, the BEP seemed to have thought of adult education as a preparatory programme for its project on primary education. The first annual report of the BEP (1991-92) confirms it when it says that mass mobilization involved in the TLC "has had impact on other development sector too. Literate parents especially mothers are now demanding a better deal for their children. Thus the literacy campaign is reinforcing the thrust on UPE". The fact that the UNICEF on its part initiated the BEP with the financial assistance for the TLC, means that the UNICEF too was not quite far from the position expressed in the annual report (1991-92) of the BEP. While adult education is not on the agenda of the current policy of the BEP, programmes of adult education are directly sponsored by the BEP through its Jagjagi and micro projects. Substantial amount of money was spent by the BEP in its pre-registration stage on environment building for the TLC and yet the process was not continued beyond the stage of environment building. Thus, the case of adult education under the BEP has been one of inconsistent, if not confusing, policy as well as implementation.

## V

# EARLY CHILDHOOD CARE AND EDUCATION

## THE INITIAL VISION

5.1 In the initial 'vision' of the scope of Bihar Education project, Early childhood care and Education (ECCE) was considered a significant component, in keeping with the recommendations of the NPE 1986/1992 and subsequent delineation of operational strategies in the POA for realization of policy goals for ECCE. The rationale for including ECCE was that "in the total spectrum of human development, early childhood learning, which begins at birth and continues till six years of age, represents one of the most critical periods during which the foundation for intellectual, cognitive, socio-emotional, linguistic and physical or motor competence are laid ..... thus the child's exposure to positive nurturing and culture specific stimulus during these early years has a bearing on her or his future life attainments, including those in the educational field."

5.2 The BEP thus sought to provide for comprehensive early childhood care and education facilities for the holistic development of the child mental, cognitive, socio-emotional and physical. This was to include promotion of healthy home based early stimulation practices for the 0 to 3 age group and early childhood education facilities for the 3 to 6 age group which would also facilitate the preparation of young children for primary schooling. ECE facility was also expected to promote the participation of girls in the primary schools by releasing them from child sibling care responsibilities and provide the much needed support service for working women from the lowest socio economic strata.

5.3 The initial BEP strategy for operationalizing the goals for ECCE, as described in the 'brown book', therefore emphasized first and foremost the **fostering of linkages and coordinating mechanisms with the ICDS system** at the community, block, district and state levels since ICDS is the largest outreach programme for ECCE in the state with the most comprehensive package of services for meeting the total developmental needs of children in the 3 to 6 age group. In terms of coverage too it has reached all the districts and is expected to expand steadily in the coming years. The state and district level task forces were to own the responsibility for establishing these functional linkages in a systematic manner with the more specific objective of convergence of efforts to strengthen the preschool education component of the ICDS programme. This was envisaged primarily through strengthening of the training component at all levels, production and dissemination of appropriate teaching/learning materials and provision of technical support through a state level resource centre in ECCE to be located either at SCERT or an identified NGO which could serve both ICDS and non-ICDS ECCE programmes in the state.

5.4 For coverage of areas not yet reached by the ICDS system, **ECCE centres attached to primary schools** were envisaged in rural and tribal areas which could later be absorbed by the ICDS system as it gradually expands to cover these areas. The additional financial requirement of these non - ICDS centres was to be provided by BEP, the overall orientation/ training requirements of these workers could be met by the training infrastructure available in the district for meeting the requirements of the ICDS system.

5.5 Realizing the significance of promoting and strengthening healthy **early stimulation practices** through home based interventions a systematic and culture specific early stimulation intervention programme was also proposed to be implemented so as to promote early psycho - socio, cognitive and language development of this age group.

5.6 BEP also emphasized the need to discourage the current trend of introducing and stressing meaningless rote learning and learning of the 3 R's in ECE centres and anganwadis both by parents/ community and the functionaries. This is known to be damaging for the development of the child. BEP proposal therefore included promotion and encouragement of "**joyful and playful methods of learning**" for young children.

5.7 The plans proposed for 1991-92 and 1992-93 continued to reflect the initial comprehensive approach and strategy for ECCE and this was partially translated into some activities as well at the district level in these two years. The proposed plan for 1993-94, however, indicated a somewhat reduced emphasis as evident in the district plans, on ECCE. Possibly the initial efforts did not yield very positive results and in the Executive Committee meeting it was decided to shift the priority to only strengthening of and convergence with the already existing ICDS programme, the preschool education component of which was known to be very weak. The presentations to the Mission and subsequent discussions substantiated this shift in priority, since it was felt that the districts did not possess the experience or capacity to run an independent ECCE programme parallel to the ICDS.

## **CRITICAL REVIEW OF ACTIVITIES**

### **Coverage :**

5.8 Out of the seven BEP districts ECCE activities are at present limited only to Ranchi district since in Ranchi some expertise is available in the area of ECE unlike in the other districts. In the other districts the Integrated Child Development Services (ICDS) is being implemented, though each of the districts is only partially covered by this scheme. As per the data available for 1991 ICDS covers only 38.6% of the 591 blocks in the total state. Despite the limited reach of ICDS, in six districts there has been no effort under BEP to supplement the ECCE facility to meet the needs of the unreached children.

5.9 In Ranchi district ICDS is at present covering 17 out of the 20 blocks with 1486 anganwadis providing for 51,441 children in the 3 to 6 age group. The total population of 3 to 6 year olds is 1,29,728 in the district. In view of the fact that a large percentage of 3 to 6 year olds still do not have any access to an ECCE programme, BEP undertook setting up of 120 ECE centres in six blocks of Ranchi district viz. Bedo, Jamar, Sonahatu, Angarha, Ormanghi and Kanke. Of these six blocks only Sonahatu and Ranke do not yet have the ICDS. These centres were set up on an experimental basis through involvement of eleven non governmental organizations. The total enrolment in these centres is 3,655 at present.

5.10 An interesting phenomenon in all the districts visited is the presence in every primary school of an incidental 'bal varg' or a group of 30 to even 70 children in the 3 to 6 age group. In Ranchi district it has been given an official status since January 1st 1994. The DSE's order on enrolment for the teachers specifies enrolling of 4 to 6 year olds in a 'bal varg' and "teaching them the 3 R's through play way method to prepare them better for the class I, curriculum". This group of children attends school regularly with their older siblings and the schools also do not discourage them in the interest of ensuring regular participation of the older children. In most schools these children are kept along with the Class I children without being catered to in any way. In one school only they were kept separately but there was no programme for them. So, in effect, every school has a ready clientele for Early Childhood Education. Interestingly, this has been left quite unconsidered in the educational planning both at the state and BEP levels.

## Strategies

5.11 The BEP strategy in the past three years has been primarily two - fold as already discussed :

- 1) to identify areas of convergence with the existing ICDS programme with a focus on strengthening the preschool education component through training and development and distribution of teaching learning material and
- 2) to set up ECE centres attached to primary schools in non - ICDS areas.

Efforts at convergence with ICDS have been initiated at the state level by the BEP office and the Welfare department. These joint initiatives have led to a number of state and district level workshops and seminars to understand the status of the programme in the state and to evolve a strategy for ECCE, and these have now culminated in the issuing of a circular by the Secretary, Social Welfare to all ICDS project personnel in May, 1994 to seek convergence of the programme with the BEP particularly with its Mahila Samakhya Component. The involvement of the Mahila Samoohs is sought wherever they exist, in selecting both the location of the anganwadi as well as the anganwadi worker and monitoring of the anganwadi programme. The district level monitoring of the ICDS programme is to be done also by the ICDS officials in collaboration with BEP. The preschool education component of the anganwadi programme is

to be strengthened with the help of BEP through training and supply of play materials. The review of existing play material/kits and development of kits along identified lines will be undertaken through joint collaboration. At the state level also BEP will participate in meetings organized every month for ICDS and World Bank supported ICDS - II projects and invite ICDS officials for its Task Force Meetings and this trend will percolate to the field level through the district offices.

5.12 At the district level, while efforts have been initiated in Ranchi particularly and to a limited extent in Sitamarhi district to establish linkage with the ICDS programme in the last three years, in the other five districts there is hardly any evidence of such initiatives. The only linkage visible in some districts is the inclusion of the local anganwadi worker in the Village Education Committee. In Sitamarhi initially ICDS personnel were invited for the BEP meetings but since the last year there have been no further efforts to forge linkage with them. In Ranchi too, the district office did take some initiative to involve the ICDS personnel in the Steering Committee meetings of the ECE programme but the response was reported to be not very encouraging. In April 1994, however, a workshop was organized by BEP to explore possible areas of convergence among different programmes including ICDS and BEP.

5.13 Regarding setting up of alternative ECE centres, 120 centres were set up as mentioned earlier through voluntary organizations in Ranchi district and 30 centres are being run through micro projects. These centres are however not located near primary schools or as part of the primary school. They are set up generally in hamlets which do not have an anganwadi in their vicinity. The 120 centres run in Ranchi are known as "Chhawa Akra" or children's centres and the workers are known as "Chhawa Akra Didis". The management of these centres in terms of structure and training strategy is very similar to the NFE programme with a Steering Committee or Task Force at the district level and a three tier training scheme leading to the grass-root level training being conducted by master trainers at the block level. The sandwich pattern is used for training to provide for try out of training content in the field in between the three phases. While the centres run under the micro project are more integrated in nature the 'Chhawa Akras' are in essence like any other balwadi programme without the components of health and nutrition other than related education. Both categories of centres are in no way innovative or model centres, but very much on the lines of simple 'balwadis'. Field observations however do indicate that given a good worker and effective supervision a fairly stimulating balwadi programme can be run at the field level despite the many obvious constraints. Inter agency differences often emerge also when ECE centres run by different NGO's are compared in terms of quality. The centres as they are run under BEP do have a great deal of potential but definitely need greater structuring in terms of both content and methodology.

5.14 Under the Micro projects, BEP is also supporting an innovative 'Schools on wheels' project run by Carmel's Teacher Centre Hazaribagh which needs to be seriously evaluated in terms of its cost effectiveness as a strategy for providing continuous and field - based training to the grass root level workers.



## **Proposed Plan for 1994-95**

5.15 Although some of the districts have considered setting up of ECE centres separate from the ICDS anganwadis under the BEP project, these proposals have not really found a place in the proposed plans for 1994-95 due to the central policy decision of limiting ECE activities under BEP to only convergence with the ICDS activities. This decision needs to be seriously reviewed by BEP and the scope of ECE activities widened in the interest of actually achieving u.p.e. in all its dimensions, not only enrolment, by the target date.

## **ISSUES AND PROSPECTS**

### **The Enrolment Drive vis a vis MLL's**

5.16 The current scenario in schools in the BEP districts as well as in the non BEP districts visited by the mission, resulting from the enthusiastic **enrolment drive**, is in no way conducive to active participation and learning in children, both significant parameters spelt out for UEE! The average enrolment figures in the districts visited for Class I ranged from 100 to 150 with the upper limit being as high as 240! If one considers this in the existing context of two to three teacher schools, inadequate space and multigrade teaching learning situations, the best of teaching and monitoring is not likely to yield any fruitful results particularly vis-a-vis the MLL's.

5.17 Added to this is the situation of a majority of children coming directly to Class I speaking their **own tribal languages or dialects** with a total non familiarity with standard Hindi. As a result, as judged from the informal achievement testing done in all schools in Classes 1 and 2, by the Mission members, only a very small minority are able to read and these too in most cases read without comprehension. Due to the existing non-detention policy most children thus move up the primary classes resulting in the undesirable phenomenon of 'cumulative deficit' and consequent low achievement. Lack of comprehension could also be a potent factor promoting dropout/pushouts among these children. A few sensitive teachers who know the local language/dialect use it meaningfully with the children at the initial stage to help them bridge the gap between their own and the standard language. But the general policy followed by most schools is to use the standard language only as far as possible.

5.18 Learning the skill of reading should logically follow not precede the skills of listening and speaking for any language. If the child has to therefore master reading and writing and other subject competencies in Class I. it is imperative to first expose the child to standard Hindi at the level of listening and speaking prior to class I. Early childhood Education therefore becomes an essential input not only from the point of view of providing the universally accepted early. Stimulation but even more so in the existing context of providing linguistic and conceptual readiness for class I to these children. At least one year of Early childhood education therefore must be provided for through which the children can learn basic communication skills in Hindi using the play way approach through

conversation, stories, songs, rhymes and games.

5.19 However, mere provision of readiness through ECE is not going to guarantee better levels of learning given the abnormally high teacher - pupil ratios and related constraints in the formal primary school. Children of Classes 1 and 2 are developmentally not attuned to communicating and functioning meaningfully in large group situations that exist in the schools today. Also, a large percentage of children are living in hamlets, clusters unserved by any primary school. Increasing the number of schools/teachers/school space beyond a certain point is economically just not viable for the state. Therefore keeping these points in mind it is recommended that **Classes 1 and 2**, which are meant to essentially help children master the basic literacy and numeracy skills, should **be physically delinked from the formal primary school and a number of subcentres or feeder schools should be setup of an integrated nature covering ECE and classes 1 and 2 only**. This is particularly relevant since universally it is accepted that the early childhood stage extends upto the age of 8 years and therefore the playway and activity approach followed in ECE should be extended to classes 1 and 2 also. In smaller and more nonformal class room situations the children are likely to have better chances of mastering the basic 3 R's as observed in some of the NFE centres that were visited so that when they move to the more formal, large group situation in Class 3 they will be self equipped to handle learning demands even on their own, with a little guidance from the teacher.

5.20 These centers or sub-schools should be located on the basis of **systematic village mapping exercises** in areas as yet unserved by the primary school as well as in the premises of the primary school if the 'bal varg' already exists there. It can be housed in a low cost, thatched open shed with a small room attached for storage, as suggested by the District office, Ranchi for ECE centres. The cost of constructing additional rooms in the primary school could be distributed over a number of such centres for which, where feasible, community participation can also be mobilized.

5.21 The **teacher/instructor** for this centre can be recruited in an **honorary capacity** like the ECE worker/NFE instructor. The BEP proposal mentions the alternative of recruiting 'Shiksha data' to supplement the strength of teachers, from among the retired teachers/educated persons in the village. Instead, the 'Shiksha data' can be a local woman with some minimum academic qualification parallel to ECE workers/supervisors who can be trained in the content and methodology of ECE and classes I and II. The existing strength of qualified and trained primary teachers could thus be utilized exclusively for classes 3 to 5/8. This model can be tried initially on an experimental basis under BEP. In terms of accommodation an alternative could also be considered by providing double shift system in the primary school.

5.22 The BEP policy regarding limiting its activities in ECE to only convergence with ICDS is based on the rationale that ICDS is the largest out reach programme of an integrated nature in ECCE and is now functioning in all districts of Bihar. It is therefore expected to have the largest coverage of the 3-6 age group. This

appears to be more notional than real at present since, while the number of centres and number of children enrolled is fairly large, the number of children attending the anganwadis is extremely low. The nutritional supplement is being provided to the centers on a very irregular basis, the workers are not paid their honorarium regularly and with the anganwadis located most often in dark, unventilated mud huts, the participation of children is extremely negligible as evident in the visits to the AWS. Many centers are reported to be functioning only when the nutrition is given. On the contrary a much larger number of 3 to 6 year old children attend primary school on a regular basis. These children are likely to continue coming to the primary school even if the anganwadis have an improved ECE programme since the older siblings stay in the primary school for longer hours. Also, while the ICDS has reached all districts of Bihar, it still covers less than 50% of the state, leaving a large number of children unserved.

5.23 BEP should therefore review the status of ECCE in the state in a holistic manner by favouring a multi pronged strategy, as envisaged in the very beginning, to ensure quality ECE to as much of the 3 to 6 population as feasible.

5.24 Convergence with ICDS is essential to strengthen its preschool education component. Discussion with the senior officials in the welfare department indicated a strong inclination on their part to involve BEP, particularly the Mahila Samoohs in running, monitoring and strengthening of the anganwari centres. While in principle this is a very sound proposition which will ensure monitoring at the village level itself, it must be kept in mind that a) the Mahila Samakhya component is at present in only very limited areas and b) the Mahila samoohs can at best only monitor the punctuality and regularity aspects, unless they are given proper orientation regarding the quality of ECE programme. The Sahyogini covers ten villages and can therefore be given necessary training to guide the Samoohs to oversee the local anganwadi programme.

## **Training**

5.25 Similarly, the personnel at the block, district and state levels under BEP also need to be given appropriate orientation and/or training depending on the degree of their involvement, in the content and methodology of ECE to equip them to contribute effectively to the success of the ICDS programme.

5.26 Convergence efforts between ICDS, ECE, NFE centers and primary school should be promoted at all levels, particularly at the field level in terms of encouraging common perceptions and goals, sharing of experiences and organization of combined activities wherever possible in the form of Bal Melas, cultural programmes, sports meets etc.

## **ECE Through Voluntary Organizations**

5.27 Since the ICDS programme, as mentioned earlier, leaves large sections of the population unserved, BEP should continue to indentify good NGO's, and encourage them to set up ECE centers. These could on an experimental basis be of an

integrated nature including classes 1 and 2 also as discussed earlier. There should not be any bar on having an AW and ECE centre located in the same village, if so required, since this is likely to induce some kind of healthy competition and have a positive impact on both programmes as was evident in the field visits conducted in Ranchi. While BEP could initially support these ECE centers, in terms of long term sustainability they can be subsequently supported under the GOI grant-in-aid scheme.

### **Capacity Building**

5.28 The most critical aspect in this entire area is the need for **capacity building** in ECE at all levels from state, through district to the block and village levels. The proposal to set up a state level resource centre in ECE needs to be seriously considered which can be linked up with district level resource centres in ECE. These can be located as cells in the DIETS preferably to maintain the link with primary level of education. Resource capacity should also be built at the block level through the Block Resource Centers by identifying a team of persons who should be given intensive training in ECE to equip them to conduct continuous training and monitoring of the ECE centre/anganwadi programmes at the block level.

### **School Readiness for Class 1**

5.29 The training of primary teachers should also have a component of **school readiness** and ECE and the curriculum for class I should have an initial component of school readiness for 6 weeks to two months so as to facilitate the adjustment of children who come directly to Class I without any exposure to preschool education. All teachers need this orientation since, as observed with the Bal Varg, teachers have little idea of the needs and characteristics of these young children also since each one of them can be allotted the younger classes on the basis of rotation.

### **RECOMMENDATIONS**

5.30 On the basis of field observations, presentations, discussions, study of project documentation and subsequent analysis of issues and prospects detailed above, the Mission strongly recommends that :-

5.31 Early Childhood Education should form an indispensable first step in the educational ladder since majority of the children enter school not only without any cognitive and psychomotor readiness but also without any familiarity with standard Hindi. These children need to be exposed to a 'bridge programme' through play way method between their tribal language/dialects and standard Hindi before they progress to learning the 3 R's in class I. BEP should therefore review its existing policy for ECE and elaborate it into a more comprehensive strategy to provide for better quality ECE programmes for as many children in the 3 to 8 age group as possible to ensure subsequent attainment of UPE goals.

5.32 BEP should view ECE in broader perspective to include ECE as well as classes 1 and 2. The rationale for this other than the universally accepted child development concerns is that in view of the phenomenally large numbers in Class 1 at present when the schools are not able to cope with as also the lack of preparedness in children entering Class I particularly in terms of familiarity with standard Hindi Classes 1 and 2 should be physically delinked from the main primary school. Integrated models of non formal centers covering ECE and classes 1 and 2 should be set up as feeder centers to the primary school which can in less formal settings ensure better mastery of the spoken language as well as subsequent mastery of the skills of literacy and numeracy. The feeder schools should run under the administrative control of the headmaster of the primary school.

5.33 The proposed Shiksha Data Scheme should provide for honorary instructors/workers for these integrated ECE centers leaving the qualified primary teachers to teach classes 3 to 5.

5.34 In view of the tremendous resource constraints at the state level, **voluntary efforts and initiatives should be encouraged for setting up ECE centers/integrated centers**. BEP should attempt to focus on capacity building among the voluntary agencies in this area and aim at setting up tried out model centers which can through schemes like the centrally sponsored grant-in-aid etc. be subsequently extended and enlarged upon. To this end BEP should concentrate on curriculum development, training modules and effective monitoring strategies.

5.35 To ensure quality in the ECE programme which should be development oriented and play and activity based, BEP should develop a structured curriculum preferably in the form of theme based lesson plans to facilitate transaction and monitoring. In addition to this picture story books, rhymes and riddles should be developed in tribal languages and dialects as well as in the form of 'bridge' material. This exercise should be done at the district level for which necessary expertise should be developed under BEP.

5.36 A major constraint in the state is a dearth of resource personnel in ECE. BEP should therefore focus on **developing resource capacity at the different levels** i.e. state level through SCERT/NGO, district level, block level and school cluster level particularly as in the DPEP scheme to ensure percolation of expertise to the field level. This would facilitate continuing and field specific training and monitoring of grass root level workers.

5.37 **Micro planning and area mapping exercises** must be resorted to in a systematic way particularly from the point of view of location of the ECE centers and the primary school to ensure universal access and participation.

5.38 Convergence with the ICDS programme should be promoted at all levels particularly through the Mahila Samakhya programme and involvement of the Village Education Committees for which necessary orientation/training in ECE is

required at all levels.

5.39 As an immediate measure, in view of the presence of a large number of very young children as well as lack of preparedness in children entering class I, BEP should ensure inclusion of the component of ECE and School Readiness in the training of primary school teachers who are otherwise not fully sensitive to the needs and characteristics of these children.

5.40 Monitoring of the ECE programme, particularly if it is in the voluntary sector, is extremely crucial. A structured and systematic monitoring strategy therefore needs to be evolved and tried out which should use existing structures in the system and be therefore replicable in the state as a whole.

## VI

### PRIMARY EDUCATION

#### Goals and Objectives:

6.1 UPE in the context of BEP has been defined as ensuring enrolment, retention and attainment of a minimum level of competencies for all children in the age-group 6-14 years either through formal schools or NFE programmes. In the original BEP project document, primary education and NFE were given almost equal importance. This is consistent with the state and the national policy on education. The Gross Enrolment ratio (GER) for the state of Bihar in 1990 was 74.2 percentage. The state was characterized by a situation when only 20 out of 100 children admitted in grade I reached grade VIII. The enrolment and retention of girls, SCs and STs was extremely low.

6.2 While the target date for achieving UPE in Bihar is 2000 AD, a few BEP districts have set earlier dates. For example, Ranchi, a first phase district and Sitamarhi, a second phase district, have set 1995-96 and 1996-97, respectively, as the target dates.

6.3 Discussions reveal that there is a confusion between the project goal and its implementation in all BEP districts. The actual focus of all BEP activities is on standard I-V and consequently the age-group 6-11 years. Though the NFE centres specifically cater to the extended age-group 6-14 years, and focus on older children between 9-14 years, the BEP NFE programmes aim at providing a course of studies equivalent in quality to five years of primary education.

6.4 Considering the low level of educational development and the difficult social and economic realities, the original goals were far too unrealistic. The premise that universal access was possible for all children of Bihar by 1995 was not tenable. This has proved beyond the capacity of BEP even when it is working in only seven districts. BEP viewed non-formal education in over ambitious terms. It was unrealistic to expect that qualitative improvements and expansion in primary education covering entire districts could be simultaneously executed, along with implementing supporting activities as well as formation of institutions like the VECs and Mahila Samoohs.

6.5 Broad goals were never translated into targets along the geographical and time dimension.

#### Geographical spread/coverage of the project

6.6 The geographical coverage under various components varies a great deal. In the case of primary education, about 50 out of the total 97 blocks in the seven districts have been covered. There is no particular pattern in this coverage as it

ranges from 6 blocks out of 20 blocks in Ranchi to 16 of out of 18 blocks in Sitamarhi.

6.7 There were about 10,300 primary and upper primary schools with about 40,000 working teachers in the selected districts. Under the BEP neither all the schools have been provided with all the inputs nor all the teachers have been trained so far. Only the focus schools in each of the BEP blocks have been provided BEP inputs. In the remaining schools, the inputs have been far more limited. It is also not clear as to how the choices about the blocks and the schools are made for providing various inputs. Of all the primary schools in the seven districts, the focus schools constitute only 40%. If primary sections in the middle schools were included, this would come down to 32%.

6.8 Therefore, in terms of coverage, till June, 1994, about half the blocks and about one-third of the primary sections (Stds. I-V) in the seven districts have been covered under BEP programme.

### **SOME METHODOLOGICAL ISSUES**

6.9 Before dealing with the substantive issues of quantity and quality of primary education, it is necessary to state that there is considerable ambiguity about the concepts and terminologies used by the SLO and the districts in reporting of achievements in primary education. In view of this the Mission faced great difficulty in the interpretation of data and educational indicators presented to them. The confusion was most evident in the calculation and use of terms like gross enrolment rate, net enrolment rate, drop-out rate and retention rate. Due to these limitations, the Mission was not in a position to undertake a comprehensive analysis of the progress and achievements in the field of primary education.

6.10 The task of the Mission was further complicated as no baseline data on quantitative and qualitative aspects of primary education was generated when the project was launched. Therefore, it is difficult to assess the extent of improvement in the achievement, retention and attendance etc.

6.11 The Mission, therefore strongly recommends that baseline studies on the pattern of DPEP must be conducted in all the project districts. The expansion of the programme to other districts, as and when feasible, should be undertaken after the baseline studies have been properly conducted and their results must be considered for formulation of intervention strategies.

6.12 As far as goal setting is concerned, instead of limiting their focus on the primary stage and the corresponding age-group, BEP has taken the goal of 6-14 years as mentioned in 1990 document. The actual reporting of enrolment data, enrolment ratios and retention rates take the entire range of standards I-VIII in consideration and no separate data for I-V is reported. Moreover, while reporting educational indicators, it is assumed that the ages of children in standards I-VIII fall exactly between 6-14 years. Younger or older children in these classes do not



enter in the estimation of enrolment ratios and retention rates.

6.13 The implications of this contradiction between the goals and actual implementation, untenable assumptions about enrolment ratio, attending school, as well as other methodological problems in the calculation of enrolment and retention rates have been analyzed in Appendix 1. The cumulative result has been an unintentional but extremely misleading picture of the situation on the ground as :

- i. Very high enrolment ratios and retention rates have been presented without proper understanding of the concepts, methodological issues in developing educational indicators, reporting and analysis of the statistical data. This has been the root cause of inadequate capacity for undertaking educational planning.
- ii. lack of conceptual clarity has caused confusion in target setting and reporting of achievements and inability to perceive the problem of huge backlog of out-of-school children which included never enrolled as well as school drop-outs.
- iii. Unwarranted optimism concerning universalization for the age-group 6-14 years leading to setting of unrealistic target dates for its achievement.
- iv. Using population in age-group 6-14 years in all calculations as well as presentation of BEP achievements. This is not only misleading, but in reality may mask the gains in enrolment of standards I-V.

6.14 The Mission strongly recommends that intensive orientation programmes in educational methodology and quantitative techniques for the BEP staff be organised at the earliest, possibly with the technical assistance from State of National Resource Organizations.

### **Review of Activities and Strategies for UPE:**

6.15 BEP activities began in 1991-92 in three districts of Ranchi, Rohtas and West Champaran. While in Ranchi and Muzaffarpur, social mobilization activities had begun earlier in 1990-91, similar work was initiated in a few selected blocks of Rohtas and West Champaran in 1991-92. All these activities were aimed at creating a social and political environment conducive to the promotion of UPE.

6.16 The specific interventions in the primary schools began in Phase I districts in 1992-93. This was also the year when Phase II districts were selected and initial work in the districts of Muzaffarpur, East Singbhum, Chatra and Sitamarhi was initiated.

6.17 The common strategy in each of the districts has been to select focus schools in a few blocks. Sitamarhi district is the sole exception with its 640 focus schools located in 16 of its 18 blocks. These focus schools receive intensive inputs by way

of provision of textbooks and stationery for all girls and SC and ST boys, maths, science and other kits, library books, school furniture, etc. The schools are also beneficiaries of the financial support from BEP for the school repairs, installation of hand pumps, construction of school buildings and latrines/toilets.

6.18 In the remaining areas of the seven districts, interventions are limited to environment building, distribution of textbooks and other materials to all girls and SC and ST boys and promoting school based activities including sports and other competitions etc. BEP attempts to influence other districts of the state by sponsoring micro-projects as well as by providing funds for enrolment drives.

6.19 It is observed that implementation of various activities in the schools is largely sequential in nature. The BEP interventions generally come in the following sequence :

- Special enrolment drives-Formation and operation of VECs
- Formation and operation of Mahila Samakhyas
- Opening of NFE centres, training of functionaries and provision of materials.
- Construction and repair of school buildings
- Provision of textbooks and other kits and learning materials;
- Implementation of MLL programme in selected schools
- Training of teachers through DIETs or other training colleges
- Environment creation and school mobilization activities like bal mehs, competitions, etc., in the fields of culture, communication and continuing education.

6.20 Enrolment drives are necessary but can lose their real value if not fully backed by an intensive programme for improved retention and achievement. What was 'perceived' in the field was that new school buildings were being constructed and children provided with textbooks and materials, schools were being provided with infrastructure and educational equipment. What was "not perceived" was that many children were not attending school regularly nor learning adequately.

6.21 The sequencing of strategies for enrolment, retention and achievement has resulted in a piecemeal approach in all the seven districts. What was required right from the beginning was an equal emphasis on teaching issues concerned with retention, attendance and learning. These issues now require to be on the top of the BEP agenda. A clearly articulated strategy of creating attractive and effective learning environments should receive the foremost priority.

### **Universal Access:**

6.22 The Fifth All-India Educational Survey (1986) indicated that about 95% of the rural population and habitations with a population of 300 or more was served by a primary school in Bihar. The data provided by the BEP Patna office indicate that in the 7 BEP districts at least 4,077 of the 23,944 habitations (i.e. about 17%) in 1986 were not served by a primary school. The problem is most acute in districts of Ranchi, East Singhbhum and Chhatra.

6.23 No new schools have been opened for the last eight years, whereas the number of six-year old children would have increased by atleast 13-15 percent during this period. The absolute increase in the number of school-going children in the same period will be substantial. The Department of Education or BEP has at no point of time estimated the impact of this on BEP strategies and programmes. In addition, there are many categories of children who were already deprived as far as access to schools is concerned; these include, children living in hamlets where the surrounding geographical features act as a deterrent to access or the school is located in an upper caste locality, which sometimes acts as an effective social deterrent, children who for a variety of socio-economic reasons are not sent or do not come to school.

6.24 The opening of new schools was not provided for in the original BEP design. However, considering the fact that enrolment in various grades will pick up as a result of project intervention, additional school places will have to be created and appointment of new teachers will be necessary. The Mission therefore strongly recommends that the BEP partners should seriously consider funding for opening of school and appointment of teachers. The Mission suggest the following criteria for their consideration :

- New schools should be opened after considering their viability in terms of access to special categories of children, unserved habitations, overcrowding in the existing schools and other related issues. Micro-planning will be useful for this purposes.
- The viability of all such new schools should be established before other facilities like building and materials are provided to the school.
- The BEP may consider appointment of new teachers subject to the condition that these will be provided after all the sanctioned positions have been filled up by the state and also relating the new positions to the additional enrolment.
- For the appointment of teachers, enrolment of classes III, IV and V should be considered. Preference should be given to the appointment of women teachers against the new vacancies.
- The funding of teachers salaries should be on declining basis as is the norm in DPEP districts.

6.25 The Mission is of the view that such a strategy will not only improve accessibility but also help in creating appropriate environment in schools and avoid overcrowding of existing schools without putting much additional burden on the state.

6.26 As a last resort and as a strategy, without additional financial implications, the mission would recommend that the timing of primary classes should be

suitably staggered. The instructional time for classes I & II being limited to about 2 to 2 1/2 hours, and for classes III, IV & V the time being 3 to 3 1/2 hours, while all the teachers attend the school for full hours. Such a strategy should also incorporate innovative child-centered teaching-learning methodology, more attention being given to individual child with improved teacher-pupil ratio resulting from staggered timing.

### **Recommended Measures for Educational Facilities and Actual Achievements**

6.27 The following table lists the main measures recommended in the original 1990 BEP policy document, and the actual achievements.

Recommended Measures	Provision of Education Facilities: Achievements/Comments
1. Provision of primary school in all habitations, say with population of more than 200	Many small habitations remain unserved. No new schools opened since 1988.
2. Non-formal Centres for working children, practically one for every village	only 3,152 NFE centres were opened by 93-94.
3. Shiksha Karmi units in rural areas where schools cannot be opened.	Not yet started
4. Provision of Ashram Shala	Not yet started
5. Unserved habitations with only pre-primary-cum stds I-II under the charge of a locally selected woman worker	Not yet started
6. Peripatetic instructors meeting the needs of scattered habitations	Not yet started

6.28 Though 3,152 NFE centres were reported to be functioning in 1994, the SLO of the BEP was not in a position to specify the number of NFE centres operating in habitations unserved by a primary school. Many of the NFE centres visited by the Mission Team were functioning in areas served by primary schools, and were meeting the needs of those who could not attend full-time school. It is therefore

recommended that NFE centres/ Shiksha Karmi units should be opened on priority basis in unserved habitations. Programmes for the provision of branch schools for children of extremely deprived population should be extended as far as possible.

6.29 For groups, like the Musahars, whose adult members are almost entirely illiterate the attempt to bring education to their doorsteps is a very important intervention.

6.30 The project document recommended that micro-planning exercises will be conducted to assess the availability and requirement of educational facilities. However, micro-planning exercises have not been conducted so far. To ensure that children are provided access to alternative educational facilities, the entire set of measures that had been recommended in the original policy document needs to be considered. If the freeze on opening of new schools by the Bihar Government continues, then alternative facilities created by BEP will prove to be inadequate to meet the challenge of growing number of the school-age children.

## **ENROLMENT AND RETENTION**

6.31 The efforts to improve enrolment in the BEP districts were through special enrolment drives, advocacy, environment building and school mobilization activities. The VECs, the Mahila Samoochs as well as headmasters and teachers played an important role in ensuring that a maximum number of children are enrolled but the emphasis on retention and learning was lacking. During the Mission's tour of Ranchi and Sitamarhi district the team talked to many members of the VECs about their involvement in school improvement programmes. While everyone talked about enrolment, few mentioned anything about the qualitative aspects of primary education. The video films prepared by the BEP as a part of environment building, have also ignored the retention and achievement aspects. It is recommended that media should give adequate attention to the aspects of retention and achievement alongwith emphasis on enrolment.

6.32 The state follows a policy of no-detention of children in Classes I and II. During the field visit to Ranchi and Sitamarhi, the Team was able to identify a large number of children in Classes I and II, who were repeaters. The teachers told us that these children have been detained because they did not appear in the final examination or some of them have not been coming to school regularly. The number of repeaters in some schools visited by the Team was as high as 25 percent of those present. This factor has also contributed to increased enrolment in Classes I and II as compared to III, IV and V. Discussion with officials indicated lack of clarity on this aspect. Even the DSE insisted that the child must appear in the end term examination to get promoted to next class.

6.33 A peculiar practice with regard enrolment of children also came to the notice of the Mission. Children less than 6-year old are also brought to the school by their brothers and sisters. They are made to sit alongwith class I students. Sometimes Bal Varg, class I and class II students were sitting in the same room. While in Ranchi district, a separate register is maintained for their enrolment and

attendance, in Sitamarhi district they are enrolled in class I. Even the state-level data on primary school enrolment includes the pre-primary enrolment. This not only inflates the enrolment of class I but also creates problems of classroom space. Discussions with officials revealed that this is not practiced in non-BEP districts.

6.34 It was also noticed that most of these children (Bal Varg) are not related to those present in the school, an argument given by the BEP officials for their presence in school. The BEP and the state government has to evolve a clear policy on this. If such children are to be brought to school, they should be looked after separately from class I students.

### **Girls Enrolment**

6.35 Increasing enrolment has been a major focus of BEP efforts in all seven districts. The significance of its achievement must be seen in the context of Bihar, where a large number of families for one reason or the other do not send their children, especially girls to schools.

6.36 High enrolment increases has been reported in almost all BEP districts. Particularly impressive is the data on the increase in girls enrolment. However, there still exists a clear bias in sending and retaining girls in school as in none of the seven district do they constitute half of the student population (Tables 1 and 2).

### **Retention Rates**

6.37 In both Ranchi and Sitamarhi districts, for every 100 children enrolled in Std. I in 1991-92 there were only about half the number enrolled in Std. III in 1993-94. However BEP Ranchi for example, has erroneously claimed that retention rates rose in the same period from 85% to 93% (Details of Ranchi and Sitamarhi retention rates, and appropriateness of these calculations are discussed in appendix 1).

6.38 The inability of the schools to retain children is clearly a major deficiency of the system, and this should form the focus in the coming years.

### **Gap Between Enrolment and Attendance:**

6.39 Attendance is not monitored in any BEP school. However, in 9 of the schools visited by the Review Mission team in Ranchi District and a similar number in Sitamarhi District, information was collected on the attendance of children as well as the numbers officially enrolled in the school register.

6.40 In the schools visited by the Team in Ranchi and Sitamarhi districts, there was often a considerable difference between the number of children shown on the rolls and the children marked present and those actually present. This was despite the fact that the system was in 'full alert' about receiving the visiting team. It is presumed that the real situation will be much worse.

6.41 For every 100 students enrolled in Stds. I-V in the Ranchi and Sitamarhi schools, that the Review Mission team visited, only 63 were attending in Ranchi and 50 in Sitamarhi. Attendance was particularly poor in Std. I. Only 52% and 39% of the children enrolled in Std. I in Ranchi and Sitamarhi, respectively, were attending school. In each district, some of the schools visited by the team were among the better schools. Attendance in the higher grades improves appreciably though the transition from lower to higher grades remains a serious problem.

6.42 It is therefore perhaps unlikely that attendance rates in BEP schools are likely to be significantly higher than the Ranchi attendance rate of 63%.

### **Overcrowded Classes and their Impact on Teaching/Learning**

6.43 In many of the schools that the Mission visited, the class room space was simply not adequate to accommodate the large numbers of children present on the day of the visit. This was especially the case in Std. I where as in some cases there was simply no space for the teacher to move around. Moreover, there were substantial number of pre-primary children (Bal Varg) to be seen accommodated in the veranda or even in the overcrowded Std. I classrooms, which were simply not capable of taking on the additional children that were present.

6.44 The implications of these overcrowded classes was clearly visible in the team's observations on classroom teaching. Some teachers were carrying a stick because they perceived it as necessary tool for exercising control over a large class. Teaching in this situation is extremely difficult, and mainly takes the form of a teacher attempting to get the entire class to recite something or the other from their textbooks. Questioning children and responding to individual children's needs or problems is impossible in such an overcrowded environment. Classroom observations indicated that many children were merely mechanically responding with little understanding of what they were doing when they were reading or computing.

6.45 Some teachers spend considerable time in keeping classroom control and accordingly systematic teaching and learning suffered to that extent. None of the teachers that the Mission Team observed in the class-room were able to teach multigrade classes effectively.

6.46 The problem of overcrowded classes may have stemmed from the Bihar Government's decision not to open new schools in the late eighties. This problem will have to be tackled soon as it will have adverse consequence for children's development and education.

### **Teacher : Pupil Ratio (TPR) and its Impact on Teaching/ Learning**

6.47 In the last few years, two factors have adversely affected the teacher pupil ratio. First, the natural increase in enrolment, whatsoever it may be and secondly, the increasing number of vacancies against the sanctioned posts. No solution appears to be in sight to overcome this constraint. Process for the recruitment of

new teachers was initiated as far back as 1990 but is yet to be completed.

6.48 With the sole exception of Chatra which has an unusually low TPR, in all the other project districts it is well above the 1:40 norm. In Ranchi, TPR increased from 1:53 in 1991 to 1:67 in 1993; in Sitamarhi TPR for Std.I-V has increased from 1:49 in 1991 to 1:76 in 1994 (table 3). It will be difficult to sustain the tempo of strategies aimed at quality improvement if TPR worsens beyond a limit.

6.49 It should be noted that the TPR represent averages and there will be many schools in which it would be far exceeding these averages.

6.50 However, the officials argued that after the TPR is adjusted for attendance instead of enrolment, the situation may not be as bad as appears to be. The situation at the ground level is likely to be worse due to the fact that many teachers are either on leave or absent without information or they are deputed for election duty or after work.

6.51 The position becomes more difficult when the teachers take multigrade classes, especially in the absence of training and appropriate educational materials which can equip teachers to function effectively.

## **ENVIRONMENT FOR TEACHING AND LEARNING**

6.52 For children to develop to their full potential and for teachers to guide children in this process, a proper environment needs to be created in which teachers can teach effectively and children can learn. Besides other inputs, the classrooms need to be designed to make them attractive and "user-friendly", and teachers on the other hand need to know how to use the kits that are provided.

6.53 The schools that were visited by the Mission were generally drab. However, even the rooms constructed under BEP were merely large rooms in which children were accommodated, and not classrooms constructed with young children and their learning in view. The older classrooms were often dark, and had not been painted or whitewashed for a long time.

6.54 None of the classrooms had cupboards or other appropriate receptacles for storing educational equipment and library books: Such educational materials were often stored in the headmaster's room or school office. Classroom storage space is absolutely essential for the regular use of such materials.

6.55 Different models of school buildings should be experimented with instead of relying on only one model. Classrooms require to be designed also with group teaching/ multigrade teaching in view. This would include having more than one blackboard. Classrooms and furniture should be designed so that most or all library books educational kits and materials that require to be used on a continual basis can be provided in the classroom itself.



6.56 The walls of classrooms were generally bare with the occasional chart thrown in for relief. The concept of displaying children work on classroom walls does not exist, despite the fact that many children had drawn interesting pictures in their notebooks. Classroom walls should be designed and materials provided so that children's work and charts, etc. can be attractively displayed.

### **Provision and use of Blackboards**

6.57 Blackboards of various kinds were observed in the classrooms. Some of them were too small for the class as a whole and in a few cases no longer serviceable. There was at best only one blackboard in the classroom. If teachers are to attempt multigrade teaching, they need more than one blackboard in the classroom to function effectively. In fact, especially in the lower primary standards, blackboards need to cover entire walls and should be low enough for young children to use. The quality and maintenance of blackboards cannot be underestimated as often it was difficult to write legibly on their gray surfaces.

### **Educational Kits**

6.58 Schools are being supplied with kits on science and mathematics. In the schools that were visited these kits were not being used as they had been provided late and had arrived only two or three days before the Missions' visit. Teachers have not been trained in the use of science and other kits.

### **Library Books**

6.59 BEP provides a set of library books to all its focus schools. This is especially important for the vast majority of children in BEP schools are likely to come from homes where there is no tradition of reading, nor is any provision for reading materials for children. A school library set can also develop reading skills and extend the range of the child's imagination beyond what the textbooks can offer. The Mission during its visits observed that children were not using those books. Like most of the other educational equipment supplied by BEP, their use is constrained by the lack of classroom storage and display space. They are stored in the office, or elsewhere like the residence of the headmaster or teacher. Comments on the quality and the type of books to be selected for primary schools children is contained in textbooks section.

6.60 The discussions with BEP Ranchi officials indicated that younger children do not require books to read as their reading skills have not developed adequately. It reflects a rather limited understanding of what young children can do with books, apart from reading, as well as the reading interests and abilities of children in Stds. I and II. In this connection, the Mission did not come across a single teacher reading aloud to their children selections from the library books that were provided, indicating perhaps that this is not a widely prevalent practice.

### **Limited Use of text Books:**

6.61 The Mission members during their visit to schools examined the books supplied to students and asked them about their use. It was apparent that the majority of the children have never used the textbooks as the teachers prefer to teach by rote-learning method. Many children admitted that they do not read from the text books.

6.62 The Mission notes with concern the delays in supply of text books and student kits. The inability of the teachers to promote the use of text books and library books is another area of concern.

### **Assessment of Students Learning**

6.63 In some of the schools that the Team visited, children were given short oral or written tests to assess their learning and skills. The tests covered skills in language and mathematics that children were expected to master and covered both the primary and upper primary standards. The results indicated that large numbers of children were learning very little of what was expected. This was true of children in all classes. In Std. I, for example, children were being taught to add double digits. The testing, however, indicated that they were for the most part unable to recognize single digit numerals. In Class III, some children were not able to read at all. In Class V, children were unable to answer questions directly concerning multiplication tables up to 12, even though the tables were written on the blackboard!

6.64 Such poor standards of learning can in part be accounted for by overcrowded classrooms, high teacher-pupil ratios, poor use of instructional materials and multigrade classes.

### **Language Skills**

6.65 The teaching of language (Hindi) in the primary grades was for the most part confined to transacting the textbook with the occasional use of the blackboard. The transaction of the text-book for teaching language in Std.I, for example, involved either the teacher or the best student in class reading from the textbook and the entire class following in unison.

6.66 It is possible that reading in this manner a child can get to the end of the first word, leave alone the entire sentence, and not moreover, many students were merely mechanically reproducing the sounds they heard giving the impression that they were able to read the letters. It is this type of teaching and similar practices which completely overlook the importance of meaning for beginning reader resulting in low standards of reading in Std.I and subsequent grades.

6.67 Similarly there is little effort to teach children to communicate when they are writing. Moreover, there seems to have been very little penmanship practiced, as reflected in the small illegible letters that was the norm for written work in the

schools that were visited.

6.68 In some of the schools visited by the Mission team, it was found that English alphabets were being taught in Class I itself. Although there are no instructions for teaching of English in Class I, the teachers informed the team that this was being done to meet the competition from neighboring English medium private schools.

### **Mathematics Teaching**

6.69 As for mathematics, a similar mechanical pedagogy was evident with the entire class involved repeating whatever was said by the teacher on demand. Any concrete materials that could be used by children and teachers to understand or demonstrate fundamental concepts were conspicuous by their absence. Even the "no cost" educational aids like sticks, stones and leaves were not being used. What was being transacted was the mathematics textbook and nothing but the mathematics textbook.

### **Evaluation System**

6.70 Teachers by and large were unaware that large numbers of children were hardly learning anything, nor what such children were capable of doing. There is an evaluation system in place of which the most important test is the final examination. Monthly tests were given but no records seemed to have been kept of these tests. The results of the half-yearly test and final examinations are kept in a register maintained classwise. In other words, no systematic record of a child's academic record was being kept as he or she progressed from one standard to another. Beyond using the final examination result only to ascertain whether to promote a child or not, it was obvious that all testing in the system was merely being routinely carried out with no understanding that examination results needed to be shared with students and parents, and had implications as well for teaching.

### **Minimum Levels of Learning (MLL)**

6.71 The MLL programmes has been introduced in 100 selected schools. Teachers of those schools were given a special 3-day training course in MLL, and were oriented in the administration of a pre-test given in December 1993.

6.72 The competency-based analysis of the test results indicated that the vast majority of children were far from mastering the competencies expected of them. The more informal testing conducted by the Mission Team revealed that there were many children in Stds. IV and V who had barely mastered skills expected in Stds. II and III.

6.73 The questioning by Mission members revealed that many teachers who were trained by DIETs or other institutions, did not understand full implications of MLL. Both classroom implementation and evaluation indicated that it was not being practiced in the schools. This component needs strengthening at all levels.

6.74 A necessary condition for progress in increasing the levels of learning of students is to ascertain the competency of teachers in the subject areas they are expected to teach. As has been found elsewhere in India, it is very likely that quite a few primary teachers are very likely themselves not to have mastered the skills expected of students in Std. IV-V. It may be appropriate to conduct a sample study to gauge the extent of the problem so that remedial steps can be undertaken.

### **Impact of Training on Classroom Teaching**

6.75 Besides their pre-service training, many teachers had received inservice training in DIETs or other training institutions in two phases of 11 days and 10 days training. The Review Mission team was able to observe teachers in school, who had completed either one or both phases of training. However, classroom implementation did not reflect any visible gains from their training. Given the uniformity in inappropriate teaching practice that were observed in the schools that were visited, it was not possible to differentiate between teachers who had recently received inservice training and others. The former were not able to point out to any differences in their teaching practices nor were they utilizing the limited educational aids that they had made in their training.

6.76 In part this divorce between training and classroom implementation, which is an all-India phenomenon, is because while everybody views training as good and necessary, they do not perceive the necessary link between training and subsequent classroom practice.

6.77 However, the more important reason for this divorce lies in the training provided by the teacher training institutions associated with BEP. The content of training does not reflect the understanding that primary teaching is qualitatively different from secondary school pedagogy, and that instructors, for example, therefore need to be grounded in principles and methods of primary school language and mathematics teaching which is different from the methods adopted in middle and secondary schools. For example, there is a critical need to introduce readiness activities in Std. I. All children need it, but it is especially important for those who have not had pre-school exposure. The need for readiness activities is not understood by teacher trainers, nor reflected in the training provided.

6.78 Moreover, the teacher training staff have previously taught mainly in middle and secondary schools, or have been lecturers in teaching institutions. Their experience with primary schools is limited, and their understanding of what can be done to improve learning is often academic, and not ground in the problems and concerns of primary school teachers. For example, in the demonstration school attached to the Ranchi DIET, there is a teacher for every class. However, most rural primary school teachers in Ranchi District like their counterparts in the rest of India, have to teach multigrade classes. As a result, the methods and material developed by teachers in their training do not equip them to teach multigrade classes.

## **TEACHERS' PERCEPTIONS ABOUT UPE**

6.79 During field visits, the Mission Team talked to a large number of teachers who were generally conscious of the need for universal enrolment and have been participating in enrolment drives and ensuring that all children come to school.

6.80 While they were aware of the fact that children were enrolled but not attending, they were often not conscious of the extent of the problem. As mentioned before, teachers were also not cognizant of the extremely low standards of achievement in their schools, nor the extent of the pervasive nature of this phenomenon. But when asked what accounted for the low standards of achievement in their classes, reflected in the results of informal testing conducted by the mission members, they cited a number of reasons, including large classes, multigrade classes, and other school-related factors. But they also tended to blame the children and their parents for not sending their children to school regularly and the lack of support for homework given to the children.

6.81 Many of them attempted to absolve themselves for the lack of learning achievement by viewing children, especially from the ST as being slower in their rates of comprehension. The training of teachers needs to incorporate the issue of attitudes to children, especially those coming from disadvantaged sections of the population.

## **EDUCATION OF SPECIAL CATEGORIES OF CHILDREN**

### **Improving Retention of Girls**

6.82 BEP has focussed on enrolment of girls as well as providing free text books and other educational materials to them. However, it has not made, either in the formal system of education or in the NFE centres, any gender specific interventions. No specific activities have been initiated to revise the curriculum or the training of teachers to incorporate gender issues. Changes within the school and supportive services would be required to ensure that girls attend school regularly and progress well in their studies.

6.83 The education that girls receive in the Mahila Samakhya will be described in a separate chapter. However, MS by itself cannot carry entirely the burden of providing a relevant education for girls. Its outreach is extremely limited in comparison to the formal primary school system. Though girls enrolment in BEP districts have shown important gains, they still constitute far less than half the total enrolment in primary schools.

### **Scheduled Castes Children**

6.84 As noted earlier, the BEP has made special efforts to provide general schools, and other special facilities for Musahar children. They are also working to provide similar facilities for other deprived groups.

## **Scheduled Tribes Children**

6.85 Of all the seven districts, Ranchi and East Singhbhum have significant concentration of tribal population. However, BEP efforts to help tribal children receive an appropriate education have been limited. This is in part because the entire issue of their education is generally not perceived as something requiring any special inputs. Tribal children are treated as other non-tribal children, when in fact they require considerable extra support to ease their transition from home to the formal system of education. Availability/ appointment of teachers from tribal communities should be encouraged so that the interaction between the teacher and the taught is facilitated.

6.86 At home, the young pre-school tribal child speaks one of the many tribal dialects distinct from Hindi. However, while tribal children are increasingly being enrolled in primary schools, the first and dominant language of instruction is Hindi which is often incomprehensible to the young tribal child entering Std. I. Much of the allegedly slower comprehension rate of tribal children has to do with the passive silence that they are assigned in their classrooms, as they attempt to deal with both hearing and speaking Hindi as well as attempting to read Hindi textbooks whose content is for the most part alien to their lives.

6.87 Their handicap in comprehending Hindi is likely to have a spillover effect in other subjects where language plays a dominant role. This is demoralizing for many tribal children and their teachers as both attempt to cope with the demands of learning and teaching. It is this alien environment of the schools which is likely to be the dominant school-related factor accounting for the high rates of dropout among Scheduled Tribe children.

6.88 DIET Ranchi has attempted to sensitize teachers to the educational needs of tribal children, and has collected some rhymes in a few of the main tribal languages. Research and workshops should be conducted to discuss the issues of tribal education and its implications for enrolment, retention and learning should be evaluated.

## **REVIEW OF ACTION PLANS**

6.89 The Action Plans for 1994-95 include:

- A consolidation of various activities that have already been initiated in the existing 3,320 focus schools.
- An intra-district expansion to start new focus schools in blocks that have not been covered.
- Preliminary activities in seven new districts proposed to be covered in 1994/95.

## **Consolidation of Activities:**

6.90 In 94-95 workplans, a number of activities have been identified. Essentially it is an attempt to streamline some of the operations as well as improve existing programmes like MLL which need to be strengthened at all levels. Some innovations like Shiksha Data and the shift system are proposed to be introduced. Essentially the Action Plans are attempting to put the existing 3,320 focus schools on a firmer footing.

6.91 Intra-district expansion has also been mooted in 94-95 with 3,320 new focus schools being the target. Ranging from 1,000 schools in Ranchi district to 200 in Chatra, these schools will receive the whole range of BEP inputs that were provided to 3,320 focus schools in the first two phases. These inputs, include construction and repair of school buildings, provision of school infrastructure, furniture, library and other educational equipment and supplies.

6.92 Extending BEP activities to another seven new districts is also planned.

6.93 A clear perspective on UPE and specific targets on how to achieve it by 2000 AD is missing in all district plans. While a few districts have suggested that they will be able to achieve enrolment and retention of 6-14 years even earlier, but this seems to be a uphill task in view of low transition rate and high drop-outs.

6.94 Although community participation and environment building is the major thrust of BEP activities, there is no pressure from the community on children to attend regularly nor does the schools have attractive environment that children would like to be in.

6.95 It is therefore of the utmost importance that expansion of the project to other districts is postponed until a more effective strategy of improving the physical environment, and teaching practices is in place. The intra-district expansion should be based on such a strategy and specific activities arising out of this.

6.96 Since, the BEP has passed through an evolutionary phase, it should be possible to have a more realistic assessment of the grassroot realities and the feasible scenario. This vision should have at its centre a BEP community primary school. It may or may not have a new BEP aided building. But the learning environment and excitement when one enters these schools, makes it a place where children would like to be in.

Table 1

**Percentage Increases in Enrolments in Stds. I-V in seven BEP Districts Compared to Bihar From 1992-93 to 1994-95**

District	1991-92	1992-93	1993-94	1994-95
Rohtas	NA	NA	190932	248876 (30%)
West Champaran	NA	156164	186559 (19%)	204410 (10%)
Muzaffarpur	NA	NA	327568	
Sitamarhi	182225	206916 (14%)	245416 (19%)	282175 (15%)
East Singbhum	131419	146018 (11%)	161151 (10%)	
Chatra	47773	52027 (9%)	59194 (14%)	60438 (2%)
Ranchi				
Bihar	8565263	8612318 (1%)	8891707 (3%)	

Note : Many figures were not available. The Ranchi figure for 1994-95 was excluded as the enrolment for 3 blocks had not come in.

Table 2

**Percentage of Girls Enrolment to total Enrolment in Stds. I-V from 1991-92 to 1994-95**

District	1991-92	1992-93	1993-94	1994-95
Rohtas	NA	NA	40%	41%
West Champaran	-	25%	24%	25%
Sitamarhi	30%	31%	32%	36%
East Singbhum	44%	44%	32%	-
Chatra	32%	33%	35%	37%
Muzaffarpur				



Table 3

**Gross and Net Enrolment Ratios for Standards I-VIII in  
7 BEP Districts in 1994-95**

Districts	GER	NER
Ranchi	93%	74%
Rohtas	51%	41%
West Champaran	70%	56%
Muzaffarpur	66%	53%
Sitamarhi	67%	53%
East Singbhum	76%	61%
Chatra	55%	44%
Total 7 BEP Districts	68%	55%

Table 4

**Teacher Pupil Ratios in Stds. I-V in Seven BEP Districts  
from 1991-92 to 1994-95**

District	1991-92	1992-93	1993-94	1994-95
Ranchi	1:53	1:56	1:67	-
Rohtas	-	1:39	1:35	1:46
West Champaran	-	-	1:47	1:51
Muzaffarpur	-	-	1:66	-
Sitamarhi	1:49	1:56	1:66	1:76
East Singbhum	1:51	1:57	1:63	-
Chatra	1:12	1:13	1:14	1:15

Note : Since teachers teaching primary sections in middle schools were not provided separately, their numbers in each district was calculated on the basis of 2.5 teachers teaching Stds. I-V in middle schools.

Table 5

**Gross and Net Enrolment Ratios for Standards I-V in  
7 BEP Districts and Non-BEP Districts in 1993-94**

Districts	GER	NER
Ranchi	104%	83%
Rohtas	55%	44%
West Champaran	58%	46%
Muzaffarpur	93%	74%
Sitamarhi	85%	68%
East Singbhum	82%	66%
Chatra	64%	51%
Total 7 BEP Districts	77%	62%
Non-BEP Districts	82%	66%
Bihar	81%	65%

## APPENDIX - I

### Implication of the lack of goal clarity and methodological concerns in developing educational indicators

6.97 BEP has taken upon itself the goal set by the 1990 policy document of enrolling and retaining all children in the age-group 6-14 years. But in actual practice, implementation is focussed almost entirely on the formal primary classes i.e. I-V and to a lesser extent NFE centres. Using the data and enrolment rates supplied by BEP authorities, the following demonstrate the unintentional but extremely misleading picture that BEP has of the situation on the ground.

6.98 The only enrolment ratios provided by BEP are Gross Enrolment Rates (GER) calculated as:

$$\text{GER} = \frac{\text{Number of Students in stds. I-VIII}}{\text{Total Child Population in Age-Group 6-14 years}} \times 100$$

6.99 For calculating the age-specific enrolment ratio the assumption made is that children below 6 years and above 14 years are not included.

6.100 The GER should therefore be supplemented with Net Enrolment Ratio which is calculated as :

$$\frac{\text{Number of Students in Stds. I-VIII in Age-Group 6-14 years}}{\text{Total Child Population in Age-Group 6-14 years}} \times 100$$

6.101 In the absence of age-specific enrolment figures, NER has been calculated as 20% less than the GER. The following table provides both GER and NER for Ranchi :

Year	Ranchi (GER)	Ranchi (NER)
1991-92	58	38
1992-93	65	45
1993-94	87	67

6.102 The Ranchi BEP has noted that in 1991-92 and in 1992-93, the retention rates for the age-group 6-14 years in Stds. I-VIII increased from 85% to 87% and was 93% in 1993-94. This was calculated on the basis of enrolment in Stds. I-VIII in the beginning of the year, and the number of children appearing for the final examination at the end of the year in the same standards.

6.103 This, however, is not the appropriate method of calculating retention or dropout rates. One needs to follow a cohort of students from Std. I for five years. However, in the absence of such data, the following procedure has been adopted :

6.104 Children enrolled in subsequent years in Std. II and Std. III for every 100 children enrolled in Std. I in 1991-92 in Ranchi and Sitamarhi District.

Year	Classes	Ranchi	Sitamarhi
1991-92	Std. I	100	100
1992-93	Std. II	52	64
1993-94	Std. III	50	54

6.105 The figures for Std. II and Std. III include those who passed from Std. I and Std. II respectively as well as repeaters in Std. II and Std. III, and is therefore likely to be a slight underestimate of the dropout rate. About half the children drop out before they enter Std. III in both Ranchi and Sitamarhi District, and the vast majority of this group are out of school by Std. II. However, the dropout rate is actually less between Std. I and Std. II, as the enrolment figures for Std. I are likely to be inflated.

6.106 To summarise the reported enrolment ratios in age group 6-14 years for 1993-94 are 93% for Ranchi and 67% for Sitamarhi and the retention rates for these two districts is reported as 93% and 89%. The NER in fact is lower for both districts at 74% and 53% respectively. The retention rates are far lower and indicate that even by Std. III, only about half the children are continuing in school. Clearly universalization of education for the age-group 6-14 years has a long way to go.

### **BEP Rates of Enrolment Increases Underestimate Its Achievement**

6.107 When rates of enrolment increases in the BEP district are viewed in the entire 6-14 years range, they are not true indicators of BEP contribution, nor do they reflect the extent of their achievement. To illustrate the latter the following table shows the rates of growth of enrolment in Std. I-V. in the first three blocks of Tamar, Angara and Bero that BEP Ranchi, a first phase district, started work in 92-93. This desegregated analysis limited to Stds. I-V does more justice to the BEP achievement than viewing it in the entire 6-14 years range.

**Rates of Growth of Growth of Enrolment in Std. I-V in Three  
Blocks of Ranchi District.**

Category	1992-93 to 1994-95	1993-94 to 1994-95
Boys	10	17
Girls	26	44.5
SC Girls	37	88
ST Girls	33	60

## VII

### NON FORMAL EDUCATION

#### The Initial Vision

7.1 Non-formal education (NFE) has been perceived right from the inception of BEP as an integral and inseparable part of the primary education. The estimated population of the 6-11 age group in Bihar is around 10 million of which nearly 40 per cent fall into the category of children who would be requiring primary education through non-formal modes. The state government under the Directorate of Mass Education is already running an extensive NFE programme with almost 50,000 NFE centres sanctioned, of which only 20,849 centres are at present reported to be functional.

7.2 The initial planning of NFE under BEP took cognizance of the status of the state-run programme and its strengths and weaknesses. The NFE state run programme at that stage was perceived as a second-rate programme and thus had failed to evoke confidence in the community regarding its worth. The training of functionaries as well as the quality of functionaries was below par, the management was faulty, the academic aspects needed greater attention and the question of further education of children attending NFE centres had not been addressed at all.

7.3 The basic characteristics of NFE that were kept in mind under BEP were that

:

- in terms of cognitive learning, NFE is expected to be comparable with the corresponding stage in formal education-it has flexibility to adjust curriculum and textual materials to the needs and interests of the learners.
- its total duration is generally shorter than in formal education
- the programme can be organized at a time convenient for the learners
- it is not dependent on highly paid professional teachers but is organized by a local person committed to social service, specially trained to run a NFE centre
- migration between formal and non-formal systems is possible.

7.4 The BEP considered different models of NFE including Night Schools for primary education, condensed primary education through NFE Centres, pre-primary cum lower primary centres and the 'Shiksha Karmi' pattern which was an amalgamation of formal and non-formal education.

7.5 The NFE programme, as envisaged by BEP, was to focus on both non-cognitive and cognitive aspects, the cognitive referring primarily to the MLLs laid down for formal education. Continuous and comprehensive evaluation of students was proposed through workbooks. The entire primary education course was to be divided into four semesters with first semester equivalent to class 1 and 2, second semester equivalent to class III, third to class IV and fourth to class 5. Systematic evaluation was proposed at the end of each stage. Within the framework of MLL, it was proposed to develop curriculum related to the needs and interests of the learners, and invest in production of good quality textbooks, supplementary books and workbooks.

7.6 The NFE channel was looked upon by BEP not only as complementary but also a parallel system of education which could be extended beyond the primary stage to the upper primary and even beyond, through a nation-wide network of open schools designed on the lines of the National Open School. According to the original BEP document, "a corollary of creation of this complementary or parallel system of education is an insistence on comparability of competence at the end of each stage of education, validation of equivalence and provision of certification in the NFE system." The thrust of the NFE component in the project was thus on qualitative improvement at all levels of the programme including the teaching-learning process and materials as well as the development of an efficient monitoring and evaluation system.

7.7 Specifically, the BEP proposed to focus on :

- introduction of minimum levels of learning similar to the formal system
- improvement in quality, relevance and availability of teaching/learning materials
- making NFE programmes learner-centered
- introducing new modalities for the selection and training of instructors
- introduction of various incentives and motivational awards
- setting up of alternative management framework and structure and an effective monitoring and evaluation system.

7.8 The NFE programme was to be implemented through projects taken up in compact and contiguous areas either by government or voluntary agencies with the primary objective of ensuring achievement of universal primary education in that particular area.

## CRITICAL REVIEW OF ACTIVITIES UNDERTAKEN UNDER BEP

### Establishment of NFE Centres

7.9 The project activities were initiated in 1991 with support to five voluntary organizations under the scheme of micro projects to establish 73 NFE centres on an innovative/ experimental basis. In 1992-1993 NFE centres were established through the involvement of both VECs and VAs in the seven districts identified for BEP intervention. In 1993 the process of setting up centres was slowed down since the focus was shifted to consolidation in terms of quality rather than quantitative expansion. The present district-wise coverage of NFE under the project is as follows :

Table 1

District	No. of NFE Centres	Enrolment
Ranchi	1,025	29,601
West Champaran	592	15,837
Rohtas	462	13,685
Jamshedpur	505	12,770
Sitamarhi	106	1,863
Muzaffarpur	337	5,450
Chatra	125	3,125

7.10 The enrolment of 82331 is approximately 6.36 per cent of the total population of children out of school in the 7 BEP districts. A positive feature is the relatively high enrolment of girls particularly in the ST category (11026 out of a total of 12836 girls enrolled). While the NFE component has been taken up seriously in every district plan, the coverage of each district/block is still on a partial basis.

7.11 The organizational strategy for running the NFE centres also varies from one district to another, the determining criterion being the availability in the district of established/reputed voluntary organizations. In districts like Ranchi, East Singhbhum and West Champaran the NFE is totally in the hands of voluntary organizations. In Muzaffarpur, on the contrary, it is entirely through the 'tola samitis' and in Sitamarhi it is a mix of VECs and the NGO.

7.12 A comparison of centres run by NGOs and those by VECs reportedly indicates the former to be better run and superior in quality primarily due to the advantages of immediate supervision, commitment and motivation and personal interest taken particularly by the good NGOs. The VEC controlled centres are dealt with directly by the District office which due to limited staff and obvious logistical constraints is not able to provide effective supervision and guidance. The key resource persons and master trainers are also expected to visit the centres but this supervision strategy lacks obvious structure and accountability and is



therefore not effective. While the NGOs also operate through VEC/tola samiti their personal involvement makes a difference. Interestingly, in Ranchi the NGOs have set up their own VECs as different from the one set up for the primary school and report these to be much more effective and active! Running the centres through NGOs is thus accepted generally as the preferred strategy.

7.13 The process of starting NFE centres followed in BEP is identical to the one specified for the state run programme including a survey, environment building activities, school mapping, selection of instructors by VECs etc. But while in the state run programme many of these steps get glossed over due to factors like lack of funding, lack of motivation, bureaucratization of the process, etc. under the BEP the initial process is paid attention to in more detail and more systematically as reflected in the discussions with the component in-charges at the state and district offices and their obvious enthusiasm for and involvement in the programme.

7.14 Community participation and mobilization is again an important feature of the NFE programme and there are success stories in various districts of the community contributing by constructing work-sheds to hold the NFE class or providing kerosene for the lanterns for the night classes. These stories are however the exception rather than the rule and a great deal of effort is still required to activate most of the VECs and elicit their participation in this sphere. The proposed training of VEC members has also not been undertaken to a large extent.

### **Teaching-Learning Materials and their Distribution**

7.15 One of the important aspects on the BEP agenda for NFE was preparation/development of local specific instructional material for free distribution to the children in the form of incentives. Initially the NCERT production 'Hum Bhi Padhenge' was reprinted on a large scale and distributed to all NFE centres. Subsequently, the Directorate of Mass Education brought out another set of textbooks titled 'Padhe Badhe' in four parts of which only parts 1 and 2 are ready. These textbooks, which are again integrated in approach, were developed centrally at the state level and reprinted by the BEP for its centres. These have been distributed to all NFE centres not only in BEP but for the state programme also. The new textbooks provide condensed content and are based on Bihar's cultural and social ethos. To that extent they are a worthwhile effort.

7.16 However, to promote the much mentioned play way and activity approach in teaching-learning. the text-book format of these books is likely to be a deterrent rather than a help. In all the NFE centres visited both in Ranchi and in Sitamarhi, there was no evidence of any activity based teaching (unless especially asked for) and traditional teaching methods were being used. This was with the exception of the NFE Centre in Jankinagar in Sitamarhi in the leper's colony in which the teacher, through his own talent, gave a demonstration of a model activity based class!

7.17 It is therefore recommended that while the textbooks have been produced at the state level, the instructors should be given competency-based lesson-plans based on the activity-oriented methods which they can transact directly in the classroom in multi-grade situations. These lesson plans should be produced in a decentralised way in the DRU's and DIETs rather than at the state level since district-wise differences in language/dialect/culture are very visible. These lesson plans should also serve as bridge material at the initial stage to help the students make a smooth transition from their own local dialects/languages to standard Hindi.

7.18 The distribution of material to the centres continues to be a problem area and understandably affects the quality of teaching-learning. The problem is more acute for supply of the accessory material like exercise books, stationery, blackboard, etc. so that generally it was found that many children had brought their own stationery and the project supplies came only around the time of the visit! This situation was worse in Ranchi as compared to Sitamarhi. The textbooks are generally provided on time but there are several centres which have had a tenure of two years within which they should have completed all four parts of 'Padho Badho' and Parts 3 and 4 are still not available to them! The system of timely production/procurement and distribution, which was also inadequate in the state system, needs further streamlining. The sports material provided to centres was not seen in use anywhere but the instructors reported that the children use them outside the centre timings.

7.19 Another related issue is the norm applied for supply of material at the rate of 25 children per centre which in most cases was reported to be inadequate since the enrolment generally overshoots that number. Some rationalization of the expected enrolment vis-a-vis supply therefore would be desirable particularly if the environment building efforts lead to higher enrolment.

### **Training and the MLLs**

7.20 The training strategy followed in BEP for non-formal education is the standard cascading model given by NCERT of level 1 and 2 training of key resource persons identified for the district and the Master Trainers respectively who in turn conduct training of the instructors. While in Ranchi supervisors have also been appointed and are trained, in Sitamarhi this cadre is yet to be instituted. The initial training is conducted by the DRUs identified as nodal agencies for training from among the reputed NGOs as well as by DIET Ranchi for Ranchi district. A trainer's manual has been produced by Directorate of Mass Education and is supplied to all training institutions.

7.21 Qualitative improvement in the training content and process was on the agenda of the BEP. To this end BEP has brought in some modifications in the training strategy but there is still a great deal of scope for improvement, apparently since the visits to the centres did not reflect any innovative, activity based teaching strategies. While the teaching strategy, in view of the age-wise heterogeneous group, is advocated to be in small groups the instructors were doing

group work without physically creating the groups in the class so that simultaneous instruction to different groups was visibly creating confusion!

7.22 While the training methodology advocated in the manual is very participatory, it provides for very little scope for direct experience in actual Field Centres of organizing a NFE class. The training schedule provides for simulated situations which cannot substitute for direct interaction with the actual target group i.e. the children. It is only the spontaneous responses of the learners that, under supervised situations, can give the trainees a genuine feedback on the various strategies and techniques suggested in the training.

7.23 The lacuna therefore is two-fold -- (1) the absence of 'model' centres for demonstration, and (2) lack of opportunity for internship under supervised conditions. This lacuna is well reflected in the observations of teaching-learning going on in the centres.

7.24 In this context, it becomes necessary for a training institute to develop its own chain of model demonstration-cum-experimental centres to facilitate internship. While the NGOs identified as DRUs have the advantage of already running their centres, the DIETs serving as DRUs need to build up this facility possibly in collaboration with the NGO for which they should be given adequate support. The NGOs would also need further support to develop their centres into model centres.

7.25 In this context it must be noted that most of the DIETs are still non-functional and even the ones functional need a more experienced and stronger NFE faculty. The same applies to offices of BEP as well.

7.26 The criteria for selecting key resource persons also merits review since the quality of training of instructors depends largely on the quality of KRPs and master trainers. The present criteria of selecting retired teachers of any level, or even retired government servants may not be the best strategy to offer appropriate skill-based training to instructors by individuals who have little experience of primary level teaching themselves. Identification of good NFE/Primary teachers adept at handling multi-grade situations could perhaps be a more effective strategy.

7.27 While some of the NGO's representatives included in BEP for running the NFE centres do get identified as master trainers, there is no systematic provision of training of all NGOs covered under BEP. Discussion with the NGO representatives elicited this lacuna which has direct relevance to the quality of the programme since the immediate supervision, monitoring and guidance is the responsibility of the concerned NGO.

7.28 The MLL component in the training is proposed to be introduced in a more focussed way in the coming year. In this context it is suggested that the training should be conducted in such a way as to empower or equip the instructor to be able to develop his/her own lesson plans in a sequenced way on the basis of the

specific competencies and keeping both the activity method advocated and the realistic multi-grade situation in mind.

7.29 The entire issue of equivalence of the NFE programme of two years' duration with formal primary education also needs to be reviewed. Given the phenomenal constraints of the field situation particularly inadequate space, inadequate light arrangement (in centres run at night), irregular supply of teaching-learning materials, etc. it will undoubtedly be difficult for the instructor to ensure mastery of class V MLLs by the end of the second year only. This time span should therefore be left flexible from two years to "two to a maximum of three years".

7.30 Continuous monitoring of the progress of students in the context of the MLLs is very weak at present and therefore requires serious attention. An evaluation of the NFE centres under the micro project indicated that 63 per cent of the instructors only conduct oral evaluation and only 9 per cent conduct weekly, monthly and six monthly evaluation. The situation does not appear to be very different in the centres visited in Ranchi and Sitamarhi districts. Some workable and structured procedure for monitoring and evaluation of the children's achievement. needs to be evolved and field tested on priority basis. In terms of monitoring it is also interesting to observe that while in all the districts much emphasis is placed on reporting of enrolment figures, the attendance figures are generally not given due consideration.

### **Lateral Migration to Primary School**

7.31 The emphasis in the NFE programme under BEP is on encouraging 6 to 9 year olds to migrate to primary school and retain the 9 to 11/14 age group in the NFE programme. While in Sitamarhi, enrolment records generally showed only the older age group, since 6 to 9 year olds were reported to be in primary school, in actual field visits many 6 to 9 years olds were also found in the centre! The total number of children who have migrated to the primary school is 1570 of which 38 are SC girls and 282 are ST girls! These figures are of course an extremely negligible percentage of the total enrolled.

7.32 Migration to primary school should not, however, be a major cause of worry since often the learning situation in the NFE centres is not only more convenient to the children but also more conducive to learning due to a more manageable instructor student ratio. The crucial consideration should be to ensure not only initial learning but also access to further learning/education whether through formal or non formal channels. For this there is need to provide for a meaningful upper primary programme as well wherever required.

### **Monitoring and Supervision of Centres**

7.33 The existing monitoring and supervision strategy requires further improvement and strengthening, particularly in the case of centres run by VEC's wherein the overall supervision becomes the direct responsibility of the District office which is inadequately equipped to fulfil this role effectively. In this context

computerized monitoring proformae have already been developed and training has been imparted in the use of these proformae. The efficacy of these is still to be evaluated.

### **Micro Projects and Innovative Programmes**

7.34 The BEP non formal programme's major achievement is the establishment of a close relationship between the government and the voluntary organisations as a result of which some innovative efforts have been reported in different districts. The Antyodaya Lok Karjakaran in West Champaran is running a programme for children of landless labourers of an integrated nature including night classes, mobile library and use of folk media. The Samanwaya Ashrams work with Musahar children, Adithi's NFE programme for girls linked with income generation and literacy programmes for children on a campaign basis are a case in point. A very commendable effort from both the social and academic view point is the centre run at Jankinagar, leper's colony in Sitamarhi by an extremely dedicated and innovative teacher who should be used as a resource person for training. The 74 NFE centres run as micro projects can also in different ways be considered innovative or try-out of different models. The 'jagjagi' kendras run under the Mahila Samakhya programme also provide an innovative model for girls education, particularly from the point of view of a more comprehensive curriculum and better supervision from the Mahila Samoohs. Similarly, the 'Charawaha Vidyalayas' offer an integrated, need based model.

7.35 The need to draw lessons from these programmes for the larger programme cannot be overstated. While the micro projects have been evaluated by the L.N. Mishra Institute this perspective has not been covered in that evaluation.

## **MAJOR ISSUES AND PROSPECTS**

### **Replicability and Sustainability**

7.36 In the total programme for 'UEE by the year 2000' Non Formal Education will inevitably be required to play a very major role. The massive dropouts from formal schools have thrown up a scenario in the schools, wheren the number of children is getting unimagably higher than the intake capacity of the primary schools even at their best, with a minimum of three rooms and three teachers! The situation is hardly conducive for any quality learning. Some of this load will therefore have to be shared by NFE to ensure universal access, participation and achievement.

7.37 BEP has in its project formulation and subsequent activities given due weightage to this component and striven to bring about qualitative improvement in it primarily through projecting it in more favourable and positive terms through its environment building activities and more effective centres on ground. The major accomplishment has been its very fruitful liaison with the voluntary sector in this context.

7.38 The issues of replicability and sustainability bring to fore the question of state's capacity to be able to continue the efforts of BEP through its own programmes which under BEP were carried out in the project mode with the obvious advantages of extra-funding, freedom/autonomy and a higher level of motivation characteristic of the project mode. In this context it must be noted that the BEP programme has tried to conform as much as possible to the existing scheme and structure of the NFE programme in the state while only ensuring qualitatively better implementation. To this extent the effort are certainly replicable. The state run programme however, suffers from a crisis of both finances and motivation so that in effect it cannot at present be considered 'functional'. The field visit to the non BEP district of Vaishali brought out this point in no uncertain terms. The field functionaries have not been paid their honorarium for more than a year and consequently the centres have stopped functioning altogether. The situation according to the administrative authorities does not justify any optimism for the near future.

7.39 The capacity of the state system to sustain even the existing programme leave alone the qualitatively superior programme envisaged by BEP is definitely suspect. The alternative therefore, lies primarily in the promotion of the voluntary sector to take on the major responsibility of running this programme. These can be supported and strengthened by BEP so that they consolidate their role in this area and can later be covered under the GOI grant-in-aid schemes for non formal education.

7.40 The top priority in BEP therefore should be to focus its efforts, while the project lasts, to create resource capacity in a very extensive way in the voluntary sector primarily, so that a qualitatively sound NFE programme can be ensured in the coming years. A major difficulty expressed by the district authorities in this context is a dearth of good NGOs. The NGOs identified are also not necessarily given training in NFE by BEP to make their programmes qualitatively better, the qualitative aspects being left to other external groups like the KRPs and the master trainers.

7.41 In terms of capacity building, therefore BEP should focus on two levels : (i) to provide intensive and recurrent training in NFE to the identified voluntary agencies who are running the centres and (2) provide incentives and training to the large numbers of educated unemployed in the villages to come together and form voluntary agencies to undertake this programme. This should form a part of the environment building activities as well. An effective exercise to this effect was witnessed in the training session attended at Manthan under a micro-project in which the participants were being oriented regarding the possible areas of work as well as were given training in actual formulation of project proposals for submission for financial assistance.

7.42 Building resource capacity in an extensive way at the district and block levels requires the existance of good resource support at all levels. In this context the proposal to set up State and District Resource Centres in NFE under BEP needs to be pursued further, and elaborated into a scheme parallel to that

proposed under DPEP wherein Block Resource Centres need to be also indentified and strengthened and cluster level structures like the 'guru goshti' for NFE instructors need to be given academic support.

### **Supervision and Monitoring**

7.43 A major area of concern in NFE programmes is the supervision and monitoring which at present suffers from lack of structure and adhocism. This aspect becomes even more crucial in the event of placing primary responsibility for NFE with the voluntary agencies many of whom would need careful supervision. BEP should therefore also focus on evolving a structured and systematic supervisory strategy involving primarily field level organisations like the Village Education Committees and the Mahila Samakhya to monitor the progress of the NFE centres. For this they need appropriate training and support which should be given priority. The supervisory scheme must include the aspect of accountability at all levels from the state through the district to the field levels to ensure a well-run programme. A critical factor determining the quality of implementation of a programme is the motivation of the functionaries. As a motivational strategy therefore provision should be made in the scheme for vertical mobility of instructors into the supervisory cadre. This strategy would also facilitate more positive and guidance-based supervision since the supervisors would have themselves been good instructors. This scheme of promoting grass root level workers as supervisors has been known to pay dividends in other educational interventions.

### **Expansion Vs. Consolidation**

7.44 The proposals for 1994-95 both at the district and state levels indicate a trend towards consolidation-cum-expansion. While the consolidation proposed is in terms of qualitative strengthening of the existing centers/projects an aspect which is certainly warranted, the expansion is in terms of wider coverage of districts by opening more centres and training more key resource persons and master-trainers. This is proposed on the basis of the advocated compact and contiguous area approach and with the involvement of VECs and NGOs, whichever is feasible.

7.45 In view of the above discussion on the rationale for giving priority in BEP to motivating and empowering the voluntary sector in NFE in an extensive way, the efforts at expansion should be focused more in this direction rather than in mere expansion in quantitative terms which may, from the management point of view not remain sustainable and suffer the fate of the state run centers.

7.46 Consequently, while the existing centres/projects need to be further strengthened through better training, monitoring and other inputs the 'expansion' activities should clearly keep the above perspective in mind.

## **RECOMMENDATIONS**

7.47 Non-formal Education as a complementary programme to formal primary education to attain the goal of U.E.E. must be further expanded and qualitatively strengthened in the coming years due to the following reasons :

- (a) 40% of the 6 to 14 age group in Bihar are likely to continue to be out of the formal school system due to domestic/economic reasons or due to lack of access to primary school.
- (b) The existing schools do not have the capacity staff/space-wise to accommodate the existing strength of 6-14 year olds in any meaningful way.
- (c) NFE can provide a better learning environment for the children due to better instructor-pupil ratio and better rapport between the children and the instructor due to the similarity of social background.

7.48 BEP should give top priority to promotion of the voluntary sector for implementation of NFE programme, by focusing on :

- (a) building resource capacity in the identified and reputed voluntary organizations, and
- (b) motivating and training the educated and unemployed youth in the villages to form their own agencies and participate in implementing the NFE programme.

7.49 While the existing NFE projects under BEP need to be further strengthened and consolidated the expansion of the NFE programme in 1994-95 should keep the above perspective of promotion of voluntary sector in view.

7.50 Priority should also be given to evolving of a structured and systematic supervision and monitoring scheme involving the field level organizations like the VEC's and Mahila Samoohs. This scheme must include the aspect of accountability at all levels from the state down to the field levels and involve imparting of appropriate training and support at all levels. Vertical mobility from instructor to supervisory cadre should be provided for in the scheme a) as a motivational strategy and b) to ensure the role of supervisor as a facilitator and not an inspector.

7.51 To ensure continuing and consistent support to the centres in the NFE programme the DPEP structure of a chain of resource centers should be set up at the state, district and block levels with some resource support also included at the cluster level.

7.52 Non formal education should be perceived at all levels as a complementary programme to formal primary education and not in competition with it! The link therefore between formal primary education and non formal education,



particularly at the field level should be consciously strengthened both programmatically and administratively. BEP should work towards a right model of coordination in this context.

7.53 The training Component of NFE should be further strengthened by:

- a) including the component of 'internship under supervision' in the training schedule,
- b) providing support to the DRU's and DIETs to set up model NFE centers for this purpose
- c) emphasizing on development of capacity in the instructor-trainees to develop their own lesson plans based sequentially on the MLLs, while keeping the aspect of activity-based teaching and the multigrade' situation in mind
- d) reviewing the criteria for identification of key resource persons and master trainers to ensure skill based training of sound quality.

7.54 The development of teaching-learning materials for NFE should be decentralized to the district level in view of the socio-cultural and language/dialect disparities from one district to another, for which the necessary expertise should be developed.

7.55 The teaching-learning materials should provide for more activity based and self-sustained learning through sequenced work sheets/workbooks rather than textbooks which only promote traditional methods of teaching. A magazine developed by the state office in this context is a commendable effort.

7.56 Emphasis must be placed on continuous monitoring and evaluation of the childrens' progress vis-a-vis the MLLs for which a workable strategy should be developed and instructors should be trained in its usage.

7.57 The existing expectation that the children enrolled in NFE centers would be able to master the competencies or MLLs for Class 5 by the end of two years of participation in the NFE programme is not very realistic given the constraints of the field situation. The span of time duration should therefore be made flexible from 'two to two to three years'.

7.58 The proposal to set up upper-primary centres under NFE should be undertaken initially on an experimental basis particularly keeping the needs of girls in mind in areas which do not have a middle school in the vicinity. The curriculum for these centres should be of an integrated nature with some element of income generating skills to both attract the students as well as make it more useful to them.

7.59 While BEP has laid stress on environment building activities these need to be carried out in a more sustained way for better community participation and involvement.

7.60 To ensure 'universal access' village mapping should be emphasized very systematically for locating and planning of NFE centres, Integrated ECE Centres (see Recommendation under ECE), Jajagi Centres and the primary school.

7.61 The physical facilities in NFE centres should be improved by providing for better space and lighting facility. In this context it is recommended that a multi-purpose, low cost shed with a small store should be constructed with community participation which can serve as an ECE/Anganwadi Centre, Jajagi Centre/Mahila Kutir and NFE Centre by rotation since they are generally held at different timings. The use of the primary school building in this context can also be considered.

7.62 The system of distribution of supplies to the centres should be streamlined to facilitate regularity and quality in the NFE programme.

## VIII

### TRAINING AND CAPACITY BUILDING

#### GOALS AND OBJECTIVES

8.1 In accordance with the BEP vision and philosophy, the large community of teachers was seen as the catalytic force to bring about the restructuring of the educational system in the state. To start with, BEP held a large number of seminars and workshops along with the teachers' associations at the state and district levels to mobilize them and enlist their participation in reaching out to the community in turn mobilizing the community.

8.2 The Specific objectives for the in-service training course for primary teachers are stated as follows :

- a) to orient teachers in the goals, strategies and programmes of BEP and to make them aware of their roles in that context;
- b) to impart basic skills and competence for qualitative improvement in the class room interaction processes;
- c) to identify specific training needs of participants and to begin the process of meeting some of those needs, e.g., remedying their weaknesses in language and mathematics.

#### COVERAGE

8.3 Table 1 gives the details of different training and orientation programmes conducted by BEP.

#### Orientation Programme

8.4 It is clear from Table 1 that BEP has oriented a large number of administrators, field functionaries and grassroot level workers in respect of the aims and strategies of BEP and the support they could provide to achieve those objectives. The experience of other states in implementing similar education projects indicates that orientation of such functionaries is necessary for smooth implementation of the project. The mission expresses its satisfaction over the orientations of these field functionaries.

#### Teachers Associations

8.5 The orientation of office-bearers of Teachers' Associations was also a step in the right direction to achieve their support and cooperation in the smooth implementation of the project. The mission recommends that Teachers

Associations be encouraged to undertake programmes of professional development and promote their wider involvement in planning and management of BEP.

### **In-service Training of Teachers**

8.6 Teachers play a vital role in the achievement and retention of children in school. To perform these roles effectively teachers need to be trained properly. Before the implementation of BEP, opportunities for systematic in-service training of teachers in the state were hardly available. Whatever limited in-service courses were available they were ad hoc and conducted without properly prepared course manuals. Because of deficiencies of earlier training of teachers, majority of teachers were not able to deal with the realities of primary education system in Bihar such as large classes, multigrade teaching and continuous comprehensive assessment with remedial programme. BEP has been able to set up a system for the in-service training of teachers and other functionaries and to address the deficiencies of earlier training.

## **INSTITUTIONAL CAPACITY BUILDING**

### **BEP Project Headquarter**

8.7 The present capacity of the BEP Project headquarter is limited in managing, planning and coordinating the massive teacher training programme envisaged under the BEP. There is only one consultant, a staff member managing the entire training programme. The programme has so far been managed properly but lacks rigour. Since the project is expanding and the demands are increasing, it will not be possible to meet the future needs of managing and planning teacher training component just by one person. The mission recommends that there should be a team of specialists having experience in primary teacher education, one from each of the main disciplines, to plan, develop and manage training programme.

### **DIET**

8.8 When the BEP started DIETs were non-existent in Bihar. Teacher Training Institutions, 84 in number, were offering only pre-service training programmes. Although in all the seven districts where BEP has been launched, institutions which will be upgraded as DIETs have been identified but necessary infrastructure exists only in the DIET at Ranchi. There is an acute shortage of staff in all the DIETS including the one at Ranchi where only 6 out of 24 lecturers are in position. Many of the staff members of the existing institutions and resource persons mainly drawn from secondary schools and colleges by the district authorities are conducting in-service training programmes for the district level functionaries.

8.9 The mission learnt that the building of DIET at Ranchi has been constructed with the funding from BEP and that the responsibility of establishing DIETs in other BEP districts is being given to BEP. This will result in channelising the

energies of an innovative project in doing the job which the state government should normally have been able to take on.

### **DIET Subcentres**

8.10 Since a DIET alone cannot meet the demands of in-service training of large number of teachers, DIET subcentres were proposed to be set up at each subdivision of the district to i). provide in-service training to teachers and instructors of AE and NFE; and ii) serve as resource and reference centre for them. DIET subcentres have been established in only a few of the BEP districts The progress in establishing these has rather been slow. Even in those places where DIET subcentres have been established, they are only discharging first role since necessary infrastructure has not been created to discharge the second role. While it is desirable to establish such subcentres, care will have to be taken that they are established on priority basis and that they are manned by people who have experience of primary teacher education. Once such people are appointed, their training needs to be assessed and training provided accordingly.

### **SCERT**

8.11 The present capacity of the SCERT at Patna is also limited in providing resource support to primary education needed in the BEP. There are only a few staff members in position since large number of posts are lying vacant for a long time. Services of retired staff are being utilized by the SCERT to develop course materials and conduct training courses. Since retired staff will have only a limited understanding of BEP and recent developments in primary education and school effectiveness, it is necessary that vacant posts be filled immediately with people who have experience of primary education. The mission was informed that a proposal to strengthen SCERT is with BEP. The Mission recommends that any proposal to strengthen SCERT by BEP be considered only after all the existing vacancies have been filled up. It is however commendable that even with limited capacity SCERT has developed training manuals being used to train teachers in BEP and has trained district resource persons.

8.12 The mission notes with concern that the BEP has not utilized the national resource institutions effectively for strengthening state capabilities in teacher training.

### **NGOs**

8.13 The mission expresses its satisfaction over the involvement of other resource institutions such as A N Sinha Institute of Social Science Research Patna and Xavier Labour Research Institute Jamshedpur in conducting various studies and evaluation of impact of some of the interventions of BEP. Some of the NGOs like Rohini Science Club Ranchi has been identified to conduct training programme for teachers in science and mathematics. A visit to the club revealed that this organisation has no track record of conducting training programme for teachers. They do not have necessary infrastructure to impart training in science teaching.

The mission recommends that proper evaluation of the capability of a NGO be done before responsibility for training is assigned to it.

8.14 A large number of NGOs and VECs which are functioning with BEP have not been provided with requisite training to make them more effective and to develop their capabilities.

## **CONTENT, PROCESS AND MATERIALS FOR TRAINING**

### **Content & Process**

8.15 The initial training of teachers is being conducted in two phases and residence on campus is compulsory. Phase I training is of 10-day duration and focuses on three main components, viz. awareness, motivation and child-centred learning. Phase II training which is generally separated by about a month or two provides opportunities to reflect upon the inputs of Phase I. It also deals with MLL-based learning and development of teaching skills in, language, mathematics and environmental studies I and II. While Phase I training orients teachers about the role of community in school and the way they could achieve their support, no attempt has been made to sensitize them about gender equality.

8.16 A review of the time table of training for Phase I being followed in DIETs revealed that greater emphasis is being laid on content and methodology of teaching school subjects; motivation of teachers which is the main stated focus of the Phase I has been given a back seat. This is perhaps due to the fact that the trainers are not easily available for conducting such courses. Similar findings have been revealed by the studies conducted by XLRI Jamshedpur and AN Sinha Institute Patna. Thus objectives of Phase I of the course are only being partially achieved. The duration of the training is however appropriate.

8.17 Phase II course does not emphasise the multigrade teaching methodologies. There are a large number of teachers in Bihar who work in multigrade teaching situations but the in-service course does not include strategies which deal with that situation. Classroom management skills which are at the heart of multigrade teaching and child centred active learning techniques are also not being developed. Similarly opportunities are not being provided to teachers to practice new skills in actual classroom situations during the course which is vital for developing confidence in teachers in using new skills. The courses also do not prepare teachers in recognizing individual differences of pupils and catering to the same. The mission recommends that course content and methodology be revised to overcome the existing inadequacies.

### **Course Manuals**

8.18 Course manuals for the courses being conducted for teachers have been developed by the SCERT. A review of the list of participants of the workshop to produce these manuals indicate that most of the participants were either retired people, high school teachers and faculty members from colleges and universities.

There was little representation of primary teachers and supervisors who could have provided valuable contributions to make the course manuals more functional. Course manuals were not tried out before putting them to use. A review of the course manuals further indicate that they have been written in conventional form which encourage lectures by tutors. There is very little scope for using participative training techniques. Course manuals were invariably, made available to participating teachers during the course. Tutors' Guides have however not been developed. Since courses are being delivered by different tutors at different geographical locations, Tutors Guides will help to achieve uniformity in approach and less dilution of message. It is recommended that Tutors' Guides be developed for all the courses. Courses for head teachers and school Inspectors have been conducted without course manuals. The mission was informed that manuals have been developed for these courses and are under print. It was therefore not possible to assess the quality of these courses. It is further recommended that process to get these course manuals printed be expedited and no course be conducted without the course manuals for participants and tutors.

## **Resource Persons**

8.19 In 6 of the 7 BEP districts teacher training is being conducted by resource persons many of which do not have experience of primary teacher education. Moreover as the XLRI impact study reveals most of the tutors are not conversant with techniques of training for motivation. Besides they have received only 10 days training in the SCERT which is insufficient to conduct 21 days training of teachers. Moreover the faculty members of DIET Ranchi have not not been given any formal training to conduct BEP courses. This differential treatment may lead to disparity in the quality of training programmes. The resource persons have to conduct training courses for headteachers of middle schools and Inspecting officers of 5 days each for which no training has been given to them. The mission notes its concern over the insufficient training given to resource persons and recommends that all future resource persons and DIET faculty members be trained in such a way that they also do all the modules meant for teachers, Headteachers and Inspecting Officers.

## **OTHER TRAINING**

### **Training in MLL**

8.20 In each of the BEP districts 100 schools have been identified to experiment with the MLL. For this purpose teachers have been given an additional training of three days in the implementation of MLL. In the absence of any training manuals specially developed for this purpose, the mission is unable to assess the effectiveness of training being given regarding MLL. From the discussion with the BEP staff dealing with MLL and teachers involved with their implementation, the mission of the view that there is a lack of clarity all around about the impementation of MLL in schools. People have not fully understood what to do to achieve a MLL?, How to properly assess the achievement of MLL? and What to do with those minimum levels of learning which are not achieved by majority of

students?, or what to do with those student(s) which do not achieve a MLL. Teachers found it hard to explain about the records being maintained by them of the achievement of MLL. Implementation of MLLs specially when there is a general lack of understanding about it will defeat the basic purpose of experiment with MLL. The mission notes its concern over the lack of understanding of MLL among the trainers as well among those who have been trained. It therefore, recommends that the whole approach to MLL training be reviewed and the help of national experts should be sought, if necessary..

### **Theme Specific Training**

8.21 In some of the BEP districts 3-day training in language teaching or mathematics teaching or science teaching is going on for those teachers who have been found weak in these subjects. The mission is of the view that 3-day training is just not enough to remedy weakness in subjects such as language, mathematics and science. Moreover, in the absence of any details regarding the content or methodology of these courses the mission is unable to assess the effectiveness of this training. The Mission recommends that the decision to conduct 3-day theme specific training be reviewed.

## **PROFESSIONAL SUPPORT SYSTEM**

### **Inspecting Officers**

8.22 The Inspecting Officers have been given a five-day training which is not sufficient to develop their capability to provide professional support to teachers in improving the quality of class-room teaching. The mission recommends that all Inspecting Officers receive the Phase II training of teachers in addition to the training already being given to them with greater emphasis on classroom observations and providing feedback to teachers on the basis of the analysis of observations.

### **GURU GOSHTHIS**

8.23 GURU GOSHTHIS (Teachers' Seminar) are organized by the Block Education Officer/ Area Education Officer at the block level in which the head teachers of middle and primary schools participate once in a month on the day they come to submit their salary bills. In these meetings some of the key issues such as community participation, multigrade teaching etc are discussed. The head teachers in turn discuss these issues with the teachers for half the day in groups in a nearby middle school which has been identified as a cluster resource centre. The concerned headteachers have been given training at the DIET level for five days. As per the Annual Report 1992-93 of BEP the course for head teachers lay special emphasis on school management and teacher management.

8.24 The course doesnot prepare head teachers in providing professional support which is the basic purpose of Guru Goshthi's. The mission notes that while the logic of using the opportunity of the visit for providing the professional support is



sound but the time devoted for this purpose is too little. The professional support mechanism is still underdeveloped in BEP. There is an urgent need to develop professional mutual support mechanism if the gains of initial training have to be sustained and developed. The Mission further recommends that the model of establishing Cluster Resource Centres/Teachers Centres being done in some other states be considered by BEP for adaptation.

## **OTHER ISSUES**

### **Untrained Teachers**

8.25 There is a large number of untrained teachers in Bihar and a fair number in BEP districts. The mission was informed that about 25,000 posts of teachers are being filled for which Bihar Public Service Commission has conducted two-level tests. The mission learnt that a large number of candidates selected for appointment may be without a formal degree/Certificate in primary school teaching since it was made not an essential qualification for the post, recognizing the poor quality of pre-service being conducted in Bihar. The mission was informed that BEP is gearing itself to provide one year training to the newly appointed teachers. Specific provision had been made in the work plans of some districts. In the past BEP has not attempted to address the problem of untrained teachers. The Mission recommends that BEP should develop a strategy to train and certify untrained teachers.

### **Tribal Language and Dialect**

8.26 No attempt has been made to train teachers in dealing with students who speak different dialects. Research conducted elsewhere shows that in the early formative years of children learning, teaching in mother tongue not only increases the interest of children in school but improves achievement. The Mission recommends that in tribal areas and those areas where other dialects are predominant, teachers be trained to teach children of at least classes I and II through the local dialect. Efforts should also be made to post those teachers in tribal areas who are fluent in the dialect of the area.

## **IMPACT ASSESSMENT**

### **Classroom Learning**

8.27 Two evaluation studies have been conducted to assess the impact of training inputs to teachers. Elementary findings of the study conducted by XLRI Jamshedpur have revealed that :

- There is no inventory of training needs of teachers.
- Teachers were facing language problem since medium of instruction is Hindi.
- Classroom facilities were adequate
- Course manuals were provided to participants.

- Phase I training which deals with motivation & role orientation has become content based.
- There is resource gap in motivational training.
- The benefit of initial training to teachers is not reaching students. Teachers are not making students participate in learning.

8.28 Visits to schools by the mission members confirm the last finding of the study. In majority of the schools visited conventional rote-learning was going on. The classroom walls were barren and there were no signs of any of students' or teachers work. Although some teachers were trained three years ago, but their schools were supplied teaching-learning materials for the first time only three days before the visit of the mission. Since the schools have not been supplied teaching manuals under OBB scheme, the supply of standard teaching manuals may be justified as a one time supply. The mission recommends that supply of standard teaching materials to schools be confined to only one time activity. The mission expresses its concern over the non-existence of any contingency money to schools to buy teaching-learning material which is essential to practice child-centred active learning techniques. The mission further recommends that each school be provided with contingency money to buy teaching-learning materials. The guidelines developed under DPEP of Rs 500 per teacher per school seem reasonable.

8.29 The enthusiasm of all concerned in BEP, be it a VEC, Mahila Samooh, teachers, BEOs/AEOs and BEP staff about the enrolment is unmatched with the enthusiasm about achievement of those students who have joined the system. BEP is not merely concerned with universal enrolment, universal achievement is equally important goal of primary education. The mission recommends that BEP should promote such strategies in its programme which create enthusiasm about greater achievement thereby leading to greater achievement.

### **Problems Identified**

8.30 The study conducted by XLRI has identified following problems which limits the impact of training in the classroom :

- multigrade teaching
- lack of proper accomodation
- poor school infrastructure
- manuals available during training programmes not available in the schools.

8.31 The findings of the study indicates that tutors may be using some of those teaching-learning manuals which are not normally available in the schools. It implies that there appears to be greater emphasis on the use of standard materials during training. The mission recommends that materials used during training should also be made available to the teachers working in schools. Effort should however be made to use local low cost materials from the environment.

8.32 Another problem which has contributed to the lack of impact of training in classroom is a very weak monitoring and professional support system. The Block Education Officers/Area Education Officers have not been able to provide sufficient professional support to teachers at the school level required to introduce innovation. Also the project management including the BEOs/AEOs have done little monitoring at the school level.

### **APPRAISAL OF 1994-95 PLANS**

8.33 There is a proposal to start BEP training programme in 7 more districts of Bihar to train following people.

Teachers	:	10,000
Head teachers	:	750
Inspectors	:	140

8.34 The plan states only gross figures no district-wise breakup has been given. In the absence of district-wise figures, it is difficult to assess whether the targets are realistic. From these figures it is also not clear as to how many people will be trained from those districts which are already in the BEP and how many from new districts. Going by the past performance, only 7270 teachers were trained in seven districts in 3 years. It appears that the target for the training of teachers appears unrealistic. Moreover it must be realised that not only many people may be trained in new districts during 1994-95 since time will be required to set up resource systems, DIETs and then to train resource persons.

8.35 There is a proposal to train new faculty members of DIETs at the SCERT/DIET Ranchi. Because of the shortage of staff in the SCERT and DIET Ranchi, their capacity to train new faculty members is very limited.

8.36 The plan proposals also include the following schemes :

- Training of qualified NGOs
- Establishment of Shiksha Data Scheme
- Creation of mobile training team
- Use of audio-visual modules

8.37 There are however no details given about any of the above mentioned schemes. In the absence of any details it is not possible to assess their viability and usefulness.

### **RECOMMENDATIONS**

8.38 The mission recommends that Teachers Associations be encouraged to undertake programmes of professional development and promote their wider involvement in planning and management of BEP.

8.39 The mission recommends that there should be a team of specialists in BEP headquarter having experience in primary teacher education, one from each of the main disciplines, to plan, develop and manage training programme.

8.40 It is recommended that any proposal to strengthen SCERT by BEP be considered only after all the existing vacancies have been filled up in the SCERT.

8.41 The mission recommends that proper evaluation of the capability of NGOs be done before responsibility for training is assigned to them.

8.42 The mission recommends that course content and methodology be revised to overcome the existing inadequacies.

8.43 The mission notes its concern over the insufficient training being given to resource persons and recommends that all future resource persons and DIET faculty members be trained in such a way that they also do all the modules meant for teachers, headteachers and inspecting officers.

8.44 The mission notes its concern over the lack of understanding of MLL and recommends that this situation be improved.

8.45 The mission recommends that all inspecting officers receive the Phase II training of teachers in addition to the training already being given to them with greater emphasis on classroom observations and providing feedback to teachers on the basis of the analysis of observations.

8.46 The mission recommends that the model of establishing Cluster Resource Centres/Teachers Centres being done in some other states be considered by BEP for adaptation in Bihar to strengthen professional development of teachers.

8.47 The mission recommends that BEP should develop a strategy to train and certify untrained teachers.

8.48 The mission recommends that in tribal areas and those areas where other dialects are predominant, teachers be trained to teach children of at least classes I and II through the local dialect. Efforts should also be made to post those teachers in tribal areas who are fluent in the dialect of the area.

8.49 The mission recommends that supply of standard teaching materials to schools be confined as only one time activity. It further recommends that each school be provided with contingency money to buy teaching-learning materials. The guidelines developed under DPEP of Rs 500 per teacher per school seem reasonable.

8.50 The mission recommends that BEP should promote such strategies in its programme which create enthusiasm about greater achievement amongst students.

8.51 The mission recommends that during training greater use be made of materials based on locally relevant materials and which are easily available from the local environment.

## IX TEXTBOOK DEVELOPMENT, PRODUCTION AND DISTRIBUTION

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### Goals and Objectives

9.1 Among other objectives, universal achievement through development of textual materials for attaining better competency and achievement levels by childrens is one of the important goals of BEP. It was envisaged that an assessment of present level of learning in language and mathematics shall be undertaken, and tools for evaluation shall be identified for the purpose. The objective behind this process is to assess the existing levels of learning and to select the appropriate units of MLL separately for Hindi and Mathematics, to begin with and therefrom consider evolving new curriculum, textbooks and instructional materials which can be used for achievement of MLL. Simultaneously efforts had to be made to orient the teachers and to encourage them to understand the teaching-learning processes towards providing MLL competencies to children. To that end, B.E.P. would provide appropriate orientation/training to all primary teachers through DIET and such other teacher training institutions.

9.2 The thrust of these objectives is towards universal achievement of children by an appropriate teaching-learning process. The project document identifies appropriate interventions towards imparting education by child-centered system as a necessity. Development of new Curriculum and textbooks are, therefore, considered as important components towards meeting the goals. It also envisages providing of free textbooks and incentives like stationery and uniforms to all girl children belonging to scheduled castes/scheduled tribes.

### Review of Activities

9.3 Even though BEP is in its fourth year of implementation, development of MLL-competency-based curriculum is yet in the process of finalisation. Development of corresponding textbooks for classes I-V is yet to begin. The exercise in regard to both shall, have to be accelerated and the new textbooks and instructional materials introduced into the school system within a fixed time frame. Uptil now no serious thought seem to have been given for fixing specific target dates for introducing each textbook for each class during each academic year. This matter should receive immediate attention such that the teacher training/orientation programmes already in an advanced stage start yielding results towards the goal of achieving universal achievement of on the part of children.

### A Comprehensive Study on MLL

9.4 It is, however, necessary to point out that the BEP has already initiated a process in that direction. A study on "MLL Competencies in Primary School Students" has already been conducted by Population Education Research Centre, Ranchi. Based on the findings of this detailed study, appropriate curriculum has, reportedly been drafted and developed by SCERT but yet to be printed. It is also learnt that Teachers' Handbook/ Teachers' Guide for Class I-II are being finalised, and go ready for production so that these could introduced from the ensuing academic session.

9.5 It is, however, not clear as to how the Teachers' Guide alone will help effective teaching transaction in the classrooms in the absence of corresponding new textbooks, workbooks and instructional materials provided to the children. While the eagerness of BEP is understandable, it may be necessary to consider providing new textbooks/workbooks/instructional materials simultaneously to the children for achieving quicker results. The usefulness of Teachers' Guides may be best served if basic teaching materials are provided to the children simultaneously advance, so as to bring the children intimately close to content competencies during their learning process and thus enable quicker achievement.

9.6 In the context of universal achievement as one of the prime goals, BEP should formulate in respect of the following :

9.7 All children by the end of Class V schooling should be enabled to acquire the basic skills of reading, writing and simple arithmetic.

9.8 Appropriate levels should be fixed specific for MLL competencies, with appropriate consultations.

9.9 Appropriate guidelines for curriculum, textbooks and evaluation at periodic intervals should be introduced for ensuring MLL for all children, as a continuous process, enabling remedial work where necessary.

9.10 Textbooks besides incorporating core components, should also provide ample scope for activities both for children as well as teachers for effective transaction. Textbooks, therefore, should be designed and produced attractively, motivating creativity, suitably supported by workbooks/worksheet which enable children experience the joy of learning.

9.11 Should such MLL competency-based new textbooks/workshops/ worksheets, instructional materials, and corresponding Teachers' Guide/Handbooks for Class I-V be confined to schools and children covered under BEP only, or should they be introduced universally in all schools throughout Bihar State is a major issue which seem to have not yet been considered as yet. It is important that BEP and State Education Department consider this issue for immediate decision in the context of the goal of universal achievement.

9.12 The example in respect of DPEP, of the action taken by the Government of Madhya Pradesh is relevant. The Govt. of Madhya Pradesh will be introducing MLL-based new textbooks and instructional materials in all the schools, throughout the state from the ensuing academic session. Cost of production shall be met fully by Govt. of M.P. A similar approach in the context of Bihar may be appropriate. BEP should take the lead in arriving a at decisions in this regard which will serve the best interest of the project imperatives.

### **SCERT and Textbook Corporation**

9.13 During review cum-appraisal it was noticed that the state agencies like SCERT, a department within the State Education Department, and the Bihar State Textbook Publishing Corporation function with too many limitations and constraints. These are discussed below :

## SCERT :

9.14 SCERT happens to be the academic wing of the State Education Department system meant to deal with the academic input into the system. Its role ends with the development of curriculum and syllabus, with no participation whatsoever in the ultimate writing, development, production of textbooks. Thus SCERT is delinked from the most important component of development, testing and trial of textbooks. It is also distanced from the processes of revision and modification of textbooks/workbooks/ instructional materials. In brief the role of SCERT stands highly restricted and confined to development of training modules, and state level training programmes and playing more of an advisory role without much academic involvement. During the discussions it was also learnt that SCERT presently works with a skeleton staff with large number of posts lying vacant since a long time and operates within highly limited facilities, both in terms of men and materials.

## The Bihar State Textbook Corporation (BSTC):

9.15 BSTC is the organization dealing with writing of textbooks supported by a technical wing to take care of all production and distribution responsibilities. As of today the academic wing of the BSTC is essentially made up of only one individual supported by some semblance of technical staff. It is also reported that a large number of posts are lying vacant for over a decade. Presently the system of development of textbooks is managed with the help of a State Textbook Committee made up of academicians, educationist, teachers, writers and administrators. Books are written based on curriculum and syllabus provided by SCERT by authors and writers as may be identified by the Committee. Pre-testing, and trial processes are totally absent. Whatever is written is accepted after review (a formality) with due approval of the competent State authorities and decisions taken for production and distribution. There does not appear to have in-house expertise, or effective linkages with SCERT or such other academic bodies for evaluation of textbooks so written, before they are introduced in the school system.

9.16 Indeed a majority of NCERT textbooks for primary level had been adapted by the State Education Department with minor variations incorporating local specific material. As such it is evident that the Textbook Corporation may not have developed new textbooks over the years. May be for this reason it was confirmed that trial and testing of textbooks was not considered necessary.

9.17 While the role of SCERT should cover the complete gamut of research, training and development of curriculum, syllabus, textbooks and instructional materials, trial and testing of such materials, designing and production of the final model textbooks before introduction in the school system on mass scale, the Textbook Corporation should confine itself to mass printing, production, distribution activities with added technical and marketing expertise to serve the best interest of the society. Designing of textbooks, keeping the child as the focus, is in itself a major input, enabling the child to grasp the expected competencies quicker during teaching-learning process. To that end strengthening of SCERT may be a solution towards achieving this goal. If this is not feasible, BEP should consider creation of in-house expertise with the prime objective of developing MLL-based new textbooks and instructional materials with the best input of content and illustrations to serve as models for the entire State. In either case decisions should be taken quickly to prevent delay.



9.18 Presently the roles of SCERT and BSTC in the development of curriculum, syllabus, and writing, production and distribution of textbooks suffer from odd combinations even though they stand as independent agencies. It is, therefore, considered appropriate that a study be undertaken to reassess and restructure both these important agencies for securing greater and meaningful participation in their respective fields of specialisation. Based on the findings and recommendations of such a study, BEP may consider appropriate funding for additional interventions if, any, as a one-time developmental input so that the objective of deriving the best resource support from the two agencies is achieved fruitfully.

### **Text-Books-Production and Distribution :**

9.19 The technical wing of BSTC, about 300 strong, handles all matters pertaining to production and distribution of textbooks to the entire State. The production and the technical wing co-ordinates print-production activities. The corporation has a big printing press with good capacity. But it can cater to about 20% of total load of work. The balance 80% load is printed and supplied by engaging the services of private printing establishments. A total of our 20 million copies of Textbooks are produced annually for class I - X. Several books in minority languages are also produced.

9.20 The printed books are channelized through wholesale and retail trade outlets through the state owned depots/godowns located at five different places in the State. Requisite quantities in bulk are lifted by authorized wholesalers from the depots on advance payment basis and further distributed to children through retail outlets throughout the State. There are a large number of authorised wholesalers and a network of booksellers, mostly located in urban and semi-urban areas and townships.

9.21 As far as BEP is concerned indent for requisite quantity district-wise are placed with the Textbook Corporation who supply the same through the nearest depots to the respective District Offices, more often than not in instalments. From these depots the District BEP Office supplies books upto the block level wherefrom the teachers/Headmasters are asked to lift their requirements to their respective schools for distribution to the children. This process is confined to the quantities meant for free distribution to the targeted children belonging to SC/ST and the girl children of Class I-V. All boys of general category are expected to buy the books from the market. The system suffers from very many maladies, such as :

9.22 The BSTC appear to have a rigid distribution mechanism. The process doesn't seem to take note of the operational hazards and odd market forces affecting distribution of textbooks to the parents and the children. There doesn't appear to have a flexible approach towards reducing the problems of ultimate buyers.

9.23 There are no provisions for institutional purchases with direct incentives by way of discounts.

9.24 Contrary to claims of timely distribution and supply of textbooks, the schools/parents confirm that books are received as late as March in majority of cases and by May in some cases. The general complaint had been that production is always delayed, consequently books are received late. Same situation obtains in respect of free supply of books to BEP districts.

9.25 More often than not Books reach schools located in rural and remote areas very late owing to transportation problems. The teachers/headmasters complain of difficulties in lifting the consignments from the Block Development Offices as well as from District BEP Offices. There appears to exist some kind of reluctance among the teachers as they are not paid any incidental charges for transporting the books to the schools.

9.26 The distributors appear to experience considerable difficulties in getting their quota from the depots then transport them to their godowns for supply to booksellers.

9.27 Most of the booksellers are located in vantage positions near around market places and townships only, whereas majority of the primary schools are located in the villages, rural and remote areas, not properly connected by roads and with no booksellers at an approachable distance.

9.28 Owing to these logistic logistical, the supplies of textbooks are generally delayed. The overhead costs tend to increase on transhipments and consequently compelling traders to engage themselves in unethical business modes affecting ultimately the parents and the children.

9.29 The delayed process of production and distribution are taken advantage by the market forces. Such situations lead to marketing of spurious editions as well as black marketing.

9.30 There are instances of extortion by way of linking some kind of supplement/guide even for Class I-II books, thus forcing parents to pay higher prices.

9.31 A large number of seasonal booksellers use the opportunity to supply books in rural and remote areas. These retail outlets are considered quite active and engaged in unethical practices and extortion of parents and children to a large extent.

9.32 It was reported that a large number of make-shift booksellers, mostly individuals (as hawkers), sell textbooks at weekly market gatherings and other places around the villages and the parents are compelled to purchase textbooks at higher prices.

9.33 The distribution system does not have any provision for direct purchase of books from the Corporation as institutional orders.

9.34 Nor there exists an urge from the schools to pool up their demand for procurement and distribution to their children. The traders also complained about rechanelisation of certain quantities of textbooks meant for free distribution through an organised trade network and sold to parents and children at almost double the amount of face value.

9.35 The traders also complained about the influence of spurious editions of textbooks which affect proper channelisation and distribution of authentic textbooks to children. The primary reason for such a situation leading to unethical trade practices is attributed to mostly due to delayed production and distribution of textbooks at the level of the Corporation as well as the five depots. The malady, it is reported is quite acute throughout the State of Bihar.

9.36 Viewed against the aforesaid problems, incentives by way of free textbooks tend to lose their impact in the ultimate analysis.

## Studies on Textbooks

9.37 BEP sponsored the following two studies concerning Textbooks :

- (1) Textbooks with Primary Grade Children - a Study on Production, distribution, availability situation in Ranchi, West Champaran, Rohtas and Sitamarhi Districts in Bihar, by A.N. Sinha Institute of Social Studies, Patna, 1992.
- (2) Evaluation of Free Distribution of Textbooks in Sitamarhi District, March, 1994.

9.38 The main focus of the first study was to assess the availability of text-books with the children in schools. There are good indicators on this aspect of the study providing significant pattern of availability of books in Class I-V. There are also indicators to sources of textbooks other than the trade. Findings in regard to production and distribution do not seem to cover the full range of key-issues and hence may require further detailed study.

9.39 After this study in 1992 what strategies have been evolved for improving the availability of books, improving production and distribution shortcomings are yet not clear. BEP should consider appropriate measures in this regard.

9.40 The second study on free distribution of textbooks deals with the impact on enrolment and ends up with some kind of opinion survey. The study is undertaken confined to an economically backward district. The findings of this study may require a careful evaluation before they are accepted as strong grounds for decision making.

9.41 The studies undertaken by BEP confirms that incentives do not contribute sufficiently towards enrolment, attendance and possibly achievement targets. It is in this context that it may be pertinent to undertake a detailed study on the complete gamut of textbooks, educational kits, their supply and distribution, their impact on educational goals. Such a study should also take into account the current book distribution system which apparently suffers from considerable constraints and limitations.

## Free Textbooks

9.42 Class-wise enrolment data were not available in respect of some of the BEP districts. There are, however, indications based on field visits that the enrolment figures are inflated. All the same projections have been made only by assuming that the aggregate enrolment data as provided for the 7 districts under BEP as correct.

9.43 The cost per set of textbooks for I-V, ranges between Rs. 10.20 for two books for class I, and Rs. 36.30 for seven books of class V. The average cost is Rs. 23.22. Free textbooks were supplied to targeted children belonging SC/ST, boys and girls, and to girls, general. A total expenditure of about Rs. 128 lakhs was incurred during 1993-94 which is 36.1% the total of expenditure on primary education.

9.44 This incentive is proposed to be extended to all children of Class I-V in all the 7 BEP districts which will register a five-fold increase (Rs. 496 lakhs) in expenditure during 94-95. The Plan of Action 94-95 also proposes bringing 7 more districts within the folds of BEP. The expenditure on free textbooks will, therefore, proportionately increase. The Mission therefore recommends that extending the distribution of books to all students will disproportionately raise the expenditure on primary education. The field visits have

indicated that the impact of this programme on enrolment and attendance and achievement of children is open to doubt.

### **Book Banks - An Alternative**

9.45 The average cost on textbooks is Rs. 23.22 and this expenditure will be a one-time burden on parents in a year, if textbooks are bought. There is a strong case for developing Book Banks directly addressed to select and appropriate targets for providing free textbooks to reduce the burden of funding by BEP on Incentive Schemes.

9.46 Only in economically backward areas and socially disadvantaged segments expenditure on textbooks may be considered as a burden. Moreover children coming from such social segments may require support of free textbooks and also other incentives to motivate them for attending classes. Such segments can also be served through Book-Banks. The study on availability of books provide indications to sources of second-hand books being put to reuse during second to fifth year. By proper community participation Book-Banks can be created within each school for free distribution of textbooks to children coming from economically backward segments of the society.

9.47 Since the vast majority can afford to buy the books, BEP should consider this alternative of Book-Banks very seriously through community participation.

9.48 During the Project period itself expenditure on free textbooks may scale to a unmanageable level. The question arises as to whether such a scheme is sustainable at the close of the project period. This is the moot point which ought to be taken into account by BEP now, rather than later.

9.49 It is pertinent to note that the prices of textbooks are fixed after subsidy of over 50%. The element of subsidy was meant to be reimbursed to the Textbook Corporation by the State Govt. Over the years the subsidy component has risen to several crores which has not been reimbursed to the Textbook Corporation. Consequently the management of the Textbook Corporation has suffered adversely compelling heavy borrowing from the banks to keep the activities going. The implications of impending loss need no further elaboration.

### **Other Alternatives**

9.50 The other effective alternative could be to equipping the schools with better teaching aids like Science Kits, Mathematics Kits and make the school environment an attractive place for children to gather. This alternative should be considered with proper planning and co-ordination by identifying all such facilities as non-recurring one-time investment. A process of school readiness at the beginning of academic session, after the vacation, and during festivals could also be one other alternative, effectuated by the VECs and the communities by voluntary contributions to keep the school environment attractive throughout the year. The study on supply of free textbooks also indicates that the children are willing to attend the classes if an attractive environment is provided.

## **Free - Educational Kits**

9.51 The following items are provided free as direct incentives to the targetted children.

-----  
Class I & II children (each) : Slate (1)  
School bag (1)

Class III, IV & V children : School bag (1)  
(each) Exercise books (6)  
Pencils (6)  
Erasers (2)  
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9.52 The component of expenditure on supply of school bags, slates, exercise books etc. range between Rs.19/- at class I and Rs.30.54 at class V. The average unit cost works out to Rs.25.90 per child. Expenditure incurred during 1993-94 on such direct incentives to children is of the order of Rs. 124.6 lakhs. BEP contemplates extending this incentive scheme to all the children in all the schools, in all the seven districts in the ensuing year. If this happens an identical question shall arise - will BEP be in a position to sustain this expenditure at the end of the project period? This is yet another moot point which ought to be considered now rather than later.

9.53 The study on free textbooks give some indications that such incentives may encourage and motivate enrolment, retention, and attendance (learning levels not assessed) to a limited extent only. The study also indicates that while such incentives are welcome, they do not sustain children's interest in attending classes regularly. Some parents are indifferent towards children's education. More often than not children particularly girl children are engaged at home and fields, and at work places as a support, thus prevented from attending classes by the parents. Viewed against this background, such incentives may not serve as sufficient motivation for a sustained enrolment, retention, attendance, and achievements. The initial enthusiasm seem to slowly diminish and dwindle gradually. The expenditure on such direct incentives, therefore, may not be commensurate with the impact on children's enrolment, attendance and retention. Attendance pattern noticed during field visits confirm these views, which in most of the cases were less than 50% of the enrolment figures.

9.54 The role of the teacher, school environment and facilities on the one hand and active community involvement on the other hand may be the best alternative to attract the children and sustain their interest towards attendance and learning.

## **Development of School Library**

9.55 The schools are also provided with select number of books free of cost for developing a school library. A list of books was prepared and recommended for the purpose during a workshop/seminar held in 1993 at Jamshedpur. Approximately 100-124 books are supplied to each Primary School in the BEP Blocks/Districts together with a trunk each. Uptil now BEP has incurred an expenditure of Rs.27.3 lakhs on this programme.

9.56 During field visits it was seen many schools did not receive the books, those who received appear to have not put them to good use as yet. Some teachers do not seem to know about these facilities being provided to schools under BEP.

9.57 A look at the library books revealed that there are not many children's books. Quite a few were found unfit for children.

9.58 Under the existing pitiable conditions of many schools, it is not clear how such library shall benefit the children unless some of the teachers in each school are oriented towards inculcating among children a habit to touch the book, to see the book, to read the illustrations, then to read the book, and thus entertain themselves. The programme of school libraries does not appear to achieving its objective.

9.59 Yet there is a need to carry the books nearer the children, no doubt, under a co-ordinated scheme of rotating box libraries, with a wide variety of children's books -- picture books, colourfully illustrated story books. This process may be most cost-effective and purposeful rather than imposing a library inside the existing dilapidated structures, and ill-equipped schools.

9.60 A cluster of 12 schools should handle 6-8 boxes of such library books on a rotation basis and expose the children during one period each day for seven days to "play" with books in groups under the direct supervision of teachers. 6-8 weeks of such reading classes in a year can be suitably scheduled with the boxes rotating among the schools duly sequenced. This shall provide enough opportunity to a majority of children to develop a love for books and thus contribute to self-achievements with less cost.

9.61 A week's programme can also be conceived to train and orient the teachers for organising such book reading classes. Most of the teachers shall also gain from this process improving their perspectives as well as values of education.

9.62 At the State and District level BEP may consider the prospects of resource libraries to serve as the nodal agencies, well-equipped with complete range of children's books, educational books and appropriate reference books, such that motivated teachers can use with profit. This may be a more cost effective intervention.

### **Expansion of Incentive Schemes and their Financial Implications**

9.63 Extension of Incentive Schemes to all children in the 7 BEP districts will cost Rs. 1050 lakhs (approx), and an equal amount may be spent in 7 new districts proposed to be brought under BEP during 94-95. This will mean a recurring expenditure of about Rs. 21 crores per year from 95-96 onwards, assuming that prices of all incentives will remain stable with no variations. For reasons outlined in this document, sustainability of a recurring expenditure of such a magnitude may be too difficult in the years to come. If the geographical coverage extends to other districts in the ensuing years, then the financial implications would be really too heavy.

### **Vaishali - An Example**

9.64 In this context it may be appropriate to draw a comparison between the developing scenario under BEP Districts and a non-project District under the direct State control. The findings at Vaishali, a non-project District give sufficient room to believe that enrolment is not dependant on incentive schemes directly addressed to children. Going by the data given by the District, the enrolment shows a steady growth, over 100 per cent, over the target of 1991. The trend seem to project further growth in enrolment in the years to come.

9.65 Appropriate incentive scheme however, was addressed to one specific target area - a cluster of families called Musahars made up of about 3000 inhabitants with a view to bringing their children of about 700-800 into the main stream of the society through education. This is a purposeful and meaningful intervention.

9.66 The phenomena at Vaishali proves that by and large parents and the community accept the necessity of educating their children, by preference and by their own volition. Such an atmosphere exists within Vaishali without any notable environment building exercises and without direct incentive schemes as undertaken within BEP Districts.

9.67 The example of Vaishali may be adequate to suggest that the process of incentives should first confine itself to strengthening the schools with enduring facilities and full complement of teachers and create better environment within the schools. All such facilities should be made available as one-time investment as a measure of upgrading the quality and competency within the schools.

### **Teaching Aids/Kits - Strengthening of School Facilities**

9.68 A range of items have been identified towards strengthening facilities within the schools aimed at better teaching-learning processes and achievement of children. Science Kits, Maths Kits, Sports Kits, Tools Kits, Library Book Packages, some items of furniture, etc. are some of the inputs introduced by BEP.

9.69 During field visits it was noticed that District Ranchi appeared to implement this scheme in full measure, but in case of Sitamarhi implementation was found to be selective and cautious. While the implementation process at Ranchi was found to be in advanced stage, the process at Sitamarhi was yet to take off.

9.70 The break-up of expenditure so far incurred on these Aids and Kits was not readily available since the implementation process is in various stages of delivery. But the in-put cost may be substantial.

9.71 During survey it was noted that these Aids and Kits may not have reached all the schools within the project areas. Some schools received some of these items as late as 4 July 1994 just before Mission undertook its field visits. Detailed observations/comments are made in the respective District Reports based on the findings.

9.72 In the context of quality improvement it is reiterated that all such teaching aids and kits should be carefully examined from the points of view of appropriateness rather than a provision for the sake of it. Some of the items provided in regard to Sports Kits, Library Books were found inappropriate and hence the suggestion.

9.73 All such kits and more which add to the school facilities purposefully should be made available for improving the teaching-learning process.

## X

### WOMENS DEVELOPMENT

#### INTRODUCTION

10.1 Mahila Samakhya is a programme for women's empowerment initiated in 1987 on a pilot basis. The shift from an approach of 'welfare' to 'development' to 'empowerment' has been historical and contextual. It has witnessed the shift of women from the periphery as a maintainer of family health, nutrition, to a recipient of special quotas in pro - poor programmes (for e.g. IRDP, TRYSEM), to the centre stage where women are not merely the target or beneficiaries, but active participants in the process of development. It was against this philosophical background that the National Policy on Education (NFE) stated that education should play a positive interventionist role in the empowerment of women by removing their illiteracy, and through increasing general awareness among them.

10.2 As a programme, Mahila Samakhya aims at education for women's equality. Education is viewed not in its narrow, formal sense, but as an ongoing process of individual and collective struggle to challenge unequal power relations. The project moves towards these objectives not through targets but through certain "non-negotiable principles". These inviolable principles give primacy to women's processes, their pace of activities, their knowledge, and their decisions.

10.3 Within BEP, MS is not merely an additional component, it is an "innovative response to the challenges related to education and women, of seeing the existence of women in its totality" (Annual Report 1992-93) viewed in this manner, the initial fear of there being an uneasy juxtaposition between a target oriented primary education programme (BEP), and a process oriented women's empowerment programme (MS) is allayed. Programme documents view MS as an integral part of the basic education programme. The very concept of "Basic Education" is viewed as including within its ambit, women's empowerment and education. How far programme processes have been able to translate this vision will be evident in the review.

10.4 The demographic profile of the state provides a strong case for a process-oriented women's development programme that aims at women's empowerment. Between 1981 and 1991, the sex ratio has slumped to lower than the national average. Seen in this background, the achievements of Mahila Samakhya (BEP) are Commendable.

#### COVERAGE

10.5 The first year (1991-92) was one of identifying issues and personnel. Environment building activities were initiated in the first phase BEP districts, in 1991 (through workshops, Sakhi Milans, Balika Milan, Balmela, Akshar Sangams)



and by March 1992, MS was launched in the first phase BEP districts. Table 1 gives an overview of present status of MS in terms of coverage..

Table 1

**COVERAGE OF MAHILA SAMAKHYA (BEP)**

DISTRICT	NO. OF BLOCK	NO. OF VILLAGE	NO. OF SAHAYO-GINIS	NO. OF SAKHIES	NO. OF SAMOOHS	MEMBERS IN SAMOOHS
RANCHI	3	150	15	230	128	2455
ROHTAS	1	160	16	200	151	3313
W. CHAMPARAN	2	162	16	211	152	2397
SITAMARHI	12	120	12	240	120	1652
MUZAFFARPUR	3	160	16	87	97	2164
E. SIGHBHUM	1	163	16	136	82	3019
CHATRA Dec. '93	1	150	13	<---> MS initiated in		
GOMIA March '93 (BOKARO)	1	50	5	<---> MS-unit by NGO		

**ORGANIZATIONAL STRUCTURE**

**State Level**

10.6 The state level team consists of the component Incharge for MS and a resource person. There is flexibility with regard to increasing the number of consultants in the state office. The present functionaries of the state core team are involved in the task of overall co-ordination and training. Every three months, a reflection meeting with district core teams and select Sahyoginis provides a process of institutionalized interaction between various levels, as well as between different areas of activity. The state coreteam, alongwith other component incharges and the project director forms the State Task Force. The other component incharges, despite initial reservations, have developed appreciation of MS being a special and significant component of BEP. The State Steering Committee is an advisory body for MS.

## **District level**

10.7 The district core team of MS once again consists of the component incharge, consultant, resource person and assistant resource person and is usually a 3-4 member team. The functionaries at this level are in constant touch with the grassroot processes, each of them being responsible for a particular geographical area of activity alongwith the Sahyoginis concerned. There is a mutually worked out division of responsibility of functional areas. As at the level of the state, there are steering committees at the district level too.

10.8 As at the level of the state, at the district level too, the areas of documentation, research, material development for teaching learning have received no specific attention in the division of functional areas of responsibility.

## **Sub-District Level**

10.9 The Sahyogini's area of responsibility is ten villages (a Sankul). She is a key functionary for MS, acting as a "catalyst" for grassroot processes. Most Sahyoginis work in extremely tough circumstances, covering vast geographical areas on foot. It is they who incur the wrath of the village social structure and the block level administrative structure. Their school supervision activities brings them in conflict with the school teacher. The ICDS workers have not taken kindly to her emerging as an empowered active functionary at this level. A lot of resource inputs have been put in the development of this role, and the Sahyoginis are consequently sufficiently articulate and empowered women.

10.10 The Grass root dynamics of MS are described in another section.

10.11 An active steering committee, with members hailing from various functional areas (education, health, writers, activities associated with women's movement, NGOs, members of Mahila Samakhya in other states) would only be an asset to the district units and through them, the Samoohs of the district. Training conducted at the district level could draw inputs from various functional areas. Demand fulfilment for the Samoohs could be taken up at the level of the district. There is a need to establish an active steering committee which could provide MS a network of support.

## **MAHILA SAMAKHYA AND ITS RELATION WITH ADMINISTRATION**

10.12 In comparison to the states of AP, UP, Karnataka, and Gujarat, at first sight, MS (BEP) appears to be subordinate to state administrative structures, rather than being autonomous of it. This could have adverse ideological and functional implications for a programme for women's empowerment. However, interactions at various levels lead us to believe that the relationship between MS and the administrative structure is one in which the latter is cognizant of MS being a different, process oriented programme, requiring sufficient amount of autonomy. MS functionaries, on their part, have been able to maintain their autonomy. Support from state and district administration has meant considerable

amount of freedom for MS in carving out its relations with state bureaucratic structures at this level. Given the Bihar context, lack of such support might have implied considerable wastage of time in building autonomous relations at this level at the expense of concentrating on field activities.

10.13 At the ideological level, such a relationship with the administration does not imply obfuscation of comprehension of the nature of state as at the level of the block, the relevant level of activity for the Samoohs, the conflict between MS and patriarchal, corrupt state structures is evident everywhere. This conflict plays an important part in consolidating the Samooh.

10.14 It must be pointed out here that the autonomy for MS at the state and district level at the present juncture flows from the attitudes of the individual office holders in the relevant positions. Some amount of this autonomy must now be institutionalized in terms of generalized norms. Specifics of financial and administrative rules must be worked out to this end. Such an exercise would enable overcoming difficulties posed by frequent transfers of those in relevant positions.

## **DYNAMICS AT THE GRASSROOT**

10.15 Mahila Samoohs are the embodiment of Samakhya processes at the grassroot. The process of Samooh formation faced structural impediments. Initially both men and women viewed the Sahyoginis with suspicion. They were viewed as extension of the administrative machinery who had come with a new scheme of robbing the village. Men were suspicious of their motives in trying to mobilize the private domain of the village social structures. Discussion around neutral issues (health) and issues of common concern to the villages (such as frauds committed in the name of public utility schemes) provided the entry point. At the initial stages, "uniting" and not "dividing" issues were taken up. A positive image about women's work, unpaid and unnoticed, is discernible. No Samooh woman, when asked what she does, replies that she does "nothing" or is not ashamed to say that she does house hold work and performs "subordinate" agricultural functions. Most of them add that they work very hard but that their work has no public "worth".

10.16 A number of issues taken up by the Samoohs appear to be common such as public distribution system, health, JRY contracts. Samoohs have also taken up local issues such as forest protection in Chanho block of Ranchi district, illegal stone of varrying in Ganeshpur village of Chanho district, anti-alcohol drives and ban on sale of Hanriya in various villages of Ranchi district etc. A number of Samoohs, in their everyday activities, have taken up the task of breaking communal myths. The importance of this is evident in Ranchi district, where the category of religion and tribe serve as the basic principle of segregation, hierarchy, and domination in a village. Communal tension is inbuilt in the fabric of such a village.

10.17 The understanding of Mahila Samakhya is weak at this level. Illiteracy is

a formidable barrier. They equate it to group activity and emphasize the importance of their being consolidated. However, since the time that MS has been initiated under BEP no general elections or 'Panchayati Raj' elections have been held. It is likely that political mobilization for elections may spell doom for the processes of MS. The patriarchal structure of the community is in command during elections. Caste based mobilization and electoral violence are likely to be too formidable for the fledgling Samoohs to handle.

10.18 An overview of the membership of the Samoohs reveals that the majority are elderly women. The membership is mostly from amongst the lower castes, and the Samoohs are not multicaste in that there is almost no representation of uppercaste women. There is participation from women of different religions, wherever there is such a population. In both Ranchi and Sitamarhi, there is a fair amount of participation from amongst Muslim women. In Ranchi, language has provided a barrier in forming a consolidated Samooh in a number of villages where there is a mixed population of Nagpuria speaking and Kurukh speaking groups. The need for participatory, issue based training and literacy is immense at this level.

## **THE ISSUE OF AUTONOMY**

10.19 What is the ultimate vision of an autonomous Samooch ? While the programme has an ultimate vision of strong, independent, informed Samoochs that can move in the direction of gradual autonomy, it is too early yet to articulate the dimensions of this autonomy. The task of strengthening the Samoochs requires tremendous training and literacy inputs. The Sakhis also do not have a clear understanding of this vision. Training inputs in the Sakhi have not been as intense as in the Sahyogini. However, it is the Sakhi who is a part of the Samooch. It is her initial training that has brought credibility to Mahila Samakhya as a programme in the eyes of the village women. For the Samooch to gradually move around the idea of autonomy, the Sakhi is therefore, a crucial link.

10.20 Also, immense amount of capacity building of the district unit is required before the Samooch can move towards articulating their ideas of autonomy. This includes building a network of support with voluntary organizations and individuals who can help out empowerment oriented processes.

## **ACTIVITIES AND ISSUES**

10.21 The emphasis on education is marked in MS (BEP). The involvement of MS in primary education activities, the Jagjagi Centres, and the Mahila Shikshan Kendras highlight this positive dimension of BEP.

### **Primary Education and Mahila Samakhya**

10.22 The Sahyoginis put in 6 working days of a month on school survey and supervision activities. This includes a one time educational survey and then periodic supervision of each primary school within her area of activity (10 villages

in the block in which she is a Sahyogini). The school is therefore, under her intensive scrutiny. Conflict with teachers who perceive the Sahyogini as having no such legitimate role for supervision, have been reported.

10.23 In addition, the Sakhis and Sahyoginis have contributed in a major way to enrolments. While the credit for these was earlier taken by others, the Sakhis and Sahyoginis now maintain detailed statistics.

10.24 In villages where there is MS, Sakhis are members of VEC and actively participate in its meetings.

10.25 The Samoohs have discussed the issue of enrolment, retention, and dropout. The sahyoginis constantly emphasize the importance of primary education for children and break myths that hinder the girl child's access to the formal school.

10.26 The contribution of MS in this regard is highlighted when comparative observations about MS and non-MS villages are made. In villages where there is no MS, even if there is a VEC, the community may be indifferent to the education of its children. In villages that have a vibrant Samooh, inevitably, the VECs, have been vibrant too. The female representatives on the VEC are not merely taken members as in non-MS areas. (See Ranchi and Sitmarhi district reports).

## **JAGJAGI CENTRES**

10.27 The Jagjagi centres bring the educational component of MS (BEP) into the limelight and squarely address the issue of gender bias in education. Each Jagjagi centre brings within the horizon of education, pockets of oblivion, women, girls, and children who have been firmly precluded from making a foray into the world of education. At Sursa (Mander Block, Ranchi), it was the adolescent Muslim girls who were restrained from attending the Madersa, at Bakarpur (Muzaffarpur), it was girls and children belonging to castes at the bottom of the social hierarchy - Dusadhs, Chamars and Hazzams who have never seen a school in the village, at Dostiya (Sitamarhi) it was the Musahar and Muslim girls. The "Sahelis" or instructors of these centres are enthusiastic women, most of whom have been Sakhis of various Mahila Samoohs and are therefore aware of the processes of Mahila Samakhya. Most put in many more hours than what is formally required for NFE centres. Innovative teaching learning methods (through folk songs, skits and plays) can be noticed in many of the centres. A number of creative activities (such as seeki basket weaving, making toys with mud, etc.) create a beautiful learning environment at Jagjagi centres. Most centres, however, are running in extremely cramped spaces, usually a spare room at the Sahelis house, or under the shade of a tree. Space therefore, is a prime requirement for the centres. Since Mahila Kuteer construction has not kept pace with expansion of Jagjagi centres, efforts must be made to locate a suitable place within the village (where girls and women can come without inhibition) for the centres).

10.28 Gender sensitive teaching learning material be prepared for the centres at the earliest. The NFE material being used at present is insufficient in this regard.

Sahelis are the key figures around which the centres revolve. The issue of sustaining their existing high levels of motivation is important for the sustenance of the Jagjagi concept. Due thought must be given on the kind of inputs that are to go into the Saheli. The input of empowerment oriented gender training in her must increase, for as a Jagjagi instructor, her interactions are with a potential section of female population of a village - the adolescent girls who are not members of a Samooh, and who have been pre cluded from entering the domain of formal schools. Dealing with their problems, articulating their issues as well as imparting egalitarian values in their young formative mind makes it important for the Saheli to have the skills necessary for these activities. The Saheli must also receive sufficient inputs on innovative teaching learning methods. She must be enabled to develop learning materials through participatory, group processes, to be used in addition to that being prepared centrally by the state team.

10.29 Also, no thought has yet gone in on the methods of building bridges between the formal school system and these non-formal centres. The issue is not merely one of formal equivalence, but also a social one of increasing gender based access to the formal school system.

## **JAGJAGI CENTRES AT A GLANCE**

District	Number
RANCHI	17
W. CHAMPARAN	30
ROHTAS	30
MUZAFFARPUR	25
EAST SINGHBHUM	24
CHATRA	--
SITAMARHI	30
<b>Total</b>	<b>156</b>

## **MAHILA SHIKSHAN KENDRA**

10.30 The Mahila Shikshan Kendras (MSKs) hope to impart empowerment education to poor women who have been denied educational opportunities through 1-3 year residential courses (upto class V for illiterates and upto class VIII for primary dropouts) and upto the matric level for those women who are eager to pursue their education. The aims of MSK are educational upgradation, personality development, leadership training and skill development for economic enhancement. In other words, they are to turn as nodal centres for empowerment not only for those in the centre but in the entire area.

### **MAHILA SHIKSHAN KENDRA AT A GLANCE**

No. of MSKs 6

No. of women in MSKs 165

2 MSKs are run by DRUs outside BEP districts.

- Shram Bharati in Jamui
- Nava Bharat Jagriti Kendra in Champaran.

1 MSK is run by a VA in a non-BEP district

- Samuday, Rosera, Samastipur

3 MSKs are in BEP districts of which 2 are run by NGOs (Rohtas and W. Champaran) and one by the MS team in Ranchi.

10.31 The observations on the MSK visited by the mission (Garmi in Mander Block, Ranchi) are placed in the Ranchi District Report. The kendras have sought to elicit community support (through asking for land, space, seeking help in appointment of staff, and general management). NFE material is being used at the moment, however, empowerment oriented teaching material is under preparation. It is too early to say whether these kendras are developing as centres of empowerment.

10.32 The pace of expansion of MSKs appears to be faster than the pace of development of infrastructural support required for them. For instance, teaching learning material required for MSKs is not ready as yet. It is learnt that material is being prepared with the help of THREAD. However, the relevance and shortcoming of this material would be evident only in the course of its utilization.

## **MAHILA KUTEER**

10.33 Mahila Kuteer constructed by the Samoohs own effort and initiative provides the necessary space around which the Samooh activities can crystallize. In the rainy season, the demand for Kuteer has been strongly articulated by most Samoohs. However, obtaining land for the Kuteer is not an easy proposition.

Wherever land has been available, it falls far short of the national norm. Donated land or land acquired by the government is usually low quality land making the task of construction onerous. The fast pace of expansion of Jagjagi centres has underlined the urgency of Kuteer construction. However, participatory processes must not be sacrificed or the pretext of urgency of Kuteer construction. The community must involve itself in the process of acquiring land, organizing funds, and supervising construction. Women must be a part of the process of creation of their own space. The use of local materials must be encouraged. In areas that are chronically flood prone, aspects of design must pay attention to protection against flood.

### **SAVINGS OF MAHILA SAMOOH**

10.33 Most Samoohs have opened bank accounts and have started small savings. While the idea and the impetus for opening the accounts has been provided by the Sahyogivis, the decision in this regard has been taken by the Samoohs themselves. A number of observers wondered where poor rural women, sustaining themselves from labouring on a subsistence oriented agriculture, would find spare cash to put away as savings. However, through selling grain, giving up smoking Bidi, or saving from their wages, most women have been able to contribute to Samooh savings. There are Samoohs that have collected some amount as their savings but have still not decided whether they want to open bank accounts. Most Samoohs keep meticulous accounts of the contributors and defaulters, the latter being excused on special conditions. However, most Samoohs are undecided as yet about the use to which they would put their savings. It is at this point that class based differences are likely to challenge the solidarity of the group.

### **GENDER STRATEGY IN PROGRAMME COMPONENTS OTHER THAN MS**

10.34 It might not be unfair to observe that, apart from MS, gender strategy as an integral part of programme design is missing. Tackling of gender issues has been left exclusively to the domain of MS. It needs to be pointed out here that MS is a process oriented programme, firm on following its non-negotiable principle of not hurrying up time or short circuiting in the initial stages. Its coverage therefore, is much less than that of BEP. Our observations are strengthened by the patterns of difference (as manifested in strong vibrant VECs, closer school supervision by community, articulateness of women, greater enrolment of girl child, Jagjagis as NFEs) between MS and non-MS areas. The urgency of initiating thinking in this direction is underlined by the situation in non-MS areas. Also MS itself is in its initial stages of consolidation and gender issues have not yet been sufficiently introduced in the Samoohs.

10.35 An overview of the 10 - day and 11 - day Teacher training conducted under BEP shows that apart from there being a class on Mahila Samakhya in the 10 - day training, there is practically nothing on gender. How are they to develop strategies to elicit enrolment of the girl child, and then to retain her within its domain ? How are they to respond to gender issues as overall incharge of school in a remote isolated geographical location ? How are they to develop a



comprehension of gender among the boys and girls they teach ? the content and method of teacher training does not respond to these.

10.36 A preliminary content analysis of Hindi Text Books being used by the BEP schools, published by Bihar state Text Book Corporation shows that while a lot of thought has gone into the development and presentation of text, gender insensitivity remains. The text is an important means of value transmission and socialization of the child. It can be strategically used to instill egalitarian values on a young impressionable mind. Gender blindness of the text, therefore, is not casual negligence, but an aspect of perpetuation of stereotypes.

10.37 While the stories in the Hindi Text "Baal Bharati" do give stories of successful women, such as Rani Jhansi, and Sarojini Naidu, who achieved as much as men could, the portrayal of an ordinary woman is that of one who remains within the domestic levels. An important illustration is that of the story of Bharat (Chapter 21, Baal Bharati, Part-III) in which the mother of child Bharat advises him to play with his bow and arrow, spear, sword, lion cubs as befitting his status of a boy while for his sister Mira, it is appropriate to play with toys, and a baby deer. From the bravery of this boy Bharat, the concept of "nation" is elicited - the name "Bhaarat" has been derived from the name of Bharat who later become a king and we are the descendants of this brave gentleman.

10.38 The NFE system has also not addressed the gender issue sufficiently. The text has nothing specific. Nor are there specific strategies for getting adolescent girls in the centres in non MS areas. In the MS areas, Jagjagi centres have become role models of what an NFE centre for adolescent girls could be. However, they face an immense constraint of space. The standard NFE teaching learning material being used in the centres has been found uninteresting by girls their learning among young girls.

10.39 The formal school system of PE needs to address itself specifically to the girl child and integrate gender strategies in all aspects of programme design. Our analysis of figures of enrolment reveals that though actual numbers of enrolment of the girl child are less, the growth rate is much higher than that for boys. Therefore, adequate gender sensitive retention strategies need to be worked out if this initial enthusiasm is to be capitalized into retaining the girl child within the domain of formal school.

10.40 The evolution of these strategies must be firmly contextual so as to be relevant. Mere replication of strategies existing in other states may have the drawback of being irrelevant, or non-implementable in the Bihar situation. MS BEP experiences may provide a useful information base, grounded in the realities of Bihar, from which aspects of the generalized strategy can be drawn. To serve the objects of women's equality and empowerment, such a modification in the original.

## **TRAINING**

10.41 Training in MS aims to equip workers to facilitate women's empowerment. It is the key to the success of MS programme aiming to develop new attitudes, values and self confidence. The content of training disseminates information on structures of administration, legal institutions, structures of education, development and health. Specific attention is paid to the structure of patriarchy and the way it manifests itself through the institutions of religion, caste, and family. The training must be participatory, experimental based on sharing of experiences, and it must provide time and space to women.

10.42 Since MS started without inheriting a given structure as in other components, training of functionaries to set processes in motion was given an obvious priority. Functionaries of MS needed to be sufficiently empowered before they could act as catalysts of empowering processes at the grassroots. The core team members at the state and district level, and the Sahayoginis have been trained. External inputs have come from JAGORI (New Delhi), the Mahila Samakhya team of UP and Karnataka, certain other trainers, and exchange trips with Mahila Samakhya in other states.

10.43 The major work of the core team at state and district core teams, as an MS functionary put it, is to give training and receive training. However, the workload, in this regard, has increased tremendously. Operating in an environment where there are no other NGOs working with women's issues from the empowerment perspectives poses its own problems. Networking at the local level, in this case is seriously ruled out. The decision, therefore, of putting a trainers team in place in each of the districts, is an innovative response However, since this team is still in its process of formation, and in some districts, appropriate personnel have not been found. The issue of backlog in second and third phase Sahyogini training and Sakhi training needs to be addressed immediately.

10.44 Training days required and manpower available for the same needs to be accurately assessed. Expansion will be impossible unless the training infrastructure is in place.

10.45 Also, the content of training must now address specifically to empowerment issues.

10.46 There is immense need for need based, participatory training for the Mahila Samoohs, if they are to emerge as empowered collectives. By now, there seems to be emerging from within the Samooh, a demand for issue based interventions. Issue oriented training interventions for the Samooh in coordination with various voluntary groups working on different issues is a priority.

## **DOCUMENTATION AND RESEARCH**

10.47 The importance of documentation and research in a component that seeks to move in cognizance of social processes and aims at structural transformation,

can hardly be over emphasised. Not only is documentation and research required to develop programme inputs for MS, MS experiences may provide the basis on which certain generalized strategies, that are gender sensitive, may be devised to permeate other programme areas.

10.48 Documentation in a preliminary manner is already being done by MS functionaries at various levels. However, the aim is monitoring an evaluation and not a capturing of processes. In view of MS being a process oriented programme, it is important to initiate process documentation to capture the panorama of activities. Also, documentation implies not merely a collection of material generated internally, but also its being put to use to acquire a broader vision for the programme.

10.49 The various newsletters and bulletins, titled beautifully as "Sahiyari Goith", "Hamar Batiya", "Sunu - Bahina" are beginnings in this direction. Yet, a concerted and focused effort at documentation is required. At the state and district level, the capacity of the core team needs to be sufficiently increased to undertake this task. Certain areas of documentation that could cover vital grassroot processes are dynamics of the Samoohs processes of change therein, the travails of Sahyoginis the impediments they face vis-a-vis their families and society.

10.50 The Ms district team has started collecting songs created and sung by Samoohs all over. However, other appropriate forms of documentation such as audio documentation and video documentation need to be undertaken the experiences of CENDIT and SEWA in undertaking VHS documentation through participatory processes with women in rural areas, and in the unorganized sector could be useful for MS (BEP).

10.51 Research is an area of complete neglect. There is an apathy as if 'activist' and 'theorists' were two distinct categories operating in water tight compartments. However, far from such notions, research enables movement from theory to practice and from practice to theory. As the programme expands and direct personal supervision becomes impossible, the relevance of research in enabling generalized understanding of field processes will be realized even more. The fear of getting "theory" oriented and neglecting field work is largely unfounded.

10.52 In the Bihar situation, where the preoccupation of social science research has been with understanding agrarian movements, gender issues have not been sufficiently addressed. The preoccupation with strategy and tactics in the ultra left movement documents implies that though the issue of rape, 'izzat' or dignity, victimization of women in 'Holi' etc. has instigated mass scale retaliations, gender has not received specific attention.

10.53 MS documents could help build a preliminary understanding of gender related social practises in various parts of Bihar, an understanding of patriarchy and its mode of operation. As gender related issues begin to be taken up by Samoohs, this would be of crucial significance. Sakhis Sahyoginis and Samoohs

could also be imparted techniques of participatory research.

10.54 Training inputs on patriarchy, caste, religion, family could develop from this body of research. The comprehension of issue of language for developing teaching learning material for Samoohs, Jagiagis could gain from this body of research.

## **EMPOWERMENT**

10.56 Mahila Samakhya (BEP) is still in its initial stages of development. In the absence of community bodies that embody genuine grassroot participation, the activities of the Samooh in the heart of the village, its strategic move of taking 'uniting' issues that concern the entire village first has given MS the character of a legitimate community body.

10.57 However, issues that pertain to corruption and malfunctioning in administrative structures, or processes controlled by the administration are the ones that have been taken up first for eg., PDS, old-age pension, health facilities etc.) Gender issues have as yet not been introduced in the same measure. The Sahyoginis admit the problems they face in introducing discussions on women's issues discussing differences between the 'girl' and 'boy' child, or breaking 'sex - stereotypes'.

10.58 Now that a fair amount of time has been spent in Samooh formation, these issues may be introduced to sharpen the focus on empowerment.

10.59 While training programmes have inputs on the structure of patriarchy as it manifests itself through caste, religion, and family, to bring this comprehension to the level of the Samooh, a contextual understanding of patriarchy needs to be developed. For eg., what is the specific understanding and manifestation of the term in semi - feudal agrarian relations in the plain areas of Bihar, or in the plateau region with its variant social formations ?

10.60 The need of literacy for the Sakhis and Samoohs has to be carefully looked into, if progress in the direction of empowerment is to be made. In the absence of this input, the Samooh might remain gossiping units existing in an uninformed environment.

10.61 While introducing empowerment related issues, sufficient care must be taken to accord due respect to the processes through which the Samooh has consolidated itself.

## **MAHILA SAMAKHYA WORK PLAN 1994-95**

10.62 The work plan for 1994-95 proposes expansion in both Phase I and II districts. The expansion must take care to consolidate existing areas of activity, Expansion in geographically contiguous areas may be advantageous in this regard. Wherever new blocks are being taken up for activity, support could be extended

to grassroot processes from existing Sahyoginis who have had greater training inputs, and have matured through activity.

10.62 Training of functionaries of various levels is to be undertaken, the "Reflection Sessions" for the Sahyoginis is an innovative method for their training-cum-evaluation at the district level every month. Training of Trainers is to be done by THREAD, an NGO in Orissa. However no thought has been given to the need of training for Mahila Samoohs.

10.63 The proposals for skill development of women are important in contributing to economic empowerment. However, these need to be worked out in greater detail. Exploratory efforts need to be made in the area of local skills (handicrafts), articulation and enhancement of which can go a long way in economic empowerment.

10.64 The work plans appear to be in order and may be approved provided the recommendations of the mission are taken due note of.

# XI

## SCHOOL CONSTRUCTION

### II INTRODUCTION

1. Bihar Education Project was started in September 1991. However, the construction component of the project was launched in April 1992, in 7 Districts in two phases. Seven more districts were added during 1994-95. A survey preceded construction in the first 7 districts, to determine the number of primary schools, the number of building less schools, and the number of schools where repairs were needed.
2. The construction programme under BEP comprises of building new school buildings where there are no pucca buildings, repairs to some old schools and provision of sanitation and water supply facilities to the selected rural schools.
3. To summarise the programme : About 624 new constructions have been taken up out of an estimated 1538 building less schools in the 7 districts.

Provision of sanitation facilities - one sanitation block comprising of two units to cater to both boys and girls in 908 schools.

Provision of 860 tube wells in about the same number of schools.

#### 4. Goals of BEP Vs School Infrastructure

- a. One of the specific goals of the BEP is to provide education for all children upto the age of 14, by providing physical access, both through the formal as well as the non formal education systems, participation of children till they complete the primary stage and achievement of minimum levels of learning and so on amongst many other objectives.
- b. Evidently though not much has been said about the need for educational infrastructure and the linkages between infrastructure and education it is clear that to achieve the objectives of universalisation of primary education it is imperative to provide access to it i.e. establish a school for every village.
- c. It is even more important in the context of Bihar where most of the educational infrastructure is either degraded or on the verge of deterioration, and the demand for school buildings is increasing with the rise in enrolment levels.
- d. Though there is no evidence to suggest that a school shall mean a building, it is not without a basis if suggested that a good and sound school building provides a better educational environment and is an important component of the education system.
- e. And yet this important component has received little attention in BEP project while setting out the goals, as to what needs to be done to meet the increase in demand for school buildings, achieved through the enrolment drive.
- f. It is beyond doubt that a good school building is an asset which will attract and motivate the children to a great deal, thereby contributing to the overall objective of achieving universal enrolment and retention.
- g. School construction has to be viewed as an integral part of the education system. Effective and early participation of local communities in rural school education right from the construction stage would help enhance the linkages between the community and the school. In the later stages the earlier association, would enhance further association of the local communities into the affairs of schools such as undertaking periodic maintenance.

### III PROGRESS

1. Progress as reported at the State HQ. BEP in Patna, construction of 624 schools was started in April 92 in two phases in the seven BEP districts. So far 362 buildings are reported to have been completed.
2. Rest of the constructions are in different stages of progress and will be completed in due course. Construction of rest of the school buildings out of the 1538 planned, will be taken up during 1994-95 and are targeted to be completed by March '94.
3. The progress achieved was not substantial, because the start up itself was slow, partly because of the nature of the project and the use of totally different and new delivery systems. The initial effort needed to establish coordination of the activities of the head office and those of the regional offices, could also be one of the reasons for the slow progress.
4. Each of the district BEP offices produced annual reports on the project activities for the periods 92-93 and 93-94. However, these evaluations were descriptive providing details as to the status of each project component. They were lacking in regard to identifying problems and possible solutions. This limited their usefulness as a basis for re-orienting or re-organizing the aspects of the project.
5. A somewhat summative kind of evaluation was found in each of these different reports which covered, pupil enrolment, number of schools constructed or repaired, but did not comment on some key areas such as the extent to which the provision of school buildings and other facilities enhanced the enrolment or the impact of the physical infrastructure on the overall enrolment and so on. It is essential that for understanding the impact of the project, an evaluation study is conducted to assess the contribution of each component and the combined achievement of different components in realising the overall objectives of the project.
6. The relationship between the BEP regional head office and the block offices need to be strengthened. A better understanding of the project requirements, on the part of the block level field Engineers who are otherwise busy with their regular various field jobs, could have minimized or eliminated the construction errors and strengthened the ties between the block and the various VECs.
7. Out of 624 school constructions undertaken by BEP 262 are still in various levels of progress. The Chief Engineer of BEP is expecting the completion of these by October 94. This leaves another 914 schools to be constructed to complete the full complement of 1538 schools in the first seven BEP districts. Some new constructions have already started in June 94. However it is unlikely that the rest 914 schools could be completed by the end of March 95.
8. Perhaps the present stock of 262 will have been completed by then and the new constructions would have made some progress. Full completion in the first 7 districts would probably be achieved by 1996 if commenced in 1994 going by the past record and the efficacy of the delivery systems currently in vogue.
9. 489 toilet blocks have been constructed out of the intended plan of covering 908 schools. A total of 656 tubewells have been drilled out of 860 planned. This represents a progress of 55 per cent on toilets and 76 per cent on the tubewells. These works could be completed by the end of March 95 if the progress continues at the same pace.

A total of 179 repair jobs have been completed out of a planned number of 232 jobs, representing a progress of 80 per cent.

#### IV. EXPENDITURE

1. In the following tables expenditure is shown as nil for 1992/93 though the construction part of the project was started in April 92, which means that construction accounts were not settled for the completed works at the end of the financial year 1992-93 though the money was disbursed to the agencies. Even for 1993/94 actual committed expenditure averages at 40% to that of budgeted. This could be due to two possible reasons.
  - a. Financial progress not monitored well to match the physical progress.
  - b. Implementation itself is slow.
2. However, physical progress as observed and as informed indicates that financial recording and accounts settlement is slow. For many buildings it was observed that final accounts were not settled and completion reports not made yet. Efforts should be made to improve this situation.

Table 1:

#### Expenditure on BEP Components 1991/92 to 1993/94

(R + NR)

(In Lakhs)

Component 1	1991/92: 2	1992/93 3	1993/94 4	Total (2+3+4)
Management expenses	35.1	86.6	138.1	259.8
Primary Formal Education	32.3	347.3	354.0	733.6
Training	29.8	76.7	91.5	197.9
Primary NFE	3.6	39.5	100.5	143.6
Literacy	42.5	6.6	0.0	49.1
ECCE	0.1	9.5	16.0	25.6
CCCE	5.6	9.1	25.2	39.9
Women Development Programmes	0.5	2.7	45.6	48.8
Support to NGOs	19.5	16.7	45.9	82.1
Others	0.0	0.0	0.0	0.0
<b>Total Recurrent Expenditure</b>	<b>168.9</b>	<b>594.6</b>	<b>816.8</b>	<b>1580.3</b>
<b>Total Non-recurrent Expenditure</b>	<b>0.0</b>	<b>0.0</b>	<b>577.3</b>	<b>577.3</b>
<b>Total Expenditure</b>	<b>168.85</b>	<b>594.63</b>	<b>1394.05</b>	<b>2157.5</b>



Table 2:

**School Construction Programme :: 1993/94**

**Budget and Actual Expenditure**

(Rs. in lakhs)

<b>District</b>	<b>Budget</b>	<b>Actual</b>	<b>% Actual to Budgeted</b>
Ranchi	185.0	80.6	43.6
West Champaram	170.0	33.8	19.9
Rohtas	85.0	30.4	35.7
Jamshedpur	113.9	30.6	26.9
Sitamarhi	255.0	171.2	67.1
Muzaffarpur	170.0	46.2	27.2
Chatra	31.0	16.5	53.2
<b>Total</b>	<b>1009.9</b>	<b>409.3</b>	<b>40.5</b>

## V DESIGN AND SPECIFICATIONS

### 1. Primary Schools

- a. The designs for the new classroom blocks of 2 and 3 classrooms, prepared at the BEP, Patna Office were communicated to the regional BEP offices along with the guidelines for construction.
- b. The design itself is fairly straight forward comprising of 20' x 16' classrooms and 8' wide verandah. An Office space of size 8' \* 10' occupies a portion of the verandah. This is a typical feature for a three classroom block also. These designs have been replicated throughout the first 7 BEP districts irrespective of varying geographical and climatic conditions.
- c. One prominent feature apparent throughout was the orientation of the schools by facing the verandah to the east mostly due to religious feelings and beliefs. This as such does not provide the best of thermal comfort. A study of local and prevalent wind directions and study of sun angles in Summer and Winter would enable to arrive at a more technical way of orientating the school buildings as well as the windows and door openings.
- d. The design itself is an adaptation of the earlier OBB design which had been used all over India under different Government of India schemes.
- e. It was felt that a 8' verandah does not lend itself well for conducting a separate class for the overflowing pupils. A 10' verandah would be more ideal for conducting such an activity.

### 2. Types of construction and specifications

Two types of constructions have been noticed in general.

#### Type 1

#### Type 2

	Type 1	Type 2
Columns	Brick in cement mortar	Brick in cement mortar
Trusses	Wooden rafters and purlins	RCC Beams
Roofing materials	Country tiles	RCC Slabs
Walling	9" Brick wall in cement mortar	9" Brick wall in cement mortar
Flooring	IPS flooring	IPS flooring
Doors and windows	Country wood	Steel or Country wood

- b. Type 1 construction was used in the remote rural areas where it was impossible to execute an RCC roof. The same kind of roofing was done in the case of repair works, where original roof was made of country timber and tiles. However, the number of school buildings with country tile roofing is quite low under new BEP constructions.
- c. Type 2 construction was followed almost everywhere in the 7 BEP districts. In Ranchi town flooring

with brick on edge was noticed in some cases but otherwise IPS flooring has been adopted almost universally across the districts.

d. The buildings were rendered from both the sides in single coat cement mortar. One exception ofcourse was the school built by one headmaster in a village MASMANO under CHANHO block in Ranchi district. This work was very well supervised and managed by the headmaster, and compares well with most reasonable quality constructions.

3) A number of design problems have been noticed which need to be corrected for the future constructions.

**a) Blackboards**

i) Blackboards have been done in cement mortar on walls, and finished with a black dye to give the colour. These blackboards are generally sturdy and good if properly done. Problems such as uneven surfaces, minor crackings, etc. have been noticed on inspection.

ii) A blackboard has to be very smooth to be able to serve for a long time. The bonding between the wall and the board has to be strong to arrest cracking and spalling.

iii) Blackboard construction in cement mortars, varies with the quality of the sand, workmanship and the degree to which it receives the final finishing. A general specification should have been supplied to all the field engineers on this important component of school building.

iv) **Size:** Size of the blackboard was specified as 4'-0" x 4'-0" in the drawings. This is not a good size to follow. A good blackboard for effective teaching has to be atleast of the size 4'6" x 7'-0". The bottom end of the blackboard should not be higher than 2'-0" from the floor level, so that small children are able to reach up to the board to write, if needed. However, in the field of blackboard of varying sizes have been noticed. Specifications and size have to be standardised to ensure a proper blackboard of a standard size in each school.

**b) Cupboards**

i) There is a need for creating good storage space within the classroom. None of the schools visited were found to be provided with storage space area for the children to store their books, slates and group work, charts, etc. The cupboards could also be used for maintaining a small textbook library.

ii) The standard size of a cupboard could be 3'-0 x 6'-6". Ideally two cupboards should be provided in each classroom.

**c) Display areas**

i) Children's and teachers work should be displayed on the walls to present a nice school scenario.

ii) This could be achieved by fixing teakwood or salwood reapers (battens) of the size 1-1/2" x 1/2" on atleast two sides of the wall at three different levels i.e. one at the window sill level, one at lintels levels and one in between. Hooks should be provided to hang the charts, posters etc. prepared by the teachers and children. The battens at the sill level will facilitate the display work by even smaller children also.

d) **Roof slopes**

- i) A slope of 6" to the veranda side and 3" to the back side has been specified in the drawings. These slopes should be increased to a minimum of 9" to both sides.
- ii) Especially it was observed on the sites that the water was stagnating on that part of the roof where only 3" slope was provided. Sometimes mistakes committed during casting the roof slab, unevenness on the top surface, rough finish all contribute to the ponding of water on the roof top. If proper slope is provided water will be automatically drained off despite the construction errors in most of the cases.

e) **Roof Projection**

- i) On site inspection most roofs were observed to be ending on the wall edge. This was leading to a crack between the roof and the wall near the bottom edge of the roof slab due to unequal thermal properties of concrete and brick.
- ii) Rain lashing on to the walls was observed to be causing a seepage through this crack from all corners of the buildings causing damp on the inner surfaces of the walls, and also spreading to the soffit of the roof slab.
- iii) Damp causes spalling of plaster by debonding the plaster from the brick, painting gets peeled or washed off leaving unsightly marks on the walls, the cover between roof steel and concrete gets spalled due to rusting of steel. Damp is the main cause for most building problems.
- iv) The easiest way of arresting this problem is by extending the roof atleast by 1 foot all around beyond the wall. This extension combined with the increased roof slope will be able to take care of proper roof drainage. A drip nose shall be provided all along this extended roof on the soffit so that rain water does not spread onto the extended roof soffit.

f) **Chajja slopes**

- i) Chajjas or sunshades are generally observed to have been provided, with either no slope or in most cases with a reverse slope. This was causing rain water stagnation on the chajjas, seepage of water causing damp in the rooms at the lintel level.
- ii) The top surface of the chajjas shall have to be finished with neat cement mortar of 1:3 proportion, preferably adding water proofing agent with water repelling property, giving the top surface a good slope towards the free hang side.
- iii) A drip course shall be provided on the soffit of the Chajja to drip off the draining water.
- iv) The junction between the chajja and wall shall be properly rounded off with neat cement finish.

g) **Single coat plaster**

- i) Plaster in one coat tends to be porous and allows penetration of damp. Atleast the exterior of the building should be rendered with cement mortar in two coats. It is better to leave the brickwork fairfaced rather than rendering in one coat which absorbs and traps moisture between the brickwork and the plaster layer leading to unsightly marks and eventual spalling of plaster.

**h) Window openings**

- i) Instead of 3 numbers of 3'-0" \* 4' - 0" windows in the classroom it is better to have 2 numbers of 4'-6" \* 5'-0" windows which amount to an area of 44 sft of opening, when compared to the 36 sft in the former case.
- ii) Larger window size allows maximum ventilation and breeze and is economical.

## **VI SITES AND SITE SELECTION**

1. Except for a few schools located in urban areas where land was scarce there were no problems with the selection of sites. In the case of DIET buildings, each institution had adequate land space to accommodate the new buildings. Usually, the buildings have been allocated to places where schools were already functioning. The adjoining sites were procured with the assistance of the local community and the District Administration. Most of the sites have been contributed by the communities in the rural areas. In the villages where school site was a problem the District Administration contributed a site from the government land. In this case the BEP schools were located at quite a distance away from the existing schools. the best situation was of course, BEP schools located in the vicinity of the functioning school.
2. In the case of old schools in a dilapidated conditions, the BEP school provided a good support in terms of infrastructure. In urban areas where land is scarce, BEP schools were established in existing primary school compounds.
3. Citing a BEP school adjacent to an existing primary school may be beneficial, as the proximity of the schools allows for comparison between the two education environments.
4. The citing was found to be in general on a level ground, but in a few instances, the schools were constructed very close to a pond, sometimes right on the bank of the village ponds, the consequences of which could be detrimental to the life of the building, within a few years time.

## VII SANITATION

1. Effective Sanitation and access to adequate and safe water supply are important to safeguard human health. The main causes of human mortality resulting from insanitary excreta disposal are the viruses and bacteria. Worms can cause damage to human organs encouraging further infection by other disease organism.
2. These potential health hazards from Excreta dictate the need for effective, properly operated latrines. An understanding of these factors is as important as the technical provision of these systems. Sanitation programmes should therefore include an element of education for the users and for those who plan and provide the installations.
3. The sanitation and provision of tubewells program under Bihar Education Project does not seem to be progressing on well designed lines as outlined above.
4. The School Sanitation program under B.E.P. mainly aims at the physical provision of the facilities. To summarise the programme, BEP intends to cover 908 schools in the first seven districts with a toilet-block in each school comprising of two latrines per block one each for boys and girls.
5. The impact of the program just stops with the physical coverage. The Execution of the sanitation project atleast does not seem to have been programmed carefully.
6. In Ranchi district, the toilet blocks are executed by the NREP staff from the district head quarters ie. Ranchi town. The Engineers from Ranchi are supervising all the sanitation blocks of the district including the one's in the outlying village areas: where block level engineers should have been involved. The result of this planning failure is that even the physical provision has not been provided effectively. There is an amount of apathy and unawareness among the Engineers, the teachers and the BEP officials as to the usefulness of this important component.
7. The attached photograph shows the state of sanitation provisions most of which are unfinished or left incomplete every where and are in unusable condition.
8. Even in Sitamarhi district where the school construction was achieved effectively, the sanitation program received lesser attention.
9. The most difficult element of sanitation component will be to change attitudes and behaviour of people. This could be achieved by an element of training to Engineers, teachers and sanitary workers. This has to be tied up with the physical provision of the facilities.

## VIII REPAIRS

1. The BEP Project includes among other components, repairs to about 232 old school buildings spread over all the first seven districts. The project document does not reflect the need and criteria for undertaking this work. The jobs either can be selected at random or on priority. Ideally a well defined criteria will justify spending money which is so scarce on the repair of buildings. Surely one of the consideration shall be to know the age and extent of deterioration of the buildings before attempting any repair work. It is not prudent to repair an unsafe building or a distressed building, when it is beyond the state of economic repair. Judgements like these can only be made by the experienced, and can be technically demanding. It requires professional expertise to select buildings in a manner that will reflect the aforementioned analysis.
2. The other important aspect to be considered is the availability of resources for carrying out complicated repair tasks i.e. staff, skills, equipment and accessories. Surely a leak which requires epoxy filling can not be left to the whims of unskilled or semi skilled workers.
3. It will be extremely necessary to carryout a through analysis of all buildings and data collected including assessments of repair needs, and human and financial resources available to deal with the situation.
4. The attached photograph shows the repair work undertaken at Garhgaon, BERO Block in Ranchi. Repair work here was undertaken on two of the four totally dilapidated rooms without roof.

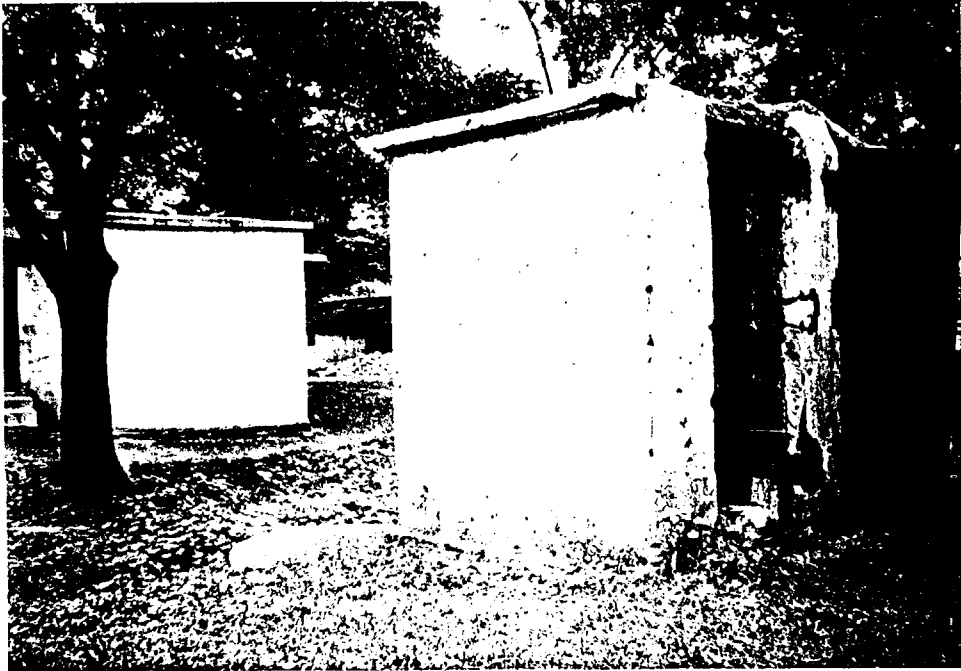
The repair work consisted of :

- a) Plastering to walls
- b) Provision of doors & windows
- c) Relaying of the roof with country wood rafters and local tiles.

It is evident from the photograh that repair work was undertaken on old, unsafe and barewalls, which should ~~have~~ been demolished and rebuilt.



FATE OF ONE LAVATORY BLOCK IN RANCHI DISTRICT





**GARHGAON SCHOOL BEFORE REPAIR**



**AFTER REPAIR**

## IX QUALITY AND WORKMANSHIP

1. Overall quality of construction tended to be average under different delivery systems adopted by BEP. The most obvious element is the finishings to the buildings which tended to be below acceptable standards in most cases.
2. The problems in design also accounted for some of the problems concerned with the damp and rain water penetration into the buildings.
3. Given the large number of classrooms to be constructed and the low levels of skills that were available for the implementation of the project, the project design should have included provision for a sufficiently large and well-equipped site supervisory team.
4. A team of local talent, even artisans from the villages should have been trained and appointed as responsible for the supervision.
5. The block level Engineers who assisted in the Supervision were some what detached from the whole BEP Scenario. Even otherwise they tend to be busy with their regular work concerning rural infrastructure. These engineers were useful in so far as measurement of work and billing was concerned.
6. One Exception of course is the workmanship achieved by the NGO team in Jamshedpur which is quite high and comparable to most urban constructions classified as the best.
7. Reasonable quality has been achieved by the team in Sitamarhi district and the team in Ranchi town. Construction in Muzzaferpur and out lying rural areas of Ranchi district was average and in some cases below acceptable standards.
8. Problems encountered during site inspection are :
  - a) Flat roofs leaking due to ponding, poor or blocked roof drainage.
  - b) Chalk boards with rough surfaces and in some cases splitting and spalling need replacing.
  - c) Country wood window door frames and shutters of poor strength and thicknesses noticed, which might need replacement in the near future.
  - d) Reinforced concrete roofs are not given adequate sloping and finishing on the top and adequate rain drip course not provided. This might lead to future problems such as damp causing corrosion to steel, the chajjas causing rain water penetration into the classrooms.
  - e) Decoration to walls, ceilings, doors and windows is very poor. In most cases half finished jobs have been noticed. Immediate attention to avoid deterioration or failure of elements is needed.
  - f) Plastering and rendered finishes are patchy and wavy due to poor workmanship. Single coat plaster may not be adequate and tends to be porous resulting in damp penetration and damage to walls in future.



**BAD DECORATION TO WALLS. DAMP ON THE WALLS.**





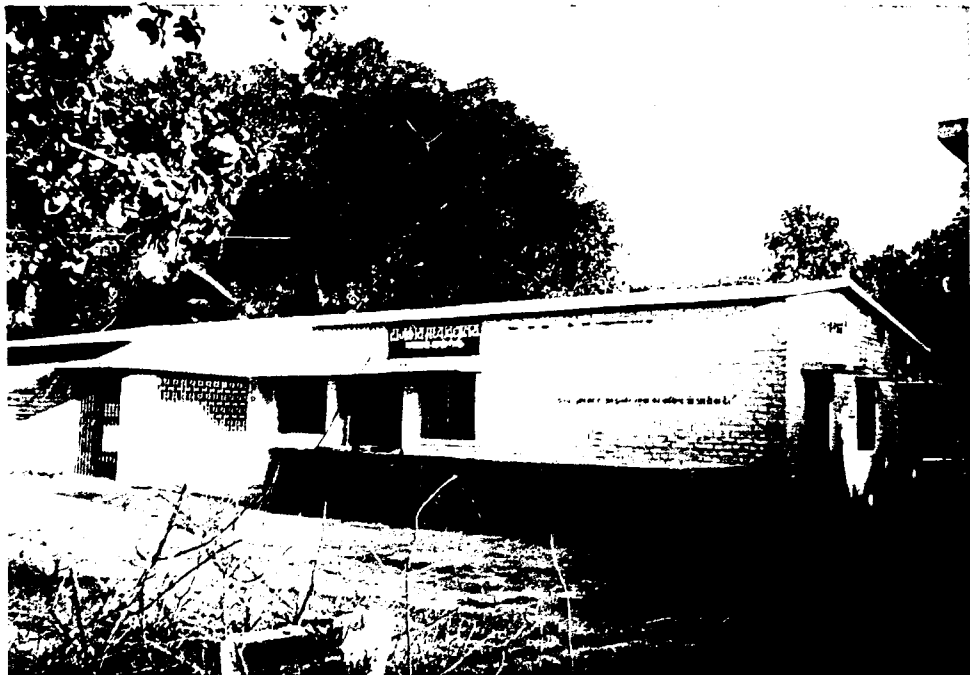
POOR DECORATION TO WALLS, UNFINISHED WINDOW LEDGES  
SITAMARHI





**BUILT BY HEADMASTER - MASMANO, CHANHO BLOCK  
RANCHI**

**VERY GOOD CONSTRUCTION, VERY WELL SUPERVISED**





**ONE OF THE GOOD CONSTRUCTIONS IN SITAMARHI**

## **X MAINTENANCE**

1. The maintenance of a building requires keeping a facility in such a condition that it can be utilised at its original capacity or efficiency along with proper protection of capital investment throughout its Economic Life. There are three main criteria for a good maintenance activity: Safety, efficiency and protection of capital investments.
2. The maintenance of buildings is an issue consistently overlooked in investment and development programmes throughout the world, and BEP project is no exception to this general trend. The Overwhelming tendency is to assume that the construction of new buildings is the most effective form of investment, where as the existing buildings might be deteriorating causing great financial losses, due to lack of maintenance. The loss due to the latter might be more than the gains accruing because of new investments.
3. Lack of maintenance significantly effects the daily operation and therefore the productivity of a building. A separate budget line has to be created to take care of this important activity.



## **XI DELIVERY SYSTEMS**

1. Method of executing the buildings component, and the way the buildings have been managed and delivered to the rural areas could be termed as the delivery system.
2. In the current method of delivering the BEP schools, to the villages, efforts have been made to include participation by the Communities, in every district.

Five types of systems have been used: They are

- a) Through Headteachers
- b) Through Block Development Officers
- c) Through N.R.E.P Engineers
- d) Through Village Education Committees
- e) Through N.G.O's.

### **a) Head Teacher**

- i) In the beginning stages of the project, the construction work was entrusted to the Head Teachers, in Ranchi District. These buildings were allocated to the villages on the advice of the B.D.O. estimates prepared by an Architect were approved by the DC and Dy. DC and granted permission to build by the Director fo B.E.P.
- ii) 34 buildings were proposed but only 30 were constructed. A 3 classroom model with an office room and 8 verandah has been adopted.
- iii) The construction work took longer time than expected with the head teachers having to attend to their classes and supervise the construction work, apart from coordinating with the B.D.O and B.E.P. officials in the matters of excution and finances. No records were found to have been kept by the head teachers on material purchase and labour in most cases.
- iv) The Junior Engineer measured the progress and recorded it in measurement book. The Coordination was lacking, between the head teacher and the Engineer in terms of making the final bills. So far only four accounts have been finalised even though 3 years have past since commencement of the project.
- v) Consequently the quality of construction was found to be varying to quite a degree depending on the involvement and commitment of the head teachers.

### **b) B.D.O.**

- i) The construction through B.D.O. has depended on his ability to guide the junior Engineer and coping up with his regular block work and the burden of construction work. But at any given time there were not more than 6 ro 7 works. The fact that the junior engineer was attached to him and the overall authority over the block did not seem to have improved the quality of construction to a great deal.

Construction through B.D.O. was found in Ranchi and Muzaffarpur.

### **c) N.R.E.P. Engineers**

- i) N.R.E.P Engineers have Executed some buildings directly in Ranchi town. A Bank account was opened by the Assistant Engineer and finance was given to him by the B.E.P.

ii) As most of the N.R.E.P. Engineers stay in head quarters supervision was not a problem. Consequently some good construction was observed in Ranchi town. But the N.R.E.P. Engineers failed when it came to monitoring the toilet block construction in the rural areas. The Block Junior Engineer was not used in the process, and the headquarter resident engineers monitored the toilet block construction, consequences of which were evident by quality obtained in this programme.

d) **V.E.C's**

i) Currently the V.E.C. execution is gaining priority over the other systems in line with the ideals of B.E.P. But still bank account and the authority to disburse finance rests with the B.D.O.

ii) A person from within the village is selected and nominated by B.D.O. on the advice of VEC for executing the school construction.

The system is currently being practiced in almost all the districts.

e) **N.G.O.**

i) Construction through N.G.O. was attempted only in Jamshedpur due mainly to the presence of good N.G.Os in that district. Some very good Construction was observed, and all the completed building accounts finalised and audited.

f) i) In all the five systems except in the NGO system, it may be noted that the construction of the building was by a person from the village, technical advice and preparation of bills were done by the Engineer, finances were disbursed by the B.D.O.

ii) The quality of construction will not improve to a great degree, even when the Engineers are incharge of the project when the execution is carried out by the untrained villages level persons. Frequent monitoring and supervision will improve the final quality of the product, to some degree.

iii) At the moment the level of monitoring and supervision is quite low in almost all the districts. Sitamarhi district is an exception where the Commissioner, Dy. D.C. and the N.R.E.P. Engineer worked hand in hand. But even in this district the final quality of construction was not up to the mark in some cases mainly due to low level of skills, of the local population in building construction practice.

iv) Efforts should be made to improve the skills of the artisans and village level workers by training them in the practices of building construction. This is in a way capacity building within the village.

v) Monitoring and supervision will have to be tightened by appointing a block level Engineer exclusively for the guidance of the VEC's in delivering a quality work.

vi) Efforts should be made to involve more N.G.O's in the construction program. They can be useful for delivering buildings not only of the present design but also to introduce innovative building technologies in close liaison with the village artisans.

## **XII COMMUNITY PARTICIPATION**

1. The strongest point of BEP implementation strategy has been the mobilisation of community support in almost all the components of the project. Indeed the awareness of BEP among peasants and ordinary village level people has been found to be quite impressive as well as their willingness to contribute whatever little they can afford in the form of material, labour or finance.
2. Community participation has implications beyond the purely financial. Increased community participation and funding can improve linkages between schools and the communities. People value services more highly and take a stronger in them when they directly contribute finance or labour, however small in amount.
3. Active community involvement can also strengthen support for teachers and children, and it can help improve supervision and accountability in the school system. People will be concerned about the quality of the Education provided to their wards, when they are actively involved in the total process.
4. The community participation in the construction programme is just picking up in the districts of Ranchi, Muzaffarpur, and Jamshedpur, whereas participation in Sitamarhi is at its high so much so that the communities build the school up to the plinth level which amounts to about 20% of the estimated cost and then ask for the contribution of BEP. The mission visited one such school and noted the awareness of the local population and the VEC members to be quite high.



Community of this village built the school up to the plinth level entirely by themselves.

5. This was made possible by the combined efforts of the deputy development commissioner of the district, BEP officials and the NREP Engineer who was assigned with the job of supervising the construction by the village Education Committees.
6. Proper records have been kept on the individual village contributions vis-a-vis the BEP's contribution. VEC motivator received all the support and motivation to carry out his job of mobilising the community support.
7. All this points to a healthy organizational support to the cause of BEP and towards achieving its objectives.
8. In the other six districts of BEP atleast in the three other district visited by the mission, the community support has not been found to have been harnessed to the extent it was achieved in Sitamarhi.
9. The support was limited to one or two days of free labour by the villagers especially during the casting of the roof or for excavation of trenches.
10. Some, not all could contribute little sums of money to the construction. The total contribution never exceeded 3-4% of the total expenditure.
11. In Jamshedpur where strong NGO presence was noticed the community mobilisation drive was not very intensive. But the NGO's kept a proper record of the contribution and got all their expenditure statements audited by a registered accountant firm.
12. In Ranchi town, there was absolutely no contribution from the communities.
13. In Muzaffarpur, the contribution was made from the Panchayat fund. But this cannot be viewed as total community participation, as the village panchayat fund could have been utilised for another JRY or OBB classroom, as a contribution. This might also cause internal bickering among the different villages of the panchayat from where the revenue is accumulated.
14. In the villages of Ranchi district, the villagers contribution was there in the form of labour, and materials and limited amounts of finance.
15. It cannot be concluded in absolute terms that communities have participated only when they contributed labour, money or materials. Active interest of the communities in the activities of the school and its upkeep itself can be termed as a good participation. Good parent-teacher association will go a long way in establishing a healthy teacher-student relationship which in turn would help achieving active enrolment, increase in the retention and above all the goal of education for all.

### **XIII ALTERNATIVE APPROACHES**

1. One of the specific objectives of BEP was to reduce the costs of construction by using locally available material and skills. Though the local skills have been used fully, there was no effort made to study and classify the locally available materials and their efficacy for building construction. Use of local materials demands a high degree of skills, technological interventions to upgrade the traditional methods of construction and effective supervision. All of this demands a forethought and planing during the conceptual stages of the project. The BEP neither prepared any low cost designs nor introduced any notable innovation in classroom design concepts. Existing OBB designs have been followed and replicated throughout the district.

2. Though understandably standardization leads to easy replication and lends well for monitoring, innovative designs should have been tried out, atleast to the extent of 5 or 6 different designs, to take care of different needs of the Education components.
3. Some of the issues which should have been considered are provision for a pre-school within the primary school to enable an increase in the girls enrolment who have to otherwise take care of their younger siblings, design of the schools as community centres where Mahila Samakhya Meetings could be held. Study of adult education and non-formal education requirements within the villages, to take care of specific needs of these two important components of BEP, would have enabled the planners in disigning some innovative multipurpose structures.
4. There are about 65566 villages in Bihar State (as per 1981 census). As per the educational data provided by the BEP there are 51,391 primary schools and 12,164 middle schools in the state. Most of these schools have no proper buildings for accommodating the students. A good number of buildings are in a terrible state of dis repair.
5. The problem to be addressed becomes gigantic if each of these villages have to be provided with atleast one pucca room, and more rooms in the near future when the enrolment rates go up with the education drive.
6. It is thus imperative to reduce the unit cost of a building so that a larger number of schools can be attempted to be built. The problems need to be addressed are:
  - Reduce unit building costs and provide more facilities within the given budget.
  - Introduce innovative cost effective designs taking into account various requirements of different components of education.
7. Cost reduction would entail major changes in construction and design that could use appropriate techniques that are capable of quick replicability by using those construction techniques which can be classified as appropriate and economical.
8. Major thrust should be given to improving the traditional building practices by the interventions of technology.
9. To deliver alternative technologies to villages, the encouragement of block level engineers in the process, the participation of the community and the need to devise training methods for the Engineers as well as village level workers therefore becomes a crucial component of the exercise.
10. It is important that the dimension of participatory processes should be converged into the exercise to ensure optimum utilization and the sustainability of the assests created.
11. This kind of innovation would benefit the schools programme by providing improved functional space and teaching environment for the primary schools. Improved architechtrual designs, demonstrable impact of rural building designs, as well as more facilities or space for each school within the cost limitations are the probable advantages which can accrue to the benefit of the villages.

#### **XIV TRAINING**

1. The Mission noticed that to date, the construction component of the project has been implemented with relatively little or no training to the participants concerned at all. The system is depending on the existing local knowledge and skills.
2. Training component in a buildings programme is required to make all the stakeholders understand the practice and procedures principally in the areas of design, specification and quality control. Successful transfer of skills and practice can be achieved only through training and learning.
3. In the beginning stages of the BEP project a workshop was conducted for the engineers and a booklet on guidelines for construction was supplied. Later in the three years the engineers, the village level workers were not involved in any training component at all.
4. As the construction component has the following sub-components ie. school construction, repairs, sanitation and water supply different basic training programmes, refresher courses, workshops at regular intervals should have taken place, in the field of construction management, low cost designs, design innovations, alternative technologies, sanitation education and so on. Continuous training instills an amount of awareness and discipline in the participants and motivates them to improve the quality of physical implementation.

## I SUMMARY OF RECOMMENDATIONS

1. The mission undertook a mid-term review of BEP to assess developments since the inception of the project in September 1991, to evaluate overall project progress, and to formulate recommendations to UNICEF, GOI, GOB, for the future direction of the project beyond March 1994. Full terms of reference have been included in the Annexures part.
2. The Construction part of the programme has been found to be progressing slowly with certain short comings. Following the field visits and review of the annual documents, discussions with the officials of BEP, GOI and UNICEF, the mission recommends that efforts should now focus on the proposals setout below.
  - a) BEP should formulate a proposal to optimise the use of resources available to universalise the physical access. Efforts should be made to integrate different components of the project to evolve a strengthened approach towards providing education for all, which includes formal and non formal sectors as well, utilising the available infrastructural resources, or by making an effort to design buildings which can facilitate multiple usage.
  - b) Infrastructure designs have to be modified so as to include ancillary facilities for preschool children. Parental and Community involvement should be motivated to take care of the future maintenance needs of the building. Designs have to be modified to take care of the precautions outlined in the report.
  - c) Construction strategy to be modified to include training programmes in construction management, sanitation education, design and implementation methods for introducing alternative building technologies, maintenance of school buildings etc to engineers, village level workers and artisans to deliver quality buildings to the villages.
  - d) The delivery system should be strengthened to improve the level of monitoring and supervision by creating a full time post of an engineer at the block level, not only to make final bills but also to supervise and advice the VEC members and the local artisans upto two blocks may be attached to this engineer.
  - e) These block level Engineers should also be made aware of the objectives of the programme so that they develop a sense of belonging to the project and to work along with the other BEP officials and VEC members in close liaison.
  - f) If the benefits of the project have to be sustained, it is necessary that recurrent funding is committed. A separate budget line will need to be created for the maintenance of school buildings and given adequate funds to perform this task.
  - g) To ensure that project efforts are carried into the future by the state government, trials should be made to reduce the unit building costs, by introducing alternative building designs and technologies, at least on a pilot basis to begin with.
  - h) The village level talent should be improved by, training the village level workers and supervisors to improve quality of construction.
  - i) Training in sanitation, awareness creation on health and sociological implications of sanitation to the teachers, students, Engineers so that health of the students in safeguarded which can have a direct influence on enrolment and retention figures in the primary schools. The increased enrolment will create demand for more infrastructure and

hence the cycle continues. Sanitation programme may be revised to include an element of training to obtain effective usage of the facilities.

- j) A good association between parents of the children, teachers and VEC members will ensure a greater care to the school building.

### 3. **Economic Aspects**

- a. The main objective of the BEP project is to provide universal access to a primary school. The new buildings have an impact through improving the classroom environment,(there is a need for bringing about more improvements) by providing better accomodation to the primary classes. This should improve the effectiveness of teaching and also possibly increase the attractiveness of schools, encouraging increased enrollment and retention.
- b. As the BEP schools have been built where schools are running without any buildings the impact might be quite substantial in terms of increasing access.
- c. Main criticism which can be levelled at the construction project is that districts have used a particular design on a standard basis irrespective of different accomodation needs based on enrolment, catchment potential of the school aged children leading to over crowding of schools at some places and under utilisation of resources at some others.
- d. The project design did not look at alternative approaches. Improved designs such as provision of creches might have a big impact an increasing attendance of girls, and introduction of alternative building technologies may reduce the unit building costs.
- e. One important achievement however has been the community - participation which might remove the need for the maintenance of the buildings by the government in future, provided parent teacher associations are formed to create a sense of 'ownership' of the school among the local community.



## XII

### RANCHI DISTRICT SUMMARY

#### **Planning and Management**

Planning process is followed in Ranchi. There is greater emphasis on enrolment but this is not matched with the expansion of the system which is resulting in absenteeism and dropout and poor achievement. The standard methodology for calculating drop out have not been followed. Management structure is satisfactory except that teacher training component is being looked after by DIET rather than somebody in the Ranchi District task force. There is however a need to strengthen the planning machinery.

#### **Mobilization and Community Participation**

Mobilization for community participation in the BEP Ranchi started in 1990 when environment building was launched for the total literacy campaign in Ranchi. The various kinds of activities undertaken by the BEP for environment building include cultural programmes, bal melas and screening of video films. The electronic and print media were also used to a limited extent.

The main structure instituted by the BEP for community participation has been the VEC. The BEP more or less improved upon the already existing VEC structure and tried to activate it. Upto March 1994, 1476 VECs have been formed in the district. Training has been imparted to 817 members belonging to 560 VECs. The main functions of the VEC in the district have been supervision of school especially attendance of teachers) and obtaining the contribution of the village community in the construction of school building.

#### **Early Childhood Care and Education**

In February 1993, 120 ECCE centres were set up under the BEP in six blocks of Ranchi. They are run by 11 voluntary agencies. The total enrolment in these 120 centres is 3,655. An ECCE centre is managed by two 'didis' who are paid Rs. 200 per month. The supervisor, who is paid an honorarium of Rs. 500 per month, is expected to visit each centre at least twice a month. The health and nutrition components of the ECCE are limited to health and nutrition education of mothers and children. No nutritional supplement is given as in the ICDS.

Three-tier training strategy has been adopted for the ECCE programme. A 30 day training programme in three phases is given to master trainers at the block level. The supervisors are given training in three phases of 8 days each at the district level. At the third level the master trainers conduct training of the 'didis' in batches of about 40 persons.

The anganwadis of the ICDS also exist within the district. In addition, most of the primary schools have the "bal varg" which consists of pre-primary school children. The "bal varg" children sit side by side with the children of Class I in the schools.

### **Primary Education**

The emphasis of primary education in Ranchi district has been on enrolment. Little attention is paid to attendance of children and retention in the school. Attendance in the schools is about 63 per cent of the enrolment. In Class I attendance is much lower.

As far as the physical facilities are concerned, there is over crowding of classes and very poor teacher-student ratio. Presence of the pre-primary children "bal varg" adds to the overcrowdedness in the primary schools. These children sit together with the children of class I or are given a separate space in the verandah.

Achievement in terms of the MLL is very poor. Teaching is in part responsible for this. Training, as observed from the performance of the teachers, seems to be inadequate.

### **Non-formal Education**

The NFE programme under the BEP was launched in the district in 1992. At present all the blocks and urban settlements in the district are covered by the NFE. There are 1025 NFE centres attended by 29493 children. Upto now 3613 children of the NFE centres have joined the formal system at class I to IV. Most of the NFE centres in the district are run by the voluntary agencies. Panchayat Samitis and the Jagjagi of the Mahila Samakhya too run a few centres. There is good support for the NFE centres from the community. But the physical facilities in the centres are poor. There is inadequacy of space in most of the centres. Lighting facility is very poor in the centres run during the night; two or three lanterns for 20 to 30 children are not at all sufficient.

### **Teacher Education**

Judging by the capacity of the DIET at Ratu, it has trained a large number of teachers. Though it had set unrealistic targets the achievement is satisfactory. There is acute shortage of staff in the DIET. The proposed DIET sub-centres have not been able to take off; hence it will take long time to train a reasonably good number of teachers who can sustain the innovation. Phase I training emphasized motivation and Phase II was on laying emphasis on content and methodology. The training of inspectors is short and does not prepare them for providing professional support. Professional support mechanisms are underdeveloped. Planning is unsatisfactory since things are not being done as planned.

## **Text Books**

The BEP provides free textbooks and educational kits to all girls and all children of SC/ST studying in Classes I-V. During 1993-94, 507 schools in the district were covered by the scheme of free textbooks. Since books and kits were supplied to the children enrolled in the NFE centres too. The district BEP incurred an expenditure of Rs. 97.87 lakh on textbooks and other materials.

During the field visits it was found that most of the children had textbooks. But some of them were in bad shape. One problem regarding the distribution of books to the children is that many of them did not receive them in the first couple of months. This is partly caused by the delay involved in the transportation of books from the government depots to the schools through the booksellers and distributors.

## **Finance**

As regards finance Ranchi district has more than 25% of the total expenditure of the state on the BEP. However the total expenditure is only 33% of the budgeted estimates for the three years of the project. More than half of expenditure is incurred on formal education. Management expenditure is on the higher side i.e. 10%. Greater proportion of funds are spent in training. Percentage of expenditure on Primary Education is decreasing over the years whereas expenditure on non-formal education is increasing.

## **Women Development**

Mahila Samakhya has been initiated in three blocks of Ranchi district. A total of 128 units of Mahila Samakhya are functioning in these blocks. There are 14 Sahyoginis and 230 trained Sakhis.

The common issues taken up by the Mahila Samoochs are public distribution system, health, JRY contracts etc. Some of them have taken up issues, like deforestation, alcoholism and illegal stone quarrying. As regards education, the Sahyoginis help school survey and supervision, and Sakhis function on the VEC. The major educational programme of the Mahila Samakhya is Jagjagi. There are 17 Jagjagi centres in the district.

## **MIS**

MIS has been very well developed in Ranchi. It started with COPE Project and later got modified. Computer facilities are adequate and the staff managing it are not professional but are very enthusiastic and energetic.

# **RANCHI**

## **INTRODUCTION**

12.1 The district of Ranchi lies in the Chota Nagpur region. The district has 20 blocks and 2036 villages. The total population of the district as per the 1991 Census is 22.05 lakh of which females constitute 48.10 per cent. The SC and ST population of the district is 5.59 per cent and 43.74 per cent respectively. The density of population is 291 sq. km. and sex ratio 927/1000 males. The literacy rate (7+ population) of the district is 51.52 per cent compared to 38.54 per cent at the state level. The male and female literacy rates of the district is are 65.12 and 37.28 per cent respectively.

12.2 The district has 1463 primary and 419 middle schools. In addition, it has 1025 NFE and 120 ECCE centres. The Fifth All India Educational Survey data indicated that in the year 1986-87, as many as 906 of the 3,912 habitations (23 per cent) were not served by primary schooling facilities within walking distance of one kilometre. While many of these would be small habitations, about 10 per cent of them with a population of 300 or more were not served by primary schooling facilities.

## **COVERAGE OF BEP IN THE DISTRICT**

12.3 Ranchi is one of the three districts where the BEP was launched in the first phase in the year 1991-92. Since then, activities of at least one component of the BEP in all the blocks of the district have been initiated. Of the 20 blocks of the districts, ECCE programme has been started in only 6 blocks as compared to NFE programme in all the blocks. Mahila Samakhya Programme could be started only in 4 blocks where as construction of school buildings could take place in only 7 blocks. In another 5 blocks, renovation activities have also been taken place. Establishment of libraries and provision of science kits were undertaken in 6 blocks.

## **PLANNING AND MANAGEMENT**

12.4 The planning process adopted under BEP in the district is the decentralized one. The 1994-95 Work Plan developed by the district planning functionaries claims that the planning process starts with village level functionaries and is then consolidated at the block and finally at the district level.

12.5 The Work Plan mentioned that in the year 1992, the target of additional enrolment for the district was fixed at the state level. The number of additional children needs to be enrolled in order to achieve the goal of UEE which has been computed on the basis of projected population of the age-group 6-14 years for the year 1995-96 shows that about one lakh children will have to be

enrolled. This, in the Mission's view, is very ambitious despite the fact that a number of strategies have been chalked out for attaining the target.

12.6 The Work Plan for the year 1994-95 as well as other documents do not seem to be concerned with the drop-out rates. Though strategies have been worked out in the Work Plan document, no clear cut targets have been set for reducing the drop outs. Grade to grade retention and or drop-out rate is completely neglected. Also, as envisaged in the state plan, targets of enrolment and drop-out rates are not disaggregated at block level and separately for boys, girls and children from the weaker section of the society. Moreover, the drop-out rates calculated are not appropriate and based on scientific methods.

12.7 The management structure at the district level as envisaged in BEP is strong. Three bodies namely, District Task Force, Component-wise Steering Committee and District Executive Committee have been constituted which are responsible for policy, planning and management of the project at the district level. It seems that they are working well. The District Task Force meets every week while Component-wise Steering Committee and District Executive Committees meet every month and quarterly respectively. Apart from meetings of these bodies, a number of other meetings such as of Inspecting Officers' Guru Goshtis, NFE Project, NGO's, Micro Project and Mahila Samakhyas etc. are also covered from time to time at the district and sub-district levels for proper monitoring and implementation of the project. A good number of staff have already been selected and are in position. NFE at present is a weak component which needs more staff.

12.8 It is perhaps due to strong management structure that significant success has been achieved in enrolments in the district. It is also noticed that there is very good coordination between the District BEP team and the existing district functionaries of Education Department.

12.9 The Mission is of the view that the existing planning wing of the district BEP is not strong and more inputs are required to strengthen it for effective and realistic planning process and to set targets in a more scientific and realistic way.

## **ENVIRONMENT BUILDING**

12.10 It can be appropriately stated that the environment building activities for the BEP in Ranchi began as early as in 1990, when the environment building for launching the Total Literacy Campaign (TLC) in the district was started. The first meeting for the TLC was held in June 1990. This meeting was attended by the representatives of the Government of Bihar, the Directorate of Adult Education and the UNICEF. At that time literacy for adults too was conceived as part of the BEP. But as the environment building activities for the TLC came to an end, there was a shift in the policy of the BEP towards the programme of adult literacy. As a result the BEP decided to confine itself to primary education. Thus the TLC got delinked from the BEP and was left to the National Literacy Mission. However, the BEP benefitted from the activities of environment building

undertaken for the TLC, since the BEP for primary education was launched immediately. Secondly, the environment building for the TLC facilitated the BEP to select the voluntary agencies, who would be involved in the NFE and ECCE programmes of the BEP. An important criterion used by the BEP in selecting the voluntary agencies was their participation in the environment building activities for the TLC. Having been delinked from the TLC, the BEP continued its environment building programme. From January 1991 several activities were undertaken, such as nukkad natak, wall writing, cycle rallies etc.

12.11 It was necessary that the appropriate environment created for launching the BEP be continued throughout the period of the programme implementation. Various kinds of cultural programmes have been regularly organized in the villages in order to sustain the interests of the people in the programme. At the district level there is an officer - Resource Person - to look after the cultural programmes in the district. The district has a video van that goes around the villages in the district for screening video films. In addition, cultural teams of voluntary agencies and of the Public Relations Department of the State Government help the BEP in this activity. These cultural teams are occasionally taken to the different parts of the district for cultural programmes. The teams of voluntary agencies are provided free transport and food and a token honorarium of Rs.50/- for one cultural programme in a locality. The team of the Public Relations Department is given only free transport and food. A number of voluntary agencies withdrew from this activity of cultural programmes because they wanted Rs.100/- as honorarium, which was not accepted by the BEP. There are also cultural programmes undertaken at the village level. They are usually held at the village school. The nature and frequency of these programmes vary from place to place. The number of cultural activities held at a village level by the villagers seems to be up to three. Such cultural programmes generally coincide with the occasions of Pooja festival, Independence Day, Children's Day etc. There are villages where no such cultural activity has been taking place. Another method of on-going environment building employed by the BEP is the use of the electronic media. Doordarshan telecasts a 30 minute programme on the BEP once in three months and Akashvani broadcasts a 30 minute programme on every Friday at 6.30 p.m. In addition, the BEP activities are regularly covered by the four local news papers. Voluntary agencies, that run the BEP programmes of NFE and ECCE, have their own activities of environment building and sustenance.

### **EARLY CHILDHOOD CARE AND EDUCATION (ECCE)**

12.12 The population of 3 to 6 year old children in the district is 1,29,728 of which 67,694 are boys and 62,034 are girls. Children, speak the local dialect Nagpuri/Kurmali/Sadri and are not familiar with Hindi. ECCE facility is available to these children primarily through the Integrated Child Development Services (ICDS) which is at present covering 17 out of the 20 blocks of the district. In the 1486 anganwadi centres run under this programme 51,441 children of the age-group 3 to 6 are enrolled.

12.13 In terms of resource availability for ECCE in the district, a missionary institution known as Holy Cross is located in Ranchi which is an Anganwadi Training Centre. The Principal of this Centre has a background in pre-primary education and the institute is running a nursery school as well as a balwadi for children from the underprivileged section in the neighbourhood.

12.14 The BEP's overall strategy for ECCE is to first and foremost forge **linkages with the ICDS programme** which is the largest programme for the 0-6 age-group and converge efforts with them to strengthen their pre-school education component which is known to be very weak. Efforts in this direction have been initiated by involving the ICDS Programme Officer and other personnel in the Steering Committee at the district level and the Anganwadi Worker in the Village Education Committee at the village level. Very recently, in April 1994, a Workshop was organized by BEP to explore possible areas of convergence among the different programmes including ICDS and the BEP.

12.15 In view of the fact that a large percentage of 3 to 6 years old children still do not have ECCE facility close to their hamlets, in February 1993, **120 ECCE centres** were set up under the BEP in **six blocks** of Ranchi viz. Bedo, Jamar, Sonahatu, Angarha, Ormanjhi and Kanke. Of these six blocks, Sonahatu and Kanke do not yet have the ICDS programme. The total enrolment in these 120 centres is 3,655. These ECCE centres are run with the help of eleven NGOs, each of whom have been allotted one/two units. Each unit consists of ten ECCE centres. These ECCE centres are known as 'CHHAWA AKRA' or children's Centre and their teachers are known as 'CHAWA AKRA DIDI'. Each centre has two teachers or 'didis'. One supervisor is appointed to oversee ten centres. The 'Didis' are paid Rs.200/- per month (equivalent to the previous honorarium of the Anganwadi worker) and the Supervisor is paid Rs.500/-. The 'didis' are local girls with their educational qualifications ranging from primary level to matriculation. The criteria for selection of supervisor is that she should be rural based, from within the Block, should be active and within the age range of 22 to 35 years and be at least Matriculate/Intermediate pass. In some cases no woman was available for this job and therefore male Supervisors had to be appointed. The supervisor is expected to visit each centre at least twice in a month. The NGO personnel and the BEP component-in charge at Ranchi are expected to do the overall monitoring of the programme. The 'chhawa akra' programme is essentially an ECE programme with health and nutrition components being limited only to health and nutrition education of mothers and children. No nutritional supplement is given as in the ICDS. It runs for a duration of 3 to 4 hours every day.

12.16 At the district level a **Steering Committee** has been set up by BEP to plan, advise and monitor the activities related to ECCE. This Committee, which is comprised of some local resource persons/experts in ECE, ICDS personnel and BEP officials, is expected to meet once every two months.

12.17 A **three-tier training strategy** has been adopted for the ECE Centres. Block level master trainers are trained at the first level for an initial duration of 12 days followed by a second phase of training of 10 days after a gap of four

months and a third phase of 8 days after another four months. In all, the training is for thirty days which is conducted at the District Headquarters. The master trainers include representatives from the NGOs and Supervisors. The second level of training i.e. of Supervisors is also conducted at the district level by the BEP core team with the help of the master trainers. Their training is in three phases of 8 days each with a gap of four months between the phases. For both the master trainers and Supervisors a refresher programme of 5 day duration is conducted after a gap of six months. At the third level the master trainers in three identified Block level training Centres i.e. Bedo, Angada and Tamar, conduct training of the 240 'Chhawa Akra Didis' in batches of 40 each. The training pattern is similar with a first phase of 12 days, a second phase of 10 days and a third phase of 8 days. The refresher programme of 5 days' duration is held after six months. Three cycles of this training pattern have been completed so far.

12.18 In terms of materials, the ECE component-in-charge at BEP and her team have with the help of local resources prepared ten wooden puzzles, graded in complexity, alongwith a set of 100 wooden blocks. These in addition to a kitchen set, a threading frame and some toys and three tricycles have been supplied to each centre for providing play facility to children. The centres are also provided with chart paper, stencil paper, crepe-paper, poster colours, broad plastic needles, scissors etc. for conducting creative activities with the children.

## **PRIMARY EDUCATION**

12.19 Actual intervention in the formal education system in Ranchi began in year 1992-93. At present, a number of activities towards the goal of achieving UEE have been initiated. The main goal in the district is universal enrolment of children in the age-group 6-14 years, retaining them in the system and ensuring minimum levels of learning to all the children. While the target date for achieving the goal in Bihar is 2000 AD, in Ranchi District it is 1995-96. However, while reporting on enrolment figures in Grades I-VIII and viewing them as the student population in the age group 6-14, the actual focus of the BEP project is on Grades I-V and any impact on Grades VI-VIII has been incidental.

### **i) Achievement : Access**

12.20 The achievement with respect to provision of schooling facilities in habitations could not be judged as the same is not available since the year 1986-87. As only few schools have been opened since then, the situation seems to be more or less the same viz. with 23 per cent of the total habitations do not have any primary schooling facilities within a distance of 1 km. However, the number of schools have increased from 1723 in the year 1991 to 1880 in year the 1994 but the breakup of schools is not available. At the time of the launch of the BEP in the district, there were 101 schools without buildings. During the year 1992-93, 36 school buildings were constructed which increased to 48 in year 1993-94. As on June 1994, the district does not have a single building-less school. Renovation of 55 schools and construction of toilets in another 15 schools were also completed.



## ii) Achievement : Enrolment

12.21 The major focus of BEP efforts in Ranchi has been to increase enrolment in the primary schools. The enrolment at the elementary level (Classes I to VIII) shows that it has increased from 2.62 lakh in 1991 to 2.79 lakh in 1992 which has further increased to 4.18 lakh in 1994 showing an increase of 59.54 per cent during the period 1991 to 1994. Similarly, enrolment at the primary level (Classes I to V) has also increased from 2.21 lakh in 1991 to 3.26 lakh in 1994 which shows an increase of 47.51 per cent. However, it would be worthwhile also to examine the gradewise enrolment during the last three years especially of Grade I. The enrolment in Grade I has increased from 82.08 thousand (girls 43.21%) in 1991 to 93.51 thousand in 1992 which has further increased to 1.23 lakh (girls 53.61%) in 1993 showing an impressive increase of 49.98 per cent. In absolute terms, 11,424 and 29,599 additional children were enrolled in Grade I as compared to 5,894 and 24,631 girls in 1992 and 1993 which shows a sudden jump in number of girls enrolled in grade I. But at the same time when movement of these Grade I children to Grade II is analysed it has been revealed that 39,094 and 42,836 children did not reach to Grade II in 1991 to 92 and 1992 to 93, which means that most of those enrolled in Grade I dropped out from the system before they reached Grade II. The Mission is of the view that a large number of these drop-out children get admission in Grade I next year which inflates the progress of enrolment at primary level in general and Grade I in particular.

12.22 The enrolment statistics further indicate that the increase in enrolment have been high in the BEP blocks, and this has especially been the case with girls from Scheduled Castes and Scheduled Tribes as they have been the special target groups of BEP. In 6 BEP blocks where activities have been initiated shows that boys' enrolment has increased from 26 per cent in year 1991-92 to 28 per cent in year 1994-95 as compared to 24 per cent and 26 per cent girls' enrolment in BEP blocks. Similarly the rate of growth in enrolment calculated shows that in three first phased blocks, girls enrolment to total enrolment has increased by 26 per cent as compared to 37 and 33 per cent SC and ST girls during the period 1991-92 to 1994-95. In the three second-phased blocks, the rate of growth in enrolment during 1993-94 to 1994-95 is higher than the rate of growth of first phased three blocks.

## iii) Achievement : Retention

12.23 The BEP document highlights that in 1991-92 and 1992-93, the retention rates in Grades I-VIII has increased from 85 per cent to 87 per cent and was further increased to 93 per cent in year 1993-94. This was calculated on the basis of enrolment in Grade I to VIII in the beginning of the year, and the number of children appearing for the final examination at the end of the year in the same Grades. This however, is not the appropriate method of calculating retention and/or drop-out rates. One needs to follow a cohort of children from Grade I for five years. However, in the absence of such rates, the Mission adopted the procedure which is generally accepted. Thus, the retention rate based on the cohort analysis indicates that of those 100 who have taken admission in Grade I

in 1991-92 only 52 could reach to Grade II. Beyond Grade III, calculation of retention rate is not possible as the gradewise enrolment is not available after 1993. The corresponding number of boys and girls are 53 and 47 and 52 and 54 respectively. The retention rate for the cohort 1992 when analysed, shows that it has improved slightly from 52 per cent in Cohort 1991 to 92 to 54 per cent in Cohort 1992 to 93 which is also true for boys and girls. However, it should be noted here that the retention rate computed is included that of repeaters which may not present the true picture and also, the enrolment figures are likely to be inflated.

### **Enrolment/Attendance Discrepancy in BEP Blocks**

12.24 Attendance of children is also an area of major concern but data on attendance is not being collected by BEP. However, during the field visits, the Mission collected enrolment and attendance data from nine schools which has been compared with the attendance estimates based on a study conducted by AN Sinha Institute of Social Sciences (Hassan 1992 and Hassan 1993). The Mission observed that though the sample of nine schools is too small to generalize the results, still it is well compared to ANISS estimates which is also based on a survey of 25 schools only. The slight discrepancy which has been noticed may be due to rainy season during which data were collected. Thus, it has been observed that about one half (48 per cent) of the children in Grade I and about one third of the children in Grades I-V are not attending classes which is clearly a major deficiency of the system. The focus of BEP in the district has been mainly on enrolment but this considerable achievement has in part been marred by the inability to retain a substantial part of the enrolment. It should perhaps be important to reiterate that this problem seems larger than it is, as the enrolment in Grade I is about 40 per cent of the total enrolment in Grades I to V.

#### **iv) MLL Programme**

12.25 The MLL Programme has been introduced in 100 selected schools. Teachers in these schools were given a special 3 day training course in MLL and were oriented in the administration of a pre-test in December 1993. The competency based analysis of the test indicated that the vast majority of children were far from mastering the competencies expected of them. During the field visits, the Mission observed that there are many children in Grades IV and V, who have not mastered skills expected of children of Grades II and III. In fact, it is very likely that quite a few teachers themselves have not mastered the skills expected of students in Grades IV and V. The limited observations of the Mission indicate that teachers need to be trained in appropriate methods and materials to teach primary mathematics and language.

### **NON-FORMAL EDUCATION (NFE)**

12.26 According to the survey conducted in the year 1991 by governmental and non-governmental agencies in Ranchi district, the population of children in the age-group 6-14 years was 3,18,477 of which 1,46,808 i.e., 52.37% were out of the

school system. This included 60.25% of the girls, 66.37% of the ST children and 8.67% of the SC category. By 1992 their number had risen to 1,77,000. Prior to year 1992, NFE centres had been set up by the state government in Ranchi district also for these children but the performance outcomes of these centres were not at all satisfactory. The responsibility of running the non-formal education programmes in the BEP districts was taken up by BEP and the NFE centres were set up with the help of 31 non-governmental organizations. In 1992-93, 500 centres were opened and by 1993-94 the number increased to 1025, covering all blocks and urban settlements. With the BEP's thrust on enrolment, a target was set to have 100 per cent enrolment of 6 to 14 year old in 3 years' time either in the formal schools or in the NFE centres, with special efforts being made to enrol the 6 to 9 year olds in the primary school itself. This implied that NFE centres should be able to provide for 1.10 lakh children of this age-group. The total enrolment in NFE centres is at present 29,493 of which 16,362 are girls and 13,131 are boys.

12.27 The responsibility of the BEP team and the steering group setup for NFE activities is to plan, monitor, coordinate and document the NFE programmes at the field level. The academic aspects are to be looked after by the District Resource Unit (DRU) which in this case is the DIET, Ranchi. This includes providing academic support and guidance, training of higher level functionaries, development of teaching-learning materials and evaluation.

12.28 A unit of 100 to 200 centres is considered a 'project'. The project level unit is responsible for training of the field functionaries, survey and monitoring of the centres and their coordination and distribution of the teaching-learning materials to the centres. Ten NFE centres constitute a smaller unit for which a supervisor is appointed. The responsibility of this unit is to coordinate with the project level unit and supervise the centres. At the village level a village education committee is set up by the NGO running the centre with the cooperation of the village community to provide day to day guidance and monitoring to the centres. This VEC is different from that for the formal school and is reported to be running more efficiently since it has only elected members and executive and no ex-officio member. Community participation and involvement is a priority in this programme in the context of which this VEC becomes an essential part of the programme.

12.29 The NFE programme under BEP was launched in the district in 1992 with the organization of a three days' workshop of representatives of voluntary organizations, BEP personnel, and faculty members of the Ranchi University. The objective of this workshop was to orient the participants regarding NFE and plan out the strategy for setting up of the resource centres. The voluntary organizations identified for participation in the NFE programme included some of those who had done commendable work under the Literacy Campaign. The workshop was followed by training of the functionaries in accordance with the three tier training pattern recommended by NCERT. The eight day training of seventeen master trainers and 43 supervisors was conducted at the DIET separately and the training of the instructors was conducted by the Master trainers and supervisors together at the block level.

12.30 The NFE centres were set up after the first phase of the training was completed. The initial enrolment in these centres was 15,061 out of which 8,883 were girls. The centres were set up after a careful survey of areas where there was a genuine 'need' for them as expressed by the community in response to the environment building efforts undertaken initially by BEP. The initial programme of the NFE centres was deliberately kept informal with songs, stories, games etc., to attract the children and encourage their regular participation. The pattern of four semesters is followed in the centres according to the standard pattern. The textbooks based on MLLs which have been published by the BEP are used in the centres. While parts 1 and 2 of the textbooks which are expected to cover the first two semesters have been published, parts 3 and 4 are still not available although many centres are completing two years.

12.31 The Mission noticed that lateral migration of children from the NFE programme to the formal school is encouraged. As many as 3613 children who form approximately 10 to 12 per cent of the total enrolment are reported to have migrated and admitted in classes 2 to 4 depending on the level reached by the child in the NFE programme as assessed by the school teachers.

12.32 The centres are provided free textbooks, exercise books, pencils for the children, a blackboard, lanterns, a globe, rubber, sharpener, registers, signboard, charts, a box for storing, and play material like skipping rope, football, ring, hockey, ball, comb and mirror, needle and thread, bag and Ludo.

12.33 Community participation is considered an important component of the NFE programme. The community has provided support to the centres, as reported, in several villages, either by providing kerosene oil for the lanterns or in several cases by providing/constructing accommodation for the centres.

## **TEACHER EDUCATION**

12.34 As mentioned, the training of teachers could be undertaken in only 6 blocks of which in 3 blocks, namely Bedo, Angada and Rania, 21 day training to all the 570 teachers have been completed by the end of the year 1993-94. In Mander block, only 146 of the 202 teachers had completed the full training, but all had undergone 10 day training. In addition, 28 teachers of Ormanjhi block had received 10 day training and another 88 teachers had also completed 21 day training. Training of other teachers from Ormanjhi and Tamarah blocks was in progress.

12.35 The DIET is located at Ratu in Mander block of Ranchi. The grand building of DIET Ranchi has been constructed with funding from BEP. It should have been the responsibility of the State Government to construct the building and provide necessary infrastructure under the centrally sponsored scheme of establishment of DIETs. As per the DIET scheme the head of the DIET is to be designated as Principal but the head of DIET at Ranchi has been designated as Director. This may lead to conflict with similar designation in the SCERT and Directorate of Education which also has implications for other states. There are only 6 lecturers

in position out of the sanctioned posts of 24 lecturers. These lecturers did not receive any formal training either from SCERT or from SLO. It is rather strange that resource persons working in other districts received some training from SCERT but not the DIET staff of Ranchi. Thus their training capacity was not properly built. Moreover the DIET staff at Ranchi has no formal training in conducting courses which aim at increasing motivation. DIET is running two/three parallel courses at a time with a limited staff of six lecturers. Running two/three parallel courses with limited staff of 5-6 people may affect the quality of courses.

12.36 During 1991-92, DIET Ranchi conducted three workshops to identify the curriculum and develop a time table for the training of teachers. No formal course manual was however prepared but the time table and syllabus produced in those workshops formed the basis of content and methodology of the curriculum. In phase I, the intention of 10 day course was to raise the motivation of teachers, make them aware of advantages of community participation in school and introduce child centered active learning techniques. The 11 day course however laid emphasis on content and methodology of teaching four school subjects viz. Language, Maths EVS I and II. The courses were conducted by DIET faculty members who had little experience of primary education and who had themselves not been trained in delivering these courses. Thus, the achievement of the objectives of courses would have been limited due to these constraints.

12.37 From the financial year 1993-94 courses are being conducted using the course materials developed by the SCERT, Patna for the BEP. These courses also lay emphasis on the same topics as were being followed upto year 1992-93 except that new course manuals had now been developed to ensure uniform delivery of courses at different geographical sites. A review of the time table being followed by DIET, Ratu revealed that though Phase I course should lay emphasis on increasing teacher motivation and orienting them for their different roles in enrolment, retention, achievement and community participation, most of the time is being devoted to teaching school subjects. This indicates that objectives of Phase I course are only partially being achieved. A further review of time table for Phase II course indicates that no time has been allocated for practice teaching by participants which is highly desirable for developing confidence in teachers in new skills/methodology. There is no peer group teaching also. Classroom management which is vital to practice active learning techniques did not find any place in the time table. No training was also being provided to teachers in dealing with multigrade teaching situations.

**12.38 Head-teachers** of middle schools are being given 5 days training as per the BEP guidelines. In all 94 head teachers have been trained. The head teachers of middle schools are organizing Guru Goshthis of school tagged with them. Guru Goshthis are being organized for half a day only which is not enough to serve the purpose for which they are organized i.e., continuous professional support. Such Goshthis should be of one day duration. As per the guidelines of BEP, the training of **EOs/AEOs**, who supervise schools should be of 5 day duration. The Mission was informed by the Director of DIET, Ranchi that they were conducting the

course for 3 day only. The annual plans however indicate that this course is of 5 day duration. This is not in conformity with the planning and BEP guidelines. Until now only 22 BEOs have been trained.

12.39 The annual plan indicate that a sum of Rs.50/- per participant per course has been earmarked for buying stationery. The Mission was informed by the Director of the DIET that they were spending only Rs.25/- per course. A sum of Rs.50/- is very meager if materials have to be bought to perform activities and prepare teaching-learning materials. Reduction of stationery money from Rs. 50/- to Rs. 25/- must have affected the quality of courses. The BEP document has however suggested Rs.200/- for materials.

## **TEXT BOOK PRODUCTION AND DISTRIBUTION**

12.40 Till 1991-92, textbooks used to be supplied to all children through the normal Book Trade Channels even within BEP Districts. Children were buying the books directly from the book sellers. Free supply of textbooks to all children belonging to SC/ST of Class I-V of 480 schools of the district commenced in the year 1992-93 as a measure for improving enrolment and retention of children. In year 1993-94, the coverage was extended to the entire district including the girl children even from the general category (excluding boys belonging to general category). All the textbooks were bought by the district, directly from the State Textbook Corporation with a trade discount of 15 per cent. The District introduced another incentive scheme of free supply of Educational Kits made up of slates, chalk-pencils, school bags, exercise books, pencils, pens, erasers for the above categories of children in 1993-94. To begin with, children of the 480 schools of BEP Blocks in the district were supplied the kits. These items were procured on the basis of tenders from the open market and after negotiations between the agencies and the District Office.

12.41 During the year 1993-94, the following additional incentive packages were also introduced : One set of 124 books each of general category was supplied to 507 schools for developing the School Libraries. This is the first instalment of a package. The remaining installments may be supplied during the year and in the following years. The selection of books was made from a list recommended by a workshop/seminar held at Jamshedpur, in 1993. In addition one set each of **Science Kits, Maths Kits, Sports Kits, and Tool Kits** were supplied to 480 schools in BEP Blocks. All these free incentive packages were procured from the open market during the year 1993-94 for supply to schools in the BEP Blocks.

12.42 About 1025 NFE centres under BEP were started in the district during the years 1992-93 and 93-94. As per the provisions of NFE, 25 sets of Educational Kits per Centre were supplied free to children enrolled under the programme. Each kit comprised of 3 graded textbooks, slates, pencils etc. at a cost of Rs. 75/- per kit. These textbooks are bought by the BEP District directly from the Textbook Corporation.

12.43 In addition other items like furniture for office use and jute mats for children to sit on were also supplied free of cost to the same number of schools under the BEP Blocks during 1993-94. During the year 1993-94 a total amount of Rs. 97.87 lakh was incurred on textbooks and instructional materials. Out of this amount Rs. 28.14 lakh was incurred on instructional material followed by text books (Rs. 27.85 lakh), NFE books slates (Rs. 19.22 lakh), educational kits (14.49 lakh) and an amount of Rs. 8.17 lakh was incurred on library books and boxes.

12.44 Plan of action for 1994-95 envisages extension of all the above incentive schemes to all the children and to all the schools of Classes I-V in the district.

12.45 In the light of the above findings the following comments become pertinent :

- i) Children below 6 years were treated as 'Bal Varg', preparatory to Class I and grouped separately, but attached together with Class I children. Even these children in one school were given free school bags with books and slates. The attending teachers informed that the children of 'Bal Varg' would enter Class I next year. All such children were included in the total enrolment of Class I in the school register, and they constituted approximately 40-60% of the total of Class I enrolment. This has resulted in an unusual inflation of enrolment numbers particularly at Class I stage, tending to create an artificial demand for textbooks and Educational Kits. This may be an odd situation demanding immediate corrective measures to prevent avoidable burden on BEP funds. The textbooks in general were reported to have been received by the children much after the new session commenced in January 1994. It was reported that some schools received free books in January - February, some in March and some others as late as in May, 94. A similar situation obtained in regard to textbooks purchased from the booksellers by the general students. As regards free supply of Educational kits to children, some received them a few months ago and others are yet to receive them.
- ii) The textbooks are produced by the Textbook Corporation and channelized through 5 depots/godowns located at different places in Bihar and a large number of distributors are appointed by the Corporation who lift their requirements from the depots for supply through a network of Booksellers throughout the state. But the distributors appear to experience considerable difficulties in getting their quota from the depots, transporting them to their godowns and supplying them to Booksellers. Most of the Booksellers are located in vantage positions near around market places and townships only. But a majority of the Primary Schools are located in the villages, and remote areas, not properly connected by roads and with no Booksellers at an approachable distance. Owing to these logistic problems, the supply of books from the Book Distributors to the Schools is generally delayed. The overhead costs tend to increase on transshipment and consequently compel traders to engage themselves in unethical business practices affecting ultimately the parents and the children. Textbooks even for Class I and II

are sold with a kind of guide at higher prices. The distribution system does not have any provisions for direct purchase of books from the Corporation as institutional orders. Nor is there an urge from the schools to pool up their demand for procurement and distribution to their children. The traders also complained about rechannelization of certain quantities of textbooks meant for free distribution through an organized trade network and sold to parents and children at almost double the price of face value. The traders also complained about the influence of spurious editions of textbooks which affect proper channelization and distribution of authentic textbooks to children. The primary reason for such a situation leading to alleged unethical trade practices is the delayed production and distribution of textbooks at the level of the Corporation as well as the five depots. The malady, it is reported, is quite acute throughout the State of Bihar and not confined to district Ranchi.

## **COMMUNITY PARTICIPATION AND MOBILISATION**

### **i) Village Education Committee**

12.46 The BEP is launched as a programme of the people. It seeks active participation of the people in the programme. In order to elicit the active participation of the people in the BEP programmes, the BEP has the scheme of Village Education Committee (VEC). The constitution of a VEC is initiated by the Block Education Officer (BEO). During the monthly meeting of the headmasters of the schools in the Block (Guru Goshti) the BEO instructs the Headmasters of the middle schools to constitute the VEC within a specified date. The Headmaster in turn is to go back to the village and hold the meeting of the villagers in order to select the members. Every revenue village is to have a VEC. The first VEC under the BEP was formed in the district in 1991. Upto now 1466 VECs have been constituted in the district. The Mukhiya of the revenue village is usually the President of the VEC. The headmaster of the middle school in the village is the ex-officio secretary of the VEC. Headmasters of all the primary schools in the revenue village are members of the VEC. Anganwadi workers, Sakhi of the Mahila Samakhya, and representatives of the voluntary agencies active in the village also are invited to be members of the VEC. In addition to them, there are representatives of the villagers in general on the VEC. There are also illiterates on the VEC as members.

12.47 The BEP organizes training programmes for the members of the VEC. The process of training was initiated with the arrival of a team of five resource persons from Patna for this purpose. These five persons trained 10 persons in the district for undertaking the training of the VEC members. This team of 15 resource persons went around the different blocks of the district for providing training to the VEC members. Nagpuri Kala Sangam, a voluntary agency, was given the responsibility of making the boarding and lodging of the VEC trainees. The training programme was residential and its duration was two days. Two members from a VEC was invited for the training. The total number of VEC members



trained so far in Ranchi district is 917.

12.48 The VEC is supposed to meet once a month. In this meeting the members discuss various issues related to the school and education of the children. The specific issues discussed in the meeting are enrolment and retention of children in school and infrastructure and other facilities for the school. The minutes of such meetings are forwarded to the district headquarters of the BEP through the block office. Often the minutes contain demand for construction of school building and repair of school building and sometimes also complaints about the absence of teachers.

12.49 An important function of the VEC is the supervision of the school, especially attendance of teachers and students. Often this is done through occasional visits of the school informally undertaken by the members of the VEC. Another function of the VEC is to obtain the contribution of the village community in the construction and repair of the school building. The experience so far is that there is very little contribution from the villagers in the form of money and materials. What comes through by way of contribution is the free labour of the villagers. One could find in a few villages extension or boundary wall of the school built entirely by the voluntary labour offered by the villagers. The villagers are reportedly too poor to offer anything else.

12.50 In some villages, where there are active members, the VEC is functioning very well. In others their existence is just on paper. They do not even hold the monthly meetings.

## **WOMEN DEVELOPMENT**

### **i) Coverage**

12.51 The cultural and linguistic variation of the target group was the principal criterion for selection of blocks in which MS activities were initiated. Murhu, Mander, and Chanho were the three blocks where the Mahila Samakhya programme was started. Murhu is a Mundari speaking area; in Mander, Uraon and Nagpuria or Sadari are spoken; in Chanho Nagpuri or Sadari is spoken in the main. In each block, 50 villages were taken up making a total of 150 villages. In these villages, a total of 128 Samoohs are functioning. There are 14 Sahyoginis (10 villages per sahyogini) and 230 trained Sakhis (against the norm of 2 Sakhis per village). The district core team has four members.

### **ii) Evolution and Functioning of the Mahila Samoohs**

12.52 To initiate the process of Samooh formation, the first step was establishing contacts with teachers, health workers, friends, relations and acquaintances in the identified villages. Village profiles were prepared and some common issues of concern (such as health, drinking water) were identified, and also some women with leadership qualities. Informal discussions were initiated with the village

women in 'Hats' (or weekly markets) and other places and later at the level of the block, an informal meeting was held. Sahyoginis were identified and appointed during this process. They initiated the process of samooch formation in the villages and the Samoochs chose their own Sakhis. The Samoochs meet weekly or every 10-15 days on a day and time determined by them. Agricultural seasons, and festival and marriage seasons, interrupt samooch meetings. In the initial phase, before women have consolidated the 'Samooch', the process in some cases has been hurried and some Samoochs have not been able to sustain themselves and have fizzled out (reducing the number of Samoochs to 128 in comparison to the initial target of 150).

12.53 While a number of issues taken up by the Samoochs appear to be common such as public distribution system, health, JRY contracts, there can be no generalization of the issues as each samooch has picked up its own local issues, and has its own dynamics. A number of Samoochs in Chanho have taken up the issue of forest protection and levy fines on defaulters. For weddings, wood and bamboo for making the mandap are allowed at a price which is added to the savings of the group. Illegal stone quarrying in Ganeshpur village (Chanho block) by Teli Sao from neighboring Hanhat village has been strongly resisted by the Samooch. Anti-alcohol drives have been taken up. A workshop has also been held on the issue in which the roots of the problem have been identified and Sahyoginis, Sakhis and samooch members have taken a pledge to desist from collecting and brewing mahua. Samoochs have intervened in the sale of Hanriya (brewed from Mahua) in the Haats. The samooch of Garmi village in Mandar block has obtained the JRY contract for construction of a check dam. The issue of rape has been taken up by two Samoochs of Mandar block in two different incidents. However, the Samoochs had the support of the village in both these instances. A number of Samoochs, in their everyday activities, have taken up the task of breaking communal myths.

12.54 The importance of this fact can hardly be over emphasized in view of the social structures of the villages already elaborated upon. A number of Samoochs have multiple religious-linguistic composition. In Baansjaari, Chanho block, Hameedan faces this formidable task for instance, as the samooch members are Muslims, Hindus, Christians, and Oraons.

12.55 Finding an appropriate meeting place for the samooch is a problem articulated by most samoochs. Some have taken up the construction of an 'Akhra' for the purpose.

### iii) Mahila Kuteer

12.56 In the rainy season, as the weather gets tough, there is a strong articulation of the need for kuteer construction. However, acquisition of land for the purpose is a difficult proposition, more so, in view of the existing laws that aim to save alienation of tribal land. Moreover, wherever land has been offered, it falls far short of the national norm. In other instances, where government has offered land, the quality is such that it is difficult to initiate construction.

#### iv) Primary Education and Mahila Samakhya

12.57 The Sahyoginis put in 6 working days of a month on school survey and supervision which contributed to enrolment increase. The samooths have discussed the issue of enrolment, retention, and dropout. The Sahyoginis constantly emphasize the importance of primary education for children and break myths that hinder the girl child's access to the formal school. In villages where there is MS, Sakhis are members of VEC and actively participate in its meetings. In villages where there is no MS, in contrast, even if there is a VEC, the community may be indifferent to the education of its children. It is difficult to elicit a response, from the women of such a village, about their attitudes to schooling of children. (In Tape village for instance, even when the community mechanisms fiercely protect forests, they firmly inhibit their children from going to school in Ukrid. Women do not respond to any queries.) It is important to highlight here that VECs are school based bodies, formed at the instance of the administration, whereas MS is a consolidated group of village women. Its activities are taking place in the heart of a village Akhra.

#### v) Jagjagi Centres

12.58 These centres have motivated women and girls to become literate. There are 17 Jagjagi centres in the district.

##### Jagjagi Centres at a Glance\*

	Numbers
Sahelis (Jagjagi instructors with NFE training)	38
Girls in Jagjagi Centre	87
Women in Jagjagi Centre	459
Boys in Jagjagi Centre	42
Only for Women Jagjagi Centre	10
Only for Girls Jagjagi Centre	1
Mixed Jagjagi Centre	6

\* Figures provided by District Core Team.

#### vi) Mahila Shikshan Kendra

12.59 In Garmi village of Mandar block, the Mahila Shikshan Kendra (MSK), a residential school aiming to impart education for 1-3 years has started functioning in a rented house. Each of the 27 students at the MSK carries within her a narrative of her experience of subordination and humiliation. Many are single women - widowed or deserted at an early age. There is a Muslim woman too. The age profile reveals that they are of 17-35 years age. Some are illiterate and some

dropouts. They have begun learning with NFE material. It is too early as yet to make out whether these are turning into nodal centres of women's empowerment. Teaching learning material is being developed with THREAD, a voluntary organization of Orissa.

#### **vii) Training**

12.60 There is a backlog in Sakhi training and in the second phase of sahyogini training. More important is the need for Samooh training. For the latter, participatory training is required with modules developed in interaction with the samoohs. The need for literacy of the samoohs must also be kept in mind. The workload on the core team for training is heavy and the trainer's team is not yet ready. Some rethinking of strategies is required in this direction.

#### **viii) MS and other Structures**

12.61 The autonomy and support enjoyed by MS vis-a-vis other components of BEP gave rise to certain misgivings. However, by now the other components incharge are fully appreciative of the MS processes. The programme enjoys the support of the district administration. It is at the level of the block, however, that conflicts between a programme of women's empowerment and patriarchal corrupt state structures becomes evident. The agriculture, forest, education, development, public works officials, owing responsibility for different departments at the level of the block, resist MS as empowerment means a definite check on them.

#### **ix) MS Steering Committee**

12.62 The district steering committee of MS has representatives from the local press, academicians, college teachers, doctors and writers. The committee is an advisory body at this level for MS. However, even though most of the members of the committee are important people with high level of achievement in their respective areas of activity, they are not oriented to MS as a different and special programme of empowerment for women. Also, as a strategy of maintaining low-key in the initial years, MS has not publicized its activities. The members of the steering Committee do not have a full view of the panorama of MS activities.

12.63 An active steering committee, with members hailing from various functional areas (the education, health, writers, activists associated with women's movement, NGO's) would only be an asset to the district units and through them, the samoohs of the district. Training conducted at the district level could draw inputs from these various functional areas. Demand fulfillment from the samoohs could slowly be fulfilled at the level of the district. Preparation of teaching learning material, for instance, for specific linguistic cultural communities is also an area where due to Jagjagi centres, an increasing need is being felt and this need could rightly be fulfilled at the district level. An active steering committee could provide MS a network of support in time of need.

## **x) Future MS Plans**

12.64 The workplan for the year 1994-95 proposes expansion in 80 villages of Mander, Chanho, and Murhu blocks, of which Mander will have a total coverage of MS. In addition, MS activities are proposed to be initiated in slum areas of Ranchi where the bane of urbanization and industrialization is evident. The dynamics of initiating and organizing MS activities will be different. The processes of Samooh formation and its consolidation as a strong group may face impediments of a different nature, arising from Samooh members being casual wage labourers in an urban industrial situation. Caste and communal cleavages threaten to compound the situation further. The problems rampant in the slums, as elaborately identified in the workplan, are not merely psychological but structural. Before initiating work in this area, it may be useful for the core team at the district to interact with groups that have worked with urban slums. Also, training capacity needs to be assessed before expansion in the three blocks and Ranchi urban area is undertaken. Even at present, there is a backlog in Sakhi training, and second phase of Sahyogini training, and the trainer's team of the district is not yet in place. There are no NGOs in the district working in the field of women's empowerment with which MS could network for training, thus increasing the burden of training on the district core team.

12.65 In addition, in the field of primary education, school survey and supervision are to be strengthened; VECs are to be strengthened with the participation of Sakhis and Sahyoginis; Sahyoginis are to help the teachers in the preparation of Baal-Panjis; bal-melas are to be organized to motivate the children to join schools, and samoohs are to be motivated and oriented in this direction.

## **UTILISATION OF FUNDS**

12.66 The total expenditure on BEP in Ranchi in the first three years of the project is to the extent of Rs. 5.7 crore. This works out to be about one fourth (26.4%) of the total expenditure of the state on BEP which is rather high. Annual expenditure during the three years has increased from Rs. 92 lakh in 1991-92 to Rs. 1.78 crore in 1992-93 and Rs. 3 crore in 1993-94 which is in keeping with the increased activity in each component. However, the total expenditure is only 33 per cent of the budgeted estimates for the three years of the project.

12.67 An analysis of the expenditure pattern reveals that more than 60 per cent of the expenditure is incurred on primary education. Non-formal education constitutes approximately 16 per cent of the total expenditure whereas the share on Management in the total expenditure is about 10 per cent. Expenditure on ECCE is less than 5 per cent.

12.68 Recurring expenditure constitutes 82 per cent of the total expenditure in Ranchi which implies that 18 per cent of the expenditure is non-recurring in nature. The year-wise distribution of recurring expenditure reveals that the highest priority has been accorded to training which constitutes 29.7 per cent of the total expenditure. This is followed by recurring expenditure on Primary

Education which forms about 19 per cent of the total recurring expenditure. This includes expenditure on salaries and educational materials including textbooks, stationary etc.

12.69 Percentage of expenditure on primary education has been decreasing over the years from 34.2 per cent in 1991-92 to 20.3 per cent in 1992-93 whereas percentage of expenditure on the NFE has been constantly increasing over the years indicating that non-formal education received greater importance over the years. In percentage terms, the expenditure increased from 4 per cent in 1991-92 to 17 per cent in 1992-93 and about 27 per cent in 1993-94. Expenditure on ECCE has also increased from a meagre 0.1 per cent in 1991-92 to about 8 per cent in 1993-94.

## **MANAGEMENT INFORMATION SYSTEMS**

12.70 In Ranchi district the process of setting up of MIS under the BEP started as far back as in December 1991. It was then decided to adopt the MIS developed under the project, **Computerisation of Primary Education (COPE)** developed jointly by NIEPA and DOE. The computer room in its present form was ready in March 1992. Simultaneously, training to Head /Senior Teachers was organised at the block headquarters in which details regarding the data capture format were discussed. Forms were printed at the district level and handed over to Block Education Officer in April 1992 the reference date for the data was March, 1991. The filled in proformae were collected back from the BEOs by April 1992. In August 1992, the data feeding was given to an outside agency which was completed in December 1992. In the meantime, development of MIS for NFE was undertaken by the BEP with the help of local NIC Office. It was then decided to revise the COPE data format. Three proformae, one each for schools, enrolment and teachers, were evolved in February 1993. For generating reports, two proformae, one each for dropouts and block level rankings (based on number of dropouts), were also developed. The revised proformae were discussed at the district headquarters. The meeting was attended by Deputy Development Commissioner, District Superintendent of Education, District Magistrate, District Education Officer, Formal Education Officer (BEP) and BEOs of the district. These proformae were printed (4000 copies) at the district headquarters on the basis of lowest quotations and were then handed over to BEOs who in turn distributed to Head/Senior teacher after discussing it in 'Guru Ghostis'. The BEP did not face any difficulty in getting the filled in proformae back and the same were collected within 2 months. The filled in proformae were verified by the Head/Senior Teacher. In addition, the DSE often sample checked the information on random basis. Since the BEP has no Data Entry Operator, the feeding work was undertaken by the Resource Person (Primary Education) who is also looking after MIS. The feeding was completed within a fortnight. In this process, the BEP developed MIS which provides information for all the institutions which is consolidated at block and district level. The Head/Senior Teacher was not given any honorarium but now it has been proposed to pay TA for filling up the proformae. The process is repeated twice a year with March 31 and September 30 as date of reference.

## **Coverage**

12.71 All the recognised basic, primary, middle schools, madrasas, sanskrit vidyalayas, private aided schools etc. are covered under the present MIS. The Mission is of the view that the present coverage could be expanded. Age grade matrix, repeaters etc. are some of the important variables which are needed at the block and district level and were available in the original COPE proforma. But they were taken out at the time of revision because it was thought that they would not be needed and hence would unnecessarily delay the collection. However, the repeaters are available in the school proforma but no statistics were available on repeaters in the documents provided to the Mission. At present mainly enrolment and dropout data (grade wise) are collected on regular basis. For collecting information on school building and other ancillary facilities available in school, as mentioned earlier, a school proforma has been in use but over a period of time this information is not available. The mission is of the view that the information is being collected on occasional basis. In the present MIS, data of finance is completely missing.

## **Infrastructure**

12.72 The Computer is located in a separate cabin prepared for the purpose. It has adequate furniture and working space.

## **Staff**

12.73 The MIS under BEP has only one Officer on part time basis who is also Resource Person (Formal Education ) and is appointed on a consolidated pay of Rs. 5,500/- per month. However, NIC provides all the possible help and assistance to BEP to overcome any difficulty. The present incumbent is not trained in computers and needs to be properly trained. At least a Programmer and a Data Entry Operator, exclusively for MIS work, may be appointed in the Computer Cell. The Mission is also of the view that the existing Computer Cell be renamed as Educational Management Information System (EMIS) Cell of BEP - EMIS Cell.

## **Hardware**

12.74 The District task force office has only one PC-XT and a dot matrix printer. These were acquired with the UNICEF assistance three years ago. Keeping in view the quantum of data, the Mission is of the view that the existing hardware facilities are not adequate especially when four years' data of the entire district have been accumulated. The Mission recommends that the hardware be upgraded in the Computer Cell. It is recommended that atleast one additional PC-386 with 4 MB RAM & 120 MB Hard Disk be provided. The Hardware are under annual maintenance contract with local HCL, but there are hardly any breakdowns.

## **Software**

12.75 The Software for MIS has been developed by the local NIC office and is developed in Foxbase. Other softwares such as, Lotus, HPG, WS etc. are in use in District BEP office but it appears that none of these are legal versions.

## **Dissemination**

12.76 The Mission was informed that the latest data available is for the year 1993-94 but no blockwise data for the year 1993-94 were provided to Mission. The Mission is of the view that dissemination of the data collected through MIS could be improved. As such, BEP has no publication of its own for data dissemination. One copy of the data is however also sent to Department of Education, Patna which in turn sends it to MHRD as a part of annual collection. The Computer Incharge also sends the copy of the report to DSE, Director (BEP), DDC, Commissioner and BEOs regularly. How MIS is utilised for planning, monitoring and evaluation purposes is not clear and visible. It appears and it seems that the main objective of MIS is only data collection. Any analysis is hardly carried out, even basic statistics such as enrolment ratio has not been computed and disseminated properly. The Mission after reviewing the district Work Plans is also of the view that in the planning exercises, the data generated at the block level have not been used adequately.

## **Budget and Contingency**

12.77 The Mission was informed that the annual budget for the Computer Cell is around Rs. 50,000/- p.a. but nowhere it is documented. The Mission is of the view that it is adequate for stationery, floppies, computer, ribbons etc.



**DISTRICT PROFILE : RANCHI**

<b>Population (1991)</b>	<b>Total</b>	<b>22.05 lakh</b>		
	<b>Male</b>	<b>11.44 lakh</b>	<b>SC</b>	<b>5.59%</b>
	<b>Female</b>	<b>10.61 lakh</b>	<b>ST</b>	<b>43.74%</b>

**Sex Ratio** 927/1000 Males  
**Density** 291/Sq.km.

<b>Literacy Rate (1991)</b>	<b>District</b>		<b>State</b>	
	Total	51.52%	Total	33%
	Male	65.12%	Male	52%
	Female	37.28%	Female	23%

**Number of Schools**

Primary	1463
Middle	419

**Enrolment (in lakh)**

	1991	1992	1993
Primary	2.21	0.41	2.62
Middle	2.36	0.43	2.79
Elementary	2.81	0.48	3.29

**Coverage**

Total Number of Blocks	20
Numer of Villages	2,036
ECCE	6 blocks
Non-formal Education	all the blocks
Mahila Samakhya	4 blocks

**Building**

Construction	8 blocks
Renovation	12 blocks

Table 1

**Stagewise Enrolment : Ranchi**

Year	I to V Classes			VI to VIII Classes			I to VIII Classes		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1991	128736	92414	221150	27177	13551	40728	155913	105965	261878
1992	135344	100752	236096	27879	15362	43241	163223	116114	279337
1993	144928	135796	280724	28152	19799	47951	173080	155595	328675
Growth Rate (%) 1991-93	6.10	21.22	12.67	1.78	20.87	8.51	5.36	21.18	12.03

Table 2

**Rate of Growth of Enrolment in First Phase of the 3 Blocks of Tamar, Angara and Bero**

	1991-92 to 1994-95	1993-94 to 1994-95
Boys	10%	17%
Girls	26%	44.5%
SC Girls	37%	88%
St Girls	33%	60%

Note : The first phase of 3 blocks of Tamar, Angara and Bero were taken as they began in 1991-92. The impact of environment building activities and the interventions in the formal system were most likely to be reflected there than the second phase which started later.

Table 3

## Grade I Enrolment and Drop-outs : Ranchi

Year	Boys		Girls		Total	
	Enrolment in Grade I	Drop-out from Grade I Next Yr.	Enrolment in Grade I	Drop-out from Grade I Next Yr.	Enrolment in Grade I	Drop-out from Grade I Next Yr.
1991	46616	21896 (46.97)*	35468	17198 (48.49)	82084	39094 (47.63)
1992	52146	23748 (45.54)	41362	19088 (46.15)	93508	42836 (45.81)
1993	57114	-	65993	-	123107	-

\* Percentage to Grade I enrolment.

Table 4

## Gradewise Enrolment and Retention Rate : Ranchi

Year	I	II	III	IV	V
1991	82084	40934	365999	32834	28699
1992	93508	42990	36833	32875	29890
1993	123107	50672	40845	34332	31768

## Retention Rate (in percentage)

## Total

1991-92	100.00	52.37	89.98	89.82	91.03
1992-93	100.00	54.19	95.01	93.21	96.63

## Girls

1991-92	100.00	51.51	89.79	90.38	90.42
1992-93	100.00	53.85	104.08*	95.56	101.47*

\* data not reliable.

Table 5

**Percentage of Girls Enrolment to Total Enrolment : Ranchi**

Year	Primary Classes	Middle Classes	Elementary Classes
1991	41.79	33.27	40.46
1992	42.67	35.53	41.57
1993	48.37	41.29	47.34
1994	-	-	41.92

Table 6

**Proportion of Enrolment by Sex in 6 BEP Blocks to Total Enrolment in Ranchi District**

	1991-92	1994-95
Boys	26%	28%
Girls	24%	26%

Table 7

**Average Attendance\***

	1992	1993	1994-95
Standard I	52%	40%	52%
Standard II	64%	37%	65%
Standard III	62%	38%	71%
Standard IV	65%	44%	73%

\* : based on 9 schools.

Note :The 1993 figures, according to Arif Hassan, based on a sample of 25 elementary schools are low because they were collected during the rainy season. The 1994 figures refer to the 9 schools the Mission Team visited, which are closer to the 1992 figures.

Table 8

**Year-wise Training of Teachers : Ranchi**

Year/Duration	10 days	11 days
1991-92	103	69
1992-93	345	355
1993-94	352	292

Table 9

**Status of Teachers Training in Ranchi**

Blocks	No. of Schools	No. of Teachers	Teachers Trained
Bedo	103	306	306 (100%)
Angada	99	175	175 (100%)
Rania	64	89	89 (100%)
Mander	60	202	146 (100%)
Ormanjhi	59	193	-
Tamarah	-	345	-

Table 10

**Funds Utilization for 1993-94**

(Rs. in Thousand)

	1993-94	1992-93	1991-92	Total
1 Management Expenditure				
Non-Recurring	97	431	722	1250
Recurring	2125	1459	842	4426
Other Recurring	56	26	113	195
Total Management	2278	1916	1677	5871
2 Primary Education				
Non-Recurring	9066	0	0	9066
Recurring	6916	4523	120	11559
Training	4281	6751	2889	13921
Total Primary	20263	11274	3009	34546
3 Non-formal Education				
4 Literacy	0	645	3662	4307
5 ECCE	1601	928	5	2534
6 Culture, Communication etc.	194	0	454	648
7 Women Development	329	43	0	372
8 Support for NGOs/others	0	13	0	13
Total (Recurring + Non-Recurring)	30251	17787	9166	57204
Total (Recurring)	21088	17356	8444	46888

Table 11

## Percentage Distribution of Recurring Expenditure

	1993-94	1992-93	1991-92	Total
1 Management Expenditure				
Recurring	10.1	8.4	10.0	9.4
Other Recurring	0.3	0.1	1.3	0.4
2 Primary Education	0.0	0.0	0.0	0.0
Recurring	32.8	26.1	1.4	24.7
Training	20.3	38.9	34.2	29.7
3 Non-formal Education	26.5	17.1	4.3	19.0
4 Literacy	0.0	3.7	43.4	9.2
5 ECCE	7.6	5.3	0.1	5.4
6 Culture, Communication etc.	0.9	0.0	5.4	1.4
7 Women Development	1.6	0.2	0.0	0.8
8 Support for NGOs/others	0.0	0.1	0.0	0.0

Table 12

## Componentwise Coverage of BEP in Blocks

	ECCE	NFE	VILLAGE UNDER TLC	MS	CONST. BULDG.	SCHOOL BULDG. REPAIR	LIBRARY	SCIENCE KITS
Bedo	40	150	144	-	7	10	95	95
Mander	-	60	56	50	3	3	61	61
Angala	20	90	87	-	-	1	98	98
Ormanjhi	10	100	85	-	-	-	59	59
Rania	-	60	21	-	12	-	59	59
Tamar	30	100	83	-	8	17	101	101
Kanke	10	50	89	-	-	9	-	1
Chanho	-	17	30	50	1	1	-	-
Budhhu	-	23	43	-	-	1	-	-
Ratu	-	20	63	-	1	9	-	-
Lapong	-	10	45	-	-	-	-	-
Silly	-	40	70	-	-	1	-	-
Namkum	-	30	58	-	-	-	-	-
Khooti	-	44	110	-	-	-	-	-
Murhu	-	16	78	60	-	-	-	-
Karra	-	30	58	-	-	-	-	-
Akdi	-	10	46	-	-	11	-	-
Thorpa	-	10	55	-	1	11	-	-
Sonahatu	10	20	20	36	-	-	-	-
Bundu	-	20	52	-	-	-	-	-
Ranchi	-	100	-	-	3	11	-	-



## FIELD BASED OBSERVATIONS

### ECCE

12.78 The general feedback on the anganwadi programme from the community was not very encouraging. The various constraints under which the functionaries work were also to some extent responsible for the situation viz :

- i) The workers had not been paid their honorarium for a whole year and had received it all in lumpsum only in March 1994.
- ii) There was frequent interruption of the supply of the CARE nutritional supplement which the ICDS functionaries attribute to be the main cause of low participation of children.
- iii) The accommodation rented/selected by the AWWs is generally their own mud hut which is highly inadequate for conducting any programme with children. It can in most cases accommodate not even 40 children at a time.
- iv) The AWW's have to themselves arrange to collect the nutritional supplement from the CDPO's office for this purpose or for the sectoral meeting conducted every month at the CDPO office they do not get any conveyance allowance.
- v) The supervision, particularly in the villages in the interior away from main road, is very negligible.
- vi) The workers, although trained, do not give much significance to the preschool education component and associate it, in the best of cases, with merely a song and a story!
- vii) There is a dearth of play materials or material for preparation of learning aids in the AWWs and for the AWW does not get any contingency either.

### ECE Centres

12.79 Of the four centres visited, three of the 'CHHAWA AKRA DIDIS' or workers were found to be very enthusiastic and active and given the right kind of guidance could conduct a fairly good programme with the children. The centres are generally run under a tree in open space which, although pictures becomes a major constraint. Although materials are provided they do not seem to be able to use them very frequently with the children since they have to be carried to the location every time from the home.

12.80 Judging from the programme and activities of the centres visited, and discussions with their management personnel (the NGO) the centres certainly have the potential to be developed into effective ECE programmes. Their daily

programme needs to be structured further to make it more balanced, and with the kind of facility available to them in terms of raw material, they can be guided to prepare a larger variety of learning materials for children. A very creditable aspect of the BEP programme in these centres is the generation of many rhymes and stories developed by the workers and supervisors themselves in the local dialects as well as pertaining to the local environment. These were being used in the centres that were visited. Given the necessary guidance, they could also develop local-specific cognitive and language material for the children especially to help them to bridge the gap between the local and standard languages.

### **Primary Education**

12.81 In many of the schools that the Mission visited, the classes were simply not adequate to accommodate the large number of children present. This was especially in Grade I where in some classes there was simply no room for the teacher to move around the classroom. Moreover, there were substantial numbers of pre-primary children (Bal Varg) to be seen accommodated in the verandah or even in the overcrowded classrooms. These classrooms were simply not capable of taking on the additional children that had been enrolled.

12.82 The problem of overcrowded classes is due to the fact that in Bihar not a single new school has been opened since the late eighties. This problem will have to be tackled soon as it has various adverse consequence for children and their development. In this connection, it should be noted that one of the more active VEC members noted that though some children were not enrolled in his village, any further efforts in this direction should not be undertaken as the existing school building could not accommodate even its present enrolment.

#### **(a) Adverse Teacher-Pupil Ratios and their impact on Teaching/Learning**

12.83 The Mission also observed that often in a single room a teacher was teaching more than one standard, and was not equipped with the teaching skills nor the educational materials needed to teach multi-grade classes.

12.84 The considerable achievement of the BEP project to enrol more children has been somewhat vitiated by the inability of the Bihar Government to recruit more teachers on the scale that is required. In Ranchi district, the teacher-pupil ratio in stds I-V has deteriorated from 1:53 to 1:67. The undesirable impact of this high teacher-pupil ratio is certainly noticeable in the schools that the Mission visited in Ranchi. Teachers, especially in Grade I were having to control classes of 60-100 or more students. Not much teaching or learning can be transacted, as teachers are paying more attention to controlling children. The situation is further exacerbated by the fact that large numbers of children are being accommodated in classes meant for 40 students.

12.85 The Bihar Government teacher-pupil norm is 1:40. The teacher-pupil ratio in Ranchi far exceeds it. Moreover, it should be noted that the 1:40 norm is on the high side, but at best can be acceptable when teachers are teaching only one

standard. It is unacceptable if teachers are to teach multi-grade classes in a single classroom, especially in the absence of training and supplementary educational materials which can equip teachers to function effectively.

12.86 Moreover, the situation at the ground level was exacerbated by the fact that at least one or more teachers were not present in all the schools that the Review Mission team visited because of work connected with elections, administrative and personal reasons. However, observations of the team indicated that the situation was not as bad as the adverse teacher-pupil ratios suggest since it is computed on the basis of the enrolment data. Ironically since large numbers of children do not attend, the actual teacher-pupil ratios are lower - a case of one deficiency of the system compensating for the other!

**(b) Schools/Physical Facilities/Class Room Environment**

12.87 BEP has constructed and repaired a number of schools. Clearly it is important that school buildings be provided to provide the necessary physical environment for learning. In one school that was visited in which over a hundred children were studying in a courtyard, it was pathetic to see many children sitting in the open without any shade and then being drenched by a sudden shower. As the teachers explained, many children fell ill as a result of this exposure.

**(c) Drab And Inappropriately Designed Classrooms**

12.88 The schools that we visited had classrooms but were generally drab and unimaginatively constructed. The classrooms themselves were not constructed with young children and their learning in view. Often they were dark and had not been painted for a long time. None of them had cupboards. Storing educational aids, kits and library books in the Principal's office, if it exists, is not conducive to the regular use of such materials in the classroom.

12.89 Very few of the schools that were visited had toilets and urinals. Some had drinking water facilities but in a few cases the handpump was not functioning.

**(d) Unimaginative Use of Classroom Walls**

12.90 The walls of the classrooms that we observed were generally bare with the occasional chart thrown in for relief. The concept of displaying children's work on the classroom walls does not exist despite the fact that paper is not in short supply.

**(e) More Serviceable Blackboards Required**

12.91 Blackboards of various sizes were seen in classrooms. Some of them were too small for the class as a whole and in a few cases no longer serviceable. There was at best only one blackboard in each classroom. If teachers are to attempt multi-grade teaching, they need more than one blackboard in the class room to function effectively. In fact especially in the lower primary standards, blackboards

need to cover entire walls and should be low enough for young children to use. The need to upgrade the quality of blackboards cannot be underestimated as often it was difficult to write legibly on their grayish white surfaces.

#### **(f) Kits And Library Books Available But Not Used**

12.92 The BEP provides a free set of textbooks and related materials like a school bag and exercise books, etc. to all girls and SC and ST boys. It was not possible to do a systematic assessment of the proportion of student beneficiaries actually having and utilising the materials provided to them. Teachers were provided various kits like science and mathematics kits. These kits were not being used in the schools that were visited as they had been provided only in the very recent past.

12.93 Library books were also provided by BEP to every school. These were not seen being used by children in our visits. They are, like most other materials, stored in the office room or in the residence of the headmaster or teacher. As mentioned before, if educational equipment and library books are to be used by teachers and children, all class rooms need cupboards so that these materials can be easily accessible.

12.94 Almost the entire set of library books is meant for students of Stds. III-V. This set has been provided to all BEP schools and the book titles have been selected by teachers and others. The selection reflects the view, made explicit in discussions with BEP Ranchi officials, that younger children do not require books to read as their reading skills have not developed adequately. This reflects a rather limited understanding of what young children can do with books apart from reading, as well as the reading interests and abilities of children in Stds. I and II. In this connection, the team did not come across a single teacher reading a story from the set of library books, perhaps indicating that this is not a widely prevalent practice.

#### **(g) Poor Standards of Learning**

12.95 In many of the schools that were visited, children were given short oral or written tests to ascertain roughly their levels of learning. The tests covered skills in language and mathematics that children were expected to master and covered both the early and upper primary standards. The test results indicated that large numbers of children were learning very little of what was expected.

12.96 This was true of children in all classes. In Std.I, for example, children were being taught to add double digits. The testing, however, indicated that they were for the most part unable to recognise single digit numerals. In Class 3, some children were not able to read at all. In Class V, children were unable to answer questions directly concerning multiplication tables upto 12, even though the tables were written on the blackboard.

12.97 These extremely poor standards of learning can in part be accounted for by the lack of adequate and overcrowded classrooms high teacher-pupil ratios, multi-grade classes, lack of text books and physical amenities, etc. All of these aspects of schooling need to be addressed, and will create the conditions for learning. But unless these changes are made concurrently with a sustained improvement in teaching practice, there will be no significant impact on the quality of learning.

#### **(h) Teaching/Learning Hindi : The Consequences of An Inappropriate Pedagogy For Young Children**

12.98 The teaching of language (Hindi) in the primary grades was for the most part confined to transacting the textbook with the occasional use of the blackboard. The transaction of the text book for teaching language in Sd.I, for example, involved either the teacher or the best readers in class reading from the textbook and the entire class following in unison. Instead of stringing words into sentences, often each letter of the word was read separately (eg. the sentence "The dog barked" would be read in its Hindi equivalent as T for tap, h for hat, e for elephant, the; d for desk, o for orange, g for goat, and so on"). After each letter and the accompanying word beginning with this letter was read out by the star students or teacher, the entire class would repeat the same loudly in union.

12.99 One can imagine that reading in this manner, a child can get to the end of the word, leave alone a sentence, and not derive any meaning from what he or she has read. Moreover, many students were merely mechanically reproducing the sounds they heard giving the impression that they were able to read the letters. It is this type of teaching and similar practices which completely overlooks the importance of meaning for beginning readers that underlies the terribly low standards of reading in Std.I and subsequent grades. In the section on tribal children the special problems that tribal children face on learning Hindi will be discussed.

12.100 Similarly there is little or no effort to teach children to communicate when they are writing. Moreover, there seems to have been very little penmanship practiced, as reflected in the small illegible letters that was the norm for students' written work in the schools that we visited.

#### **(i) Primary Mathematics Pedagogy Not Understood By Teachers**

12.101 As for mathematics, a similar mechanical pedagogy was evident with the entire class involved repeating loudly whatever was said by teachers or star students. Any concrete materials that could be used by children and teacher to understand or demonstrate fundamental concepts were conspicuous by their absence. Even the "no cost" educational aids like sticks, stones and leaves were not being used. What was being transacted was the mathematics textbook and nothing but the mathematics textbook.

12.102 In mathematics, the teaching of multiplication tables exemplified inappropriate pedagogical practices. Multiplication tables are being taught right from Std.I to upper primary standards when they should be begun only in Std.III. In fact, one teacher was teaching the multiplication tables by rote before children could add single digit numerals. There was no concept of the appropriate sequence of teaching mathematics skills. Moreover, the reciting of mathematics tables by the entire class seemed to serve the function of a 'filler' and keeping children occupied. But though these tables are taught mechanically from the earliest Standards, children in Std. V in one school were unable to answer simple questions like  $8 \times 3$ ,  $7 \times 5$ , though all the tables were written on the board.

**(j) Ineffective Evaluation System**

12.103 The make matters worse that teachers were unaware that large numbers of children were hardly learning anything nor what children were capable of doing. In this connection, there is an evaluation system in place of which the most important test is the final examination. The team was informed that monthly tests were given but no records seemed to have been kept of them. The results of the half-yearly test and final examinations are kept in a register, but were kept classwise. In other words, no systematic record of a child's academic record is kept as he or she progresses from one standard to another. Beyond using the final examination results only to ascertain whether to promote a child or not, it was obvious that all testing in the system was merely being routinely carried out. There was no understanding that test results had implications for students, teachers and parents which needed to be considered.

**(k) Classroom Implementation Does Not Reflect Training**

12.104 Besides their pre-service training, the DIET at Ranchi had provided 716 teachers with the two phases of 11 days and 10 days training. Many teachers had also been provided with first phase training. In our school visits, we came across in most schools at least one or more teachers who had completed either one or both phases of training.

12.105 However, classroom implementation did not reflect any visible gains from their training. Given the uniformity in teaching practice that were observed in the schools that were visited, it was not possible to differentiate between the DIET trained teachers and the others. The trained teachers were not able to point out to any differences in their teaching practices nor were they utilising any of the limited educational aids that they had made in their training.

12.106 In part, this divorce between training and classroom implementation, which is an all-India phenomenon, stems from the general understanding that while everybody views training as good and necessary, there is no necessary link between it and subsequent classroom practice.

## **Education of Girls and ST Children**

12.107 In the original 1990 BEP policy document, it was understood that ensuring girls were enrolled would not be enough. Both changes within the schools and supportive services would be required to ensure that girls can attend regularly and prosecute a gender appropriate course of studies satisfactorily.

12.108 In this connection BEP Ranchi has focussed on enrolment of girls as well as providing free textbooks and other educational materials to them. However, it has neither in the formal system of education nor in the NFE centres made any other special efforts to ensure that they are retained in school. No specific activities have been initiated to revise the curriculum or the training of teachers to incorporate gender issues.

## **Scheduled Tribes**

12.109 In Ranchi, Scheduled Tribes compose 44% of the population and in rural Ranchi this figure rises to 55%. Of the five main tribal groups, the Mundari and Oraon tribes are the dominant groups.

12.110 While Nagpuri is the local language in Ranchi, the tribal groups speak their own distinct non-Aryan languages with grammars and vocabulary distinct from Hindi. However, while the tribal children are being increasingly enrolled in schools, nothing significant has been attempted to ease the transition between home and school. The first and dominant language of instruction is Hindi which is often incomprehensible to the young tribal child entering Std. I. Much of the allegedly slower comprehension rates of tribal children has to do with the silence that they are assigned to in the classrooms as they attempt to deal with both hearing and speaking Hindi, as well as simultaneously reading Hindi textbooks, whose content do not reflect their lives. This is demoralising for both children and teachers as both attempt to cope with the demands of learning and teaching. This alien environment of the schools is likely to be the dominant school-related factor accounting for the high rates of dropout among Scheduled Tribe children.

12.111 In the visit to Ranchi rural schools young children in Std. I were barely able to recognise the Hindi alphabet and were at best extremely hesitant readers of their books. In the few schools that were visited at Vaishali, which does not have a Scheduled Tribe population, the impression was that though the standards here too were low, the younger children were comparatively more fluent readers and had a better understanding of what they were reading. This however needs further exploration.

12.112 While DIET Ranchi is attempting to sensitise teachers to the educational needs of young tribal children, much more needs to be done. Some bridge materials need to be developed at least in the main tribal languages as a start. This should form part of a more comprehensive effort to ensure an appropriate and relevant education for tribal children of which the need to master Hindi will form an important component.

## NON-FORMAL EDUCATION

12.113 Three NFE centres were visited: Qureshi Mohalla (urban), Parchuttu in Kanke Block and one in Ormanjhi Block. The first one is run by the Ranchi Regional Development Authority while the other two are run by voluntary agencies.

12.114 All three centres appeared to be running well, given the constraints, and some amount of teaching-learning was definitely evident. The first centre was in a Mushair habitation and was meant exclusively for girls since they were not permitted to go out of that area and attend school. About 30-32 girls were present ranging from 6 to 14 years. The instructor was also a lady. The centre runs from 4 to 6 p.m. daily. The second centre had about 30 children while the third one had almost 50 children, both boys and girls. These run from 6 to 8 p.m. and 6 to 8 p.m. respectively. The instructors were in both cases local young men who had studied up to B.Com/B.A., and one had a provisions shop while the other was getting training as a health worker. The instructors in all three cases showed enthusiasm and involvement in their work as was evident also from the fact that children had picked up the simpler competencies related to reading, writing and mathematics. The possibility of their mastering competencies up to class 5 within a period of two years did not however seem very realistic. An evaluation done at the district level also indicates that 34% of the children had scored over 60%, 26.94% between 40 to 60%, 19.94% between 30 to 40% and 19.12% below 30% by the end of year. The teaching methodology was in all cases traditional. It was also observed that some children from the primary school came in too for getting some help in their school work, as well as since the centre had some provision for light.

12.115 The constraints that characterize this programme are tremendous. All three centres lacked adequate space. The first one was run in an open space outside the instructor's house, which was not even level ground! The children could not even sit comfortably in a semi-circle. The second centre was in a shed made available by the community, which was relatively larger but still not large enough for much movement while the third one in a long enclosed verandah was cramped beyond imagination.

12.116 The space problem is compounded by the problem of inadequate light particularly in the latter two centres which run latter in the evening. These were more representative of the typical NFE centres in Ranchi. With two to three lanterns in a totally dark room it was difficult even to see all children leave alone read, write and see what is given on the blackboard. It was definitely a punishment for the eyes and a cause for concern - literacy at what cost?

12.117 The materials supplied did not seem to reach on time/regularly and therefore the distribution system needs streamlining. In one centre blackboard was supplied in January 94 while the centre had been running since June 93. The third and fourth part of the primers were also not yet available although some centres had completed 2 years. The instructor's honorarium is likewise also not



paid regularly in many cases.

12.118 A noticeable observation in all centres was that despite the children being at different levels in terms of learning competencies they were all taught in one group uniformly. The concept of working in small groups is not evident at all. The training component therefore needs further strengthening.

12.119 The children, who are predominantly SC/ST come to the centre speaking local dialects/tribal language and, as one instructor mentioned, he had to spend almost a year familiarizing them with standard Hindi!

12.120 About 4-5 children from each of these centres were reported to have been helped to migrate to the primary school. The numbers however are very small. In addition to these centres, a "Jagjagi Kendra" was also visited which had a larger enrolment of women than girls. This is run by the Mahila Samakhya and has an active 'Saheli' who manages it.

12.121 A meeting was held with the management personnel of the various NGOs running the NFE programme. It was observed that they generally lacked adequate knowledge and sensitivity to the pedagogical aspects of NFE. They themselves admitted the need for some sound guidance in this area.

12.122 The Director of DIET is coordinating the training component in the District Task Force. He is a well experienced retired person but does not have relevant experience of conducting or managing training or capacity building. He is a good administrator. The visit to the DIET revealed that there were not much teaching-learning materials prepared by participants on display. The classrooms were not exemplary for teachers. There is enough space in the building and when the new building is made available it will have luxurious space for classes, laboratories etc. Library is well equipped.

12.123 To achieve a greater coverage of training of teachers, two DIET sub-centres one at Bundu and another at Torpa are proposed to be started. At both these sub-centres only phase I training programme was proposed to be conducted. At Torpa 245 and at Bundu 490 teachers are proposed to be trained. During 1994-95 seven new blocks viz., Karra, Ratu, Chanho, Lapung, Murhu, Torpa and Bundu blocks are proposed to be included in the project. The mission was informed that the proposed DIET sub-centres cannot be started because of non-availability of sites. The plan has proposed to appoint some resource persons from amongst high school teachers to conduct courses at the proposed sub-centres. The appointment of high school teachers as resource persons is not desirable since they do not have relevant experience. Mission recommends that strong primary school teachers be appointed as resource persons.

**12.124** Following training courses are proposed to be held at DIET Ratu during 1994-95 :

Category	Target	No. of courses
Teachers Phase I 10 day course	1260	28
Teachers Phase II 11 day course	1285	14
Head teachers 5 day course	160	4
Inspectors 5 day course	40	2
Pre-service 1 year	50	1

12.125 A close look at the plan further indicates that for the month of June alone courses for 26 days are planned which is too difficult to organize. This is unrealistic planning. This will result in fatigue of staff thereby affecting the quality of courses.

12.126 It has been proposed that the course for Head teachers and inspectors will cover MLLs, Lesson plans and unit tests. These topics are of course relevant but the course for Inspectors should also lay emphasis on developing classroom observation skills and providing feedback to teachers on the basis of analysis of observations. The course should also emphasise how supervisors can provide professional support to teachers.

12.127 There is a proposal to train some identified teachers in either science or maths or language for 3 days. A training programme of 3 day duration specifically when it focusses on developing subject competency is not enough. There is however no proper justification for this course. Since 21 day course for teachers is residential, such teachers may be identified earlier and given individual assignments during the 21 day course. Plans for 3 day training be dropped. In the annual plan though the course has been proposed for 3 days but all the financial requirements (page 114) have been calculated on 2 days basis.

12.128 The district plan states that by March 1994, some 25,000 teachers will be posted in the state out of which Ranchi district will get about 700 teachers. Since about 200 of these teachers may be untrained, a proposal to start one year pre-service course for 50 appointed teachers has been made. It is recommended that BEP work with all those institutions which will design curriculum for this pre service course to ensure that the course lay emphasis on class room practice by participants and include elements such as gender sensitization, community participation, Mahila Samakhya and active learning techniques.

12.129 The visit to schools was disappointing. After the training the teachers were involving the community through the VEC in school matters. They were making conscious efforts to increase enrolment by visiting parents. There was however negligible impact of the training on the classroom interaction techniques. Teachers were using the old rote learning techniques. In few schools, where teachers were trained as far back as 1991, the learning materials were supplied

for the first time in July 4, 1994. In three years many teachers must have even forgotten the new technique since they did not practice the same in the absence of materials.

12.130 Teachers mentioned that they were not receiving any professional support from their BEO. The mission learnt that due to transfers many BEOs are not trained and they do not have relevant primary school experience since they are promoted from the cadre of a head teacher of a middle/high school.

12.131 There was no opportunity to visit a GURU GOSHATHI. The discussions held with the BEOs, Head teachers of middle schools and school teachers revealed that GURU GOSHATHI have in fact started where some academic discussions take place but these Goshtis do not help teachers to solve their professional problems. It is more of talk by authority to teachers. In some places demonstration lessons are also organised for teachers on some difficult topics.

## **TEXT BOOK PRODUCTION AND DISTRIBUTION**

12.132 The field visits to select Primary Schools, NFE centres, and discussions with teachers, Headmasters, Parents, Children, VEC members etc. revealed the following general picture :

- By and large most of the children of formal and non-formal systems had text books in their possession with a few exceptions.
- The condition of textbooks however were found somewhat odd. A good number of books were fresh, not even thumbed, and good many books were found to be old, torn and soiled. A few children were holding just about 8 pages of a textbook pulled out at random. This was the general scenario predominantly among class I and class II children.
- The schools did not have a system of Book Bank to take care of children who had no textbooks.
- Over 50% of the children did not receive exercise books, bags and pencils. It was reported that supplies were yet to reach schools in some cases and in some others, they seem to have been received as recently as 4th July 94 and are awaiting distribution.
- Some children were found to have slates very old, totally rusted, and rendered impossible to write on. Some of the children did not have chalk-pencils to write on their slates.
- The position in regard to children belonging to Classes III-V were found somewhat better.

- Some schools did not receive any of the teaching aid kits till the time of the visit by the Mission. Some schools received 1-2 kits and a few others informed that they were yet to collect the available kits from the BDO. No one seem to have received any Sports Kit. The teachers and Headmasters appeared to be ignorant about these free packages.
- Some schools were found to have collections of charts and kits in the Headmaster's Office, but found to lie unutilised. It was reported that some kits had become unusable.
- One of the schools which had recently received a package of Library Books (124) did not appear to be interested in putting them to good use. The bundles were found intact, locked inside the trunk. On glancing through these books it was noticed that very few titles were pertinent to Class I - V children.

12.133 Some of the sports items identified may be inappropriate and functionally unfit. As for instance, the Hockey sticks and balls as already purchased conform to senior grade specifications. Children of class I-V should not be using such heavy sticks and heavy balls. The District should have procured junior grade Hockey sticks and balls (preferably softer core balls) which do not cause injuries and inconvenience the children. There is sufficient room to give serious consideration to this matter and provide the right sports materials to the children.

## XIII SITAMARHI

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### Introduction

13.1 Sitamarhi district is located in North Bihar with a predominantly rainfed agrarian based economy. It is a 'backward' district with a very low degree of urbanisation and industrialisation is almost lacking. More than 60% of the families in Sitamarhi district have been classified as below the poverty line. The district had a population of 23,89,185 persons as per the 1991 census (see Table 1) which includes 12,68,469 males (i.e. 53.1 per cent) and 11,20,716 females (i.e. 46.9 per cent). The percentage of population belonging to scheduled caste was about 13.68 while the population of scheduled tribes is negligible in Sitamarhi.

13.2 The district is not only economically backward but is also educationally backward. The total literacy rate of Sitamarhi (22.9 per cent) is far below the literacy rate of Bihar (see Table 1). The female literacy which is as low as 12.5 per cent. However, owing to its high population density of 904 people per square kilometre, more than 98% of its 1563 habitations were served by a school. According to the Fifth All India Educational Survey, in 1986 only 29 habitations in the entire Sitamarhi district were not served by a primary school within a walking distance of one kilometre. This coverage is higher than all other BEP districts.

13.3 The latest data (April 1994) show that the district has 1,194 primary and 309 middle schools. Only 8.4 per cent primary and 3.2 per cent middle schools were buildingless while 4.4 per cent primary and 1.6 per cent middle schools are categorised as landless (see Table 2). The Mission was informed that all the schools in the district had at least two teachers. There were 5,192 teachers in position in the district by April 1994 as against the sanctioned posts of 5,7114 which shows that 522 posts (or about 9 per cent) were lying vacant (see Table 3). A notable feature (as can be seen in Table 2 and 3) of the district is that the number of primary schools as well as number of teachers in position have decreased in the last two years.

13.4 The number of children enrolled in primary and middle schools in April 1994 was 3,24,232 which is about 66.7 per cent of total 6-14 years age children in the district. The coverage was 71.5 per cent for boys and 59.1 per cent for girls. It is heartening to note that the coverage was better among scheduled castes where 83.2 per cent boys and 67.9 per cent girls of 6-14 age group were in schools. Over the last two years the coverage has tremendously increased (see Table 44).

## **PROJECT STRATEGY : PLANNING, MANAGEMENT AND IMPLEMENTATION PROCESSES**

13.5 BEP was started in Sitamarhi in 1992-93 with a number of activities including :

1. School building construction and repair
2. Distribution of educational kits including textbooks
3. Provision of school furniture and blackboard
4. Training of teachers
5. Formation of Mahila Samoohs

### **Planning**

13.6 The district has made perspective plan to achieve the target of UPE by 1997 in all the blocks of the district. The work plan 1994-95 presented for the district envisages that by 1994-95 universal enrolment will be achieved in one block, by 1995-96 in another 7 blocks and by 1996-97 it will be achieved in all the 18 blocks of the district.

13.7 The 1994-95 workplan presents year-wise target of enrolments separately for boys and girls. It shows that the target of enrolment for 1996-97 is 2.71 lakh boys and 2.27 lakh girls. But it doesn't give any idea of how these targets have been fixed.

13.8 The year-wise enrolment targets have of course been given but it is total enrolment for the years and there is no idea of how much additional enrolment is to be done each year. It seems that target fixation exercise does not consider the relevant age-group population projection for the forthcoming years. This complicates the planning for extra schools to be opened, teachers to be appointed and infrastructure to be given.

13.9 For achieving UPE, universal enrolment is only one part but from the 1994-95 District work plan document one gets the idea that UPE is only universal enrolment. Though the document casually mentions that dropouts have been reduced from 18% in 1992 to 11% in 1994 but this calculation is done only by subtracting number of children appearing in examination in a year from those enrolled in the beginning of that year. The enrolment figures presented for years 1991 to 1994 show that from 1991 to 1994 more than 50 percent children dropped out of the system before reaching class IV.

13.10 The district team of BEP at Sitamarhi is not well versed with appropriate procedure of calculating dropout rates and that is perhaps the reason that no targets have been fixed for reducing the dropouts on yearly basis.

13.11 The universal access which includes the availability of schools to all children within a certain walking distance and availability of appropriate number of teachers, infrastructure etc. is another important component of UPE. On this aspect also no mention has been made in the document for giving access to all and setting targets for it.

13.12 According to the document "Sitamarhi BEP : A Brochure" the planning process began with action plans which were formulated by steering committees based on data collected from relevant sources. Proposals from various bodies like VECs and Mahila Samakhyas were also incorporated in their respective steering committee drafts, and discussed in District Task Force Meetings. The revised draft was finally discussed and approved in the District Executive Committee.

## Management

13.13 The management structure of Sitamarhi BEP at the district level is the same as in other BEP districts. Here also the District Executive committee is the decision making body which is headed by the D.M., who is Ex-officio Chairman, and the D.C.C., who is Ex-officio District Programme Coordinator. There are 12 members which include officials as well as non-officials who are actively engaged in the field of education.

13.14 In Sitamarhi the D.D.C. in the capacity of District Programme Coordinator is the Chairman of District Task Force which has 11 more members who are all incharge of various components in the BEP district team. In addition to this, there are steering committees for each of the 6 components : Primary formal education (25 members), NFE (8 members), Training (16 members), Mahila Samakhya (11 members), Culture, Communication and continuing education (12 members) and ECCE (8 members).

13.15 The district Management team's work has been supported by the Mahila Samkhya staff and the members of the 120 Mahila Samoohs. Also helping are the 640 Village Education Committees already working in the district to look after primary education at the grassroot level.

13.16 The district office is staffed by 18 persons who look after the administrative affairs of BEP in the district. This includes accounts staff (5 person), Stenos (3) Typist (1), Assistant (1), Peons (4) and Drivers (4). For academic affairs there is a staff of nine persons who look after various components.

## Implementation Processes

13.17 Community involvement has been the key element of the BEP strategy. In Sitamarhi, the VECs and Mahila Samoohs have been actively engaged in various aspects of the BEP Programme whose specific contribution will be discussed later in this report. In addition, various members of the community have been involved at village, block and district levels in various capacities in the implementation of the project.

### Project Coverage At A Glance

Category	Numbers schools covered	Number of Block covered	Comments
1	2	3	4
Formal Primary Education	640 focus Schools which includes 100 MLL schools	16 of 18 blocks	Not all schools in 16 blocks are focus schools, though all schools have been provided some BEP inputs.
NFE	106- 30 run by Vol. Org., '76 runs by VECs	2 of 18 blocks	Even the 2 blocks are only partially covered

Mahila Samakhya	120 Samoohs in 12 Villages 30 Jagjagi Kendras	12 of 18 blocks	Very limited coverage in 12 blocks, and none in the other 6 blocks
Teacher Training Institute	One Teacher Training Institute	Designated	But needs to be strengthened as a DIET in terms of faculty and facilities
VECs	440	16 of 18 blocks	VECs are still not covering even all 640 focus schools
ECCE	NIL	NIL	Every school that was visited had number of preschool children for whom BEP had no programme of activities.

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## MONITORING AND INFORMATION SYSTEM (MIS)

13.18 The MIS on school statistics was initiated from the year 1992-93. The institution level data upto year 1993-94 is available. UNICEF has supplied 2 PCs and a printer which are located in the collectorate (NIC) and are likely to be shifted to the BEP office soon. Most of the activities are undertaken with the help of NIC staff. BEP has appointed only one ministerial staff for the computerisation of educational statistics. The school data is collected through the forms developed at the state level (form I to IV). In addition to this, recently the district has also developed a proforma to monitor school attendance. Some data have already been received but are yet to be systematically keyed in and analysed.

13.19 The printed forms (printed locally) are distributed to the Head/Senior teacher in the monthly meetings (Guru Goshthis). The teachers after filling in the proformas return the same to the Block Extension Education Officer (BEEO) who is turn forwards it to the District Headquarter. It was reported that the district has not faced any difficulty in getting the proforma filled in.

13.20 The filled in proforma are neither authenticated nor checked for consistency. No validation checks are carried out. The BEEO does not verify the quality or authenticity of the data.

13.21 Teachers are imparted training for filling up of proforma in the monthly meeting, which is held for one day only. It was observed that the duration of training is not adequate and many teachers face difficulties in filling up the proformas.

13.22 The computerization process suffers due to long hours of powercuts (15 - 16 hours in a day). Even the UPS is not adequate to provide back up support.

13.23 There is no separate allocation for MIS activities in the district budget. It is treated as a part of the management expenses. There is no publication based on school information and statistics. Since the state has not evolved a mechanism for setting a



centralized data base, this data is not even available at the BEP headquarter.

## **PRIMARY EDUCATION**

13.24 The major focus of Sitamarhi BEP has been on increasing and improving the formal educational system. Prior to the project, the weaknesses of the system were identified in the document **Sitamarhi BEP: A Brochure**. These were : (a) Indifferent attitude of community, (b) Poor attendance of students and teachers, (c) Poor quality of teaching and learning, (d) Insufficient teaching learning materials in the schools, (e) Poor infrastructural support, (f) Lack of motivation/training in teachers, (g) High gender disparity in enrolment, (h) Poor access of SCs/poor children to school, and (i) Lack of academic leadership, indifferent attitude towards teachers problem and poor quality of inspection.

### **School Improvement Activities: Education and Coverage**

13.25 In an attempt to solve these problems, BEP Sitamarhi initiated a number of inter-linked school and community activities. In 1992-93, environment building activities were started and textbooks were distributed in some schools. The number of schools identified as focus schools were 640 in 1993-94. This includes about 40 schools selected from 16 blocks each out of the total 18 blocks of the district. While all SC boys and girls in all schools were provided with textbooks, the 640 focus schools were provided more facilities such as furniture, jute mats, blackboards and teaching kits etc. More inputs will be provided to these 640 focus schools. However, not all the teachers in the 640 focus schools have yet been provided inservice training.

13.26 Large-scale school building construction/repairs was also started and 150 school buildings were completed and 45 were repaired. 93 handpumps were installed and latrines were provided in 43 schools by 1993-94.

13.27 The VECs and Mahila Samoohs were active participants in many of these activities. The VECs were actively involved in construction of building and repair of buildings, textbook distribution, and preparation of school furniture and blackboards. The Mahila Samoohs were also involved in enrolment drives as well as periodic supervision of the schools in their villages. 1564 VECs were set up by 1993-94, and 1,710 members of VECs were trained. Mahila Samoohs were formed in 120 villages spread over 12 blocks. Out of 240 Sakhies identified, half of them have been trained.

### **Enrolment**

13.28 The focus of the educational efforts in Sitamarhi, as well as in Ranchi and the other BEP districts, has been on enrolment. VECs and Mahila Samoohs, headmasters and teachers, were the main participants who contributed tremendously for environment building. The enrolment increases were substantial especially among girls.

Table A  
**Annual Enrolment Increases (%) in Standards I-V in Sitamarhi District**

Years	Boys	Girls	SC Boys	SC Girls
1992-93	11.9	17.3	20.4	38.8
1993-94	17.2	21.9	44.9	55.6
1994-95	7.9	30.2	24.1	53.2

13.29 School construction has been perceived by the Sitamarhi BEP authorities as having contributed to increase in the enrolment tremendously. It is quite understandable that a new school building would initially attract enrolment specially when the local people and the VECs were actively involved in building construction as well as enrolment. However, it is hoped that this impact on school enrolment may not be a temporary phenomenon.

#### **Retention Rates**

13.30 The dropout rate in standards I-VIII has been estimated by BEP Sitamarhi authorities to be 18 per cent in 1992-93, 14 per cent in 1993-94 and 11 per cent in 1994-95. But the problem is that these dropout rates have not been properly calculated and that is the reason of getting these figures as extremely low. In fact the dropout rate is much higher as shown in Table B given below.

Table B

#### **Number of Children Enrolled in Standard I, Standard II, Standard III and Standard IV for every 100 Children Enrolled in Standard I**

Years	Classes	Students
1991-92	Std I	100
1992-93	Std II	64
1993-94	Std III	54
1994-95	Std IV	48

13.31 The dropout rate is extremely high in Sitamarhi. More than half the children enrolled in standard I in 1991-92 have dropped out from school by 1994-95, and only 48 children are studying in standard IV (for details see Table 6).

#### **Attendance/Enrolment Discrepancy Especially in Standard I**

13.32 The Review Mission Team collected data on enrolment and actual attendance from the schools it visited. The finding of the team is that many more children were on the rolls than were actually attending. Only about half of the enrolled children in standards I-V were actually attending schools on the day of visit. In standard I the attendance was found to be even less than half of the enrolment figure shown in the registers.

13.33 Quite a few schools visited in Sitamarhi district were overcrowded, and the adverse consequences of this for teaching are obvious. Teachers in standard I are busy trying to control the class rather than teaching. Multigrade teaching becomes extremely difficult.

13.34 The Bihar Governments decision to freeze the recruitment of teachers in the late eighties has had significant negative impact on teacher-pupil ratios. In Sitamarhi district at primary level, it has increased from 1:49 to 1:76 during the years 1991 to 1994. Such high teacher-pupil ratios have had an adverse impact on teaching and learning. Unless these teacher-pupil ratios are brought down substantially, the problems of inadequate attendance, teaching and learning will continue to plague the system.

### **Environment and Teaching/Learning**

13.35 The deficiencies in classroom and teaching/learning environments in Sitamarhi schools were quite apparently seen by the Mission team during its visits to schools. The exceptions were the new school buildings in this district which were attractive in appearance. Even the new buildings did not have appropriately designed classrooms which could facilitate learning for young children.

13.36 The deficiencies seen in the school in the classrooms and the teaching-learning process were: (a) inappropriately designed classrooms, (b) unimaginative use of classroom walls for display of children's work, etc., (c) ineffective methods of teaching, (d) few teaching aids and materials used in the classroom, and (e) poor achievement and learning standards.

### **Strengths/Achievements of the Project**

13.37 In Sitamarhi enrolments (as recorded in school registers) have increased significantly in the last 2 to 3 years. The programme of building construction and repairs etc. have also been undertaken quite appreciably. These programmes have been successful because of the active participation of local people through VEC and also that of Mahila Samooh. The VECs have been successful even in procuring furniture for schools. Special attention has been paid towards the educational uplift of a very backward scheduled caste 'Musahar' in the district and schools and facilities have been provided to this as well as other deprived sections of the population.

13.38 In a backward district like Sitamarhi, BEP has made a significant impact by raising the awareness of local communities. It has been able to involve the community in developing their primary schools. This is the great strength of the project and it is reflected in substantial growth in enrolment among the disadvantaged sections of the Sitamarhi's rural population.

13.39 Sitamarhi has set as its target date 1996-97 by which time all children in the age group 6-14 years are expected to be enrolled and retained in schools as well as attaining

minimum standards of learning. But data given in the work plan of Sitamarhi district shows that till 1993-94, the Gross Enrolment Ratio and the Net Enrolment Ratio in standards I-V in Sitamarhi District are 85 per cent and 68 per cent respectively. On the basis of these figures it seems that achieving UPE by even 2000 AD in Sitamarhi district will be an uphill task. Substantially large numbers of children will have to be enrolled. More

importantly, they have to be retained in school and need to attend regularly. A quantum jump will be required in the present standards of achievement to approximate the goal of minimum levels of learning for all children.

## **MOBILISATION AND COMMUNITY PARTICIPATION**

### **(i) Environment Building**

13.40 The environment building for the BEP in Sitamarhi was started two and a half years ago. As an initial step towards environment building a meeting of the committee for environment building was held in the Nehru Bhawan in order to discuss the strategy for environment building. Since then a meeting of the committee has been held on the 10th of every month. The major activities undertaken for the purpose of environment building include organising cultural programmes and bal-melas as well as publication of the magazine, "Bhor".

13.41 For organising cultural programmes, groups of youth volunteers were formed and these groups performed "nukked nataks", and puppet shows. Special cultural programmes have been organized on the Independence Day. The second major activity aimed at environment building has been the publication of the monthly magazine Bhor which was inaugurated on 26th January 1993. This is being continued even now. The number of copies distributed among the people is 5000. The third programme has been bal-mela. The first bal-mela was organized in November 1993 in one of the blocks. This was attended by about 8000 people. It was a one full day programme in which children of 20 schools set up one stall each. The stalls contained items of handicrafts, eatables, games, etc. In addition sports and games for children were also held. During the mela there were talks on the BEP and the need to work towards universalization of primary education. Upto now 14 blocks have been covered by this mela.

13.42 In the second phase environment building activities were initiated at the panchayat level. Cultural programmes have been held in the different villages. Another programme planned for initiation in August 1994 is to link the environment building activities with the local festivals which will be used by BEP to make its activities and objectives known to the people and to elicit their participation.

13.43 An ongoing activity of environment building is the screening of films on the BEP. This activity is conducted about 20 days in a month. The BEP video van goes to the different villages with prior intimation. The screening of the films is arranged through the VECs and schools teachers at any convenient place in the village. However, such shows have not been arranged in the villages visited by the team.

13.44 BEP also makes use of the "guru goshti" for the purpose of environment building. During the monthly guru goshti teachers are apprised of the activities of the BEP so that they would in turn take the message to the villages. Another regular activity proposed by

BEP at Sitamarhi is to start a thirty-minute promotional programme on Akashavani every day.

13.45 The bimonthly press conference of the DM is another activity that supports environment building for the BEP. Among the several issues discussed in the DM's press conference BEP figures as an important item.

13.46 It may, however, be noted that the press does not seem to have been adequately utilized by the BEP to promote its image and to publicize its activities. There have been several reports in the local papers on the limitations and drawbacks of the BEP. But the merit and success stories of the BEP have not been adequately covered by the press. The BEP needs to look into this aspect for the future.

#### **(ii) Village Education Committees (VECs)**

13.47 In order to ensure people's participation, VECs are proposed to be formed for every school in Sitamarhi. The VECs of the revenue villages, that were existing prior to the intervention of the BEP, had already become defunct. Hence the VECs formed under the BEP did not turn out to be redundant.

13.48 The procedure for constituting the VEC begins with the convening of the "Aam Sabha" of the villagers. Due care is taken to ensure the participation of all sections of the village in the "Aam Sabha". In this meeting detailed information about the BEP, and the importance and functions of the VEC is given to the villagers. The members of the VEC are chosen in the "Aam Sabha". Before the Aam Sabha one or two meetings of the villagers may be held for the purpose of environment building. Upto now a total of 1546 VECs have been constituted in Sitamarhi district.

#### **Composition of VECs**

13.49 The membership of the VEC varies from 15 to 20 depending upon the size of the village. Due representation is given to women, scheduled castes and minority groups (Muslims). The VEC has a Chairman and an animator, who functions as the coordinator. The mukhiya of the village is not necessarily the chairman of the VEC. At present about one-fourth of the VECs in the district have the mukhiya as the chairman. The headmaster of the school is the ex-officio secretary of the VEC. The Sakhi of the Mahila Samakhya is one of the women's representatives in the VEC. Anganwadi sevikas and instructors of the NFE centres are often chosen as members of the VEC. To be eligible for membership of the VEC one must be a resident of the village and one's children should not be going to convent (private) schools.

#### **Training of VEC Members**

13.50 The BEP has been organizing training programmes for the members of the VEC. The chairmen and animators of the VECs are given three day residential training, while the ordinary members of the VEC are given one day training. So far 807 chairmen/animators of 437 VECs and 1095 ordinary members of 121 VECs have been given training.

## **Functions of the VEC**

13.51 The VECs perform several functions in the village like motivating parents to send their children to the school, supervision of the school, appointing teacher volunteers, construction of school building, provision of school furniture, distribution of books and kits, and running of NFE centres.

13.52 In order to carry out its functions the VEC meets regularly. The meeting is scheduled to be held on the 25th of every month. It takes place in the premises of either the school or the panchayat office. The issues discussed in the meetings of the VEC are enrolment of children, absence of teachers, construction of boundary wall of the school, construction of approach road to the school and repairs of the school. The role of the VEC in enrolment and retention of the children is being increasingly recognized. The minutes of the meeting are recorded for follow-up. A copy of the minutes is to be forwarded to the block officer for consideration at the higher level.

13.53 Once in three months a special meeting of the VEC is held. Officers of the BEP from the block or district level participate in this meeting.

13.54 The members of the VEC regularly visit the school to monitor the attendance of the teachers. In one of the schools, where the VEC is very active, the teachers who undertook the duty of updating the voters' list were reported to be doing it outside the school hours. This was unlike the general pattern of teachers absenting themselves from school for this work. The case of this particular school, where the teachers combined well both school duty as well as electoral duty, presumably is the reflection of the active role played by the VEC in the affairs of the school.

13.55 In a few cases the VEC has taken some initiative to solve the problem of non-availability of teachers. There are instances where the VEC has appointed teacher volunteers who are paid some token honorarium by the VEC.

13.56 Another important function of the VEC is to undertake construction and repair of school buildings and to ensure the people's contribution. As per policy of the BEP in all school constructions, the villagers should make a contribution of 20 per cent of the total cost. This contribution excludes the land donated for the site of the construction. In very special cases, especially where people are very poor, the contribution of the people may be lowered upto 10 per cent of the cost. For instance, in a block where floods destroyed the building materials the village contribution was fixed at 10 per cent. Similarly the BEP is considering the reduction of people's contribution in the construction of schools in Musahar villages to 10 per cent of the cost.

13.57 VEC contribution to the school construction may be made in the form of cash, materials or labour. One way for ensuring the contribution of the people is to have the construction completed by the villagers upto the plinth. The money is disbursed to the VEC in 5 equal installments to complete the construction. The implication here is that the cost of construction upto plinth is estimated to be roughly 19 per cent of the total cost. It is left to the VEC to procure the contribution from the Villagers in the form of cash, materials or labour. For instance, in one of the villages (a Musahar village) the VEC contribution to the new school was Rs. 20,000. This amount was raised through the savings of the wages of the work undertaken by the village for paving the road with bricks under the Jawahar Rozgar Yojana. The plastering work of the school building was done

from this amount contributed by the VEC. In another case the contribution of the VEC to the newly built school building was Rs. 25,000. In this village donations ranging from Rs. 100 to Rs. 1000 were made by each family. Those who were unable to give money made their contribution in the form of free labour.

13.58 Another responsibility of the VEC with reference to the school is to procure the furniture sanctioned by the BEP. As per BEP guidelines, a primary school in need of furniture can get financial assistance of Rs. 1100 for one table, two chairs and two blackboards (Rs. 500 for two chairs and one table). The total estimated cost is Rs. 1320. The amount of Rs. 220 (20% of the cost) is to be put in by the VEC. A middle school is entitled to get the financial assistance of Rs. 1900 for two tables, four chairs and three blackboards. Usually the headmaster of the school, who is also the secretary of the VEC, is entrusted with the task of getting the furniture. In the case of a middle school the total cost of the furniture was Rs. 1100. The balance of Rs. 100 was given from the funds of the school. In the case of a primary school it was reported by the headmaster that he had to put in Rs. 100 towards the purchase of a table and two chairs for the school. The amount sanctioned by the BEP for a blackboard is Rs. 300. A primary school is entitled to have two blackboards and a middle school, three.

### **The Role in the NFE**

13.59 Some of the VECs in the district of Sitamarhi are running NFE centres. At present the VECs are running 76 out of the total of 106 NFE centres in the district. The tasks, such as identification of the locality for the centre, selection of instructors, supervision and payment of honorarium are done by the VEC in the NFE centres run by the VEC. The selection of the location and instructor is done in the meeting of the VEC. There is a sub-committee of the VEC to look after the NFE centres in the village.

13.60 For the payment of honorarium to the instructor the BEP releases the amount to the VEC and the VEC in turn pays honorarium to the instructor. For this purpose VEC is supposed to open a bank account. Often this process is delayed which results in the delayed payment of honorarium to the instructor, at least in the initial few months.

### **(iii) Issues**

13.61 One of the issues involved in the functioning of the VEC is regarding its role in the supervision of the school. School teachers at times do not acknowledge and accept the supervisory function of the members of the VECs. It is necessary that the VEC performs this function with great care so that the teachers do not feel disrespected.

13.62 A second issue is regarding the selection of the schools for the construction or repair of buildings. Sometimes it is possible for some VECs to manipulate and get sanction from BEP for this purpose although the need for the school may not as pressing as elsewhere. What needs to be done in this context is that the capacity of the VEC to make the 20 per cent contribution should not be the sole or major criterion to sanction the construction of a new school.

13.63 A third issue is that of participation of the members of the VEC in its activities, especially in the monthly meetings. The VEC proposes to discontinue the membership of those who do not attend three consecutive meetings of the VEC. If this is seriously

followed, it can adversely affect the representation of the SC, minority group and women in the VEC. It is members of these vulnerable sections who are more likely to be absent from the VEC meetings. Hence all efforts should be made to persuade the members of the backward sections to be regular in the meetings of the VEC, rather than dropping them from the VEC.

### **EARLY CHILDHOOD CARE AND EDUCATION (ECCE)**

13.64 There is no ECCE activity at present in Sitamarhi under the BEP programme. The BEP strategy for ECCE is only limited to convergence of efforts to strengthen the ICDS programme which is the largest programme at the state/national level for children in the age group of 0 to 6 years. In this context, some efforts were initiated in the first two years to establish contact with the Child Development Project Officers and Supervisors of the ICDS programme and invite them for the various BEP meetings. But even this is no longer being done as was evident from the discussions with the BEP and ICDS personnel respectively. There is no ECCE activity proposed for 1994 - 95 either.

13.65 The only ECCE programme in the district is the ICDS which is at present being implemented in two blocks only. The general feedback on ICDS has been very negative since it is reported that the Anganwadi workers are not getting paid regularly and the nutritional supplement has not been made available for several months. The attendance in the AWs is also very low.

13.66 This was substantiated by field visits to three AAWC's in Korigama, Batnaha and Maholiya. These AWs were in extremely inadequate accommodation. They had not received the nutritional supplement for several months and the AW workers had been paid their honoraria for 1993 - 94 only in March 1994 and from April to June again there had been no payment made to them. The attendance of children was just about 10% of the enrolment and the preschool education (ECCE) component was far from satisfactory. Despite the workers having received training in all three cases their understanding of ECCE and play way method was extremely inadequate.

13.67 In the context of ECCE another aspect that needs mention is that in Sitamarhi the DSE's directive to the teachers is to enrol children at the age of 6 + for class I unlike in Ranchi district where they have been asked to enrol even 4 + to 6 + and constitute a 'Bal Varg' in the primary schools. But the field reality is that a larger number of younger children are coming in with their older brothers and sisters voluntarily and their numbers range from 30 to 40 children in every school. In the interest of retaining the older child their attendance in school is not discouraged. There is consequently an unofficial 'Bal Varg' in every school which, in the interest of U.P.E. particularly subsegment achievement, must be given an ECCE based readiness programme.

### **WOMEN'S DEVELOPMENT**

13.68 Demographic profile of the district provides a strong case for a process oriented women's development programme that aims at women's empowerment. The sex ratio is alarmingly low at 884. The literacy rate for women is 12.5% as compared to 22.9% for men. Among women, for SC, the literacy rate is as low as 3%. The social structure is feudal in its orientation with higher caste. Bhumihar and Rajput domination and gender



disparities in a traditional social structure ensure that women at the lowest rungs of the caste hierarchy, the Musahar women, survive at the fringes of this society in inhuman conditions.

13.69 Illiteracy is quite large and children, more so the girl child, generally remains outside the domain of formal primary education structures. Among the higher and middle caste women, strict feudal norms that operate within the domain of the personal subordinate her and keep her in 'Purdah'. The impetus for schooling that comes from within the family, the positive environment that motivates the child to join formal schools and to be retained there are hampered by structural impediments.

### **Functionaries and Coverage**

13.70 The Mahila Samakhya activities, started in April 1992, are going on in 120 villages spread over 12 blocks. This geographical spread poses problems in the implementation of a process oriented, intensive programme. In other districts, in comparison, the activities are spread in 120 - 1130 villages, in 3-4 blocks. In each of the 120 villages, Samoohs have been formed and 12 Sakhies from each of the Samoohs have been identified. Of these 240 Sakhies, 120 have been trained. For each of the 12 blocks, a Sahyogini has been identified and trained. At the level of the district there is a core team with three functionaries.

### **The Mahila Samoohs : Evolution and Activities**

13.71 The initial impetus came from above from the District Core Team, which in turn was chosen by the State Core Team. The Sahyoginis were identified at block level meetings and trained. They started the process of forming the Mahila Samoohs in consonance with the non-negotiable principles of MS.

13.72 The Sahyoginis first met with initial resistance from both men and women flowing from their being residents of a "different" village. They were perceived as agents of an 'external' administration that was maneuvering to get into the private, hidden domains of the conservative village social structure. The initial target was on formation of Mahila Samoohs in Tolas where there was a backward caste concentration. At this stage, the issues were chosen carefully - 'uniting' issues and not 'dividing' issues were taken up, as the programme functionaries put it. After Sakhis (who are from the same village as the Samooh) received training, MSS was accepted as a credible programme by the village women.

13.73 The Samoohs meet weekly on a day and time decided by them and have taken up issues related to corruption and malfunctioning of the Public Distribution system, corruption in construction of public works, health facilities, drinking water, old age pension, flood prevention, protection and relief activities. Most of the Samoohs have taken up small savings activities and the demand for construction of Mahila kuteers has been strongly articulated by member Samoohs. The administration has supported and facilitated the process of obtaining land for the kuteers.

### **Mahila Samakhya Impact on Formal Primary Education**

13.74 MS activities have a pronounced focus on education. Each Sahyogini contributes six working days of a month on conducting a one time educational survey, and then periodic supervision of each primary school within her area of activity (10 villages in the block in which she is a Sahyogini). The school therefore, is under her intensive scrutiny. Conflict with teachers who perceive the Sahyogini as having no legitimate role of supervision have been reported.

13.75 In addition, the Sakhis and Sahyoginis have contributed in a major way to enrolment. While the credit for these enrolment were earlier taken by the teachers, the Sakhis and Sahyoginis now maintain statistics on the enrollment done by them. In the 120 villages, 3415 girls and boys have been enrolled in the formal schools by the Samoohs. In Sonebersa Block, vibrant VECs and Samoohs have contributed to near total enrolment. The Sakhis of a village are members of the VEC and attend its meetings regularly. In Sitamarhi, where the VEC was a more vibrant community body, our observations seem to converge that a strong MS has supported a strong VEC and in villages where there is MS, the representation of women on the VEC is not an exercise in tokenism. On important issues the VEC and Samoohs converge.

### **Education Through Jagjagi Centre**

13.76 The "Jagjagi" centres (over 30 of them), started on demand by the Mahila Samoohs, are examples of good NFE centres that have in the main cast their net around adolescent girls from backward castes and minorities. Preliminary observations have highlighted that most of them were precluded from joining formal schools because of the schools' proximity to the village market -place, which was on the 'main road' and not in the village, sending the girl child to the school meant loosing out working hands for care of siblings, grazing of cattle and goats, and rearing of pigs amongst the Musahars.

13.77 The instructors of Jagjagis called sahelis, have received NFE training and as they have functioned as MS Sakhies, they have received gender sensitive MS training. NFE teaching learning materials are being used in the centres. Innovative teaching methods have been adopted by the instructors which include teaching through 'Geets' or folksongs, of which the Bihar cultural tradition has a mine wealth, through games and song dramas. Creative activities include making Seeki baskets, toys with mud, etc. Most of these centres however, are running in accomodation donated by the Sakhie or Saheli, within the village Tola, and consists of a small room, or a Jhompri, or under a tree. The need for proper accomodation is therefore, a priority.

### **Work Plan**

13.78 The workplan for 1994 - 95 has adopted the strategy of expansion in the existing blocks of Sonbersa and Riga where MS activities are stronger. This appears to be a corrective to the initial error of spreading out geographically in different blocks. In 1994 - 95, 85 villages of the two blocks are to be taken up. The second stage training schedules for present functionaries (Sahyoginis, Sakhis, and sahelis) and first stage for those to be appointed have been provided. In addition, it is proposed to initiate a two day non residential Mahila Samooh training. This is important if they are to be made articulate strong groups that can dwell on issues concerning them. The training strategies for the

Samooch however, need to be carefully worked out to be in consonance with the non negotiable principles of Mahila Samakhya. Training capacity and MS expansion must keep pace. Among the issue areas on which workshops are to be held, that of the Panchayati Raj Act its significance for rural women has been missed out.

## **TEXTBOOK PRODUCTION AND DISTRIBUTION**

13.79 As in other BEP districts, activities during 1991-92 were highly restricted and limited to putting the system in place. As such supply and distribution of textbooks was handled by the Textbook Corporation through its normal trade channels even within BEP districts. During this period children were buying the textbooks from Booksellers.

13.80 The incentive scheme of free supply of textbooks was first introduced in 1992-93, to begin with to all SC/OBC boys and girls of Class I-V in select 640 schools of BEP Blocks in District Sitamarhi. This incentive scheme was aimed at improving enrolment and retention of children. The books were supplied late some time in March 94. Many children are yet to receive free textbooks. The scheme was extended to the girl children of general category in 1993-94.

13.81 Textbooks are purchased by BEP directly from the Textbook Corporation, at 15 per cent discount and thus supplied to the 7 districts for distribution to children free of cost. Transportation costs are borne by BEP, extra. District Sitamarhi too receives its quota of free books from BEP for distribution to children.

13.82 Educational Kits made up of slates, chalk-pencils, school bags, exercise books etc. were supplied free to girl children of general category, SC/OBC children of Class I-V, during 1993-94. The process of supply of free educational kits was relatively slow, leaving considerable gap. Over 20,000 children are yet to receive the free Educational Kits.

13.83 Among other items of instructional/teaching kits identified for free distribution by BEP, only library books were supplied to 640 schools in district Sitamarhi.

13.84 The district did not supply Science Kits, Maths Kits, Tool Kits, as yet to various schools in the District. Apparently the District Authorities were proceeding with caution.

13.85 While the requirement of free textbooks were procured from Textbook Corporation, the Educational Kits however were procured through open market and Government Agencies directly by the district. The procurement exercise is cost effective. As in the instant case pertaining to schools bags, the children of class V only were supplied a better bag at Rs. 15/- a piece, strong enough to hold the bulk of books and to last longer. In respect of the majority of other children a different bag was identified at a considerably low price below Rs. 10/- a piece.

13.86 Under NFE Programme, Educational Kits were supplied free to children during 1993-94 as per norm. Each kit consisted of 3 graded textbooks, slates, pencils etc. at a cost of Rs. 75/- per kit. The NFE books are bought directly from the Textbook Corporation.

13.87 The district authorities have laid emphasis on supply of the most essential items to the children and schools. It is noteworthy to point out that the District had undertaken activities on a realistic basis. Owing to constraints of staff and motivated persons, there

are some gaps at the implementation stage, particularly in the area of distribution of textbooks, educational material etc.

13.88 During 1993-94 the district incurred the following expenditure :

(a) Textbooks	Rs. 15,67,458.57
(b) Instructional Material (Slates, Exercise books etc.)	Rs. 17,16,994.90
(c) Library Books and Boxes	Rs. 12,46,678.85
(d) Educational Kits: (Science, Maths, etc.)	NIL
(e) NFE Books and Kits (106 centres)	Rs. 1,98,750.00
<b>Total</b>	<b>Rs. 47,29,882.30</b>

13.89 Plan of action for 1994-95 envisages extension of all the incentive schemes to all children of class I-V and to all schools within the district.

13.90 The field visits to select Primary Schools, NFE centres discussions with teachers, headmasters, parents, children, VECs, etc. revealed the following general picture :

- By and large most of the children had textbooks in their possession with some exceptions.
- The condition of textbooks however were found somewhat odd. A good number of books were fresh, not even thumbed, and good many books were found to be old, torn and spoiled.
- The schools did not have a system of Book Bank to take care of children who had no textbooks.
- Good number of children did not receive exercise books, bags and pencils. It was admitted that supplies are yet to reach from the suppliers.
- The position in regard to children belonging to Classes III-V were found somewhat better.
- Schools which had received packages of library books, are yet to put them to good use.

#### **Observations/Comments**

- Enrolment figures were found inflated in some schools, by including a sizeable number of children below 6 years age including siblings.

- Some children below 6 years were found included in the total enrolment of class I in the school register. Some of these children were found to have free school bags with books and slates also. This may have resulted in an unusual inflation of enrolment numbers, particularly at Class I stage, tending to place an artificial demand on textbooks and Educational Kits with inevitable prospects of doubling free supply in the next year too. This may be an odd situation demanding immediate corrective measure to prevent avoidable burden on BEP funds.
- The above situation may also be a pointer to an inevitable inference that enrolment may not be fully on account of incentive measures. Such incentive measures should in the normal course provide a consistent motivation for parents and children to progressively register better attendance and better retention. The general situation may give misgivings about the accuracy of enrolment figures.
- Another fact also tends to confirm the above inference. The textbooks in general reported to have been received by the children much after the new session commenced in January 1994. It was reported that some schools received free books, in March and some others as late as May 1994. A similar situation obtained in regard to textbooks purchased from the booksellers by the general students.
- As regards free supply of Educational Kits to children, some received a few months ago and others are yet to receive. The incentives, therefore, stand self-defeated affecting adversely the process of education to children on the one hand and sustaining the motivation for children to attend schools regularly on the other. In these circumstances it may be difficult to accept that only incentives had enabled large scale enrolment, particularly in Class I-II.
- Some of the sports items identified may be inappropriate and functionally unfit. As for instance :
  - (a) The Hockey sticks and balls as already purchased conformed to senior grade specifications. Children of Class I-V should not be using such heavy sticks and heavy balls. The District should have procured junior grade Hockey sticks and balls. The right kind of sports materials should be provided to the children.
  - (b) A brand new cycle tyre with a length of rope was procured and supplied to some schools in the name of swings for children to play. This is an unusual contraption substituting a swing. This also leads to misconception, about a swing even though children in rural setting may be found using a discarded cycle tyre as a contraption for some kind of entertainment. Such an alternative should not be encouraged as a normal form of games. The District has committed to an avoidable expenditure of Rs. 85/- per piece. The best alternative could have been a piece of wooden plank and a rope so easily procurable within the village, may be at half the price (or with no cost at all)! Such a facility could be made available with the active involvement of the community itself.
- In the light of the above findings the matter concerning direct incentives to children may require appropriate review, with a view to evolving (1) a need-based

process and (2) appropriate and alternative strategies towards sustaining enrolment, attendance and better retention upto Class V in perspective. The accent therefore may be towards creation of enduring facilities within each school facilitating children's achievement consistently and progressively.

## **NON FORMAL EDUCATION**

### **Coverage**

13.91 The NFE programme under BEP is being implemented in two blocks of Sitamarhi viz. Riga and Majorganj. In Riga block 75 NFE centres have been established under direct supervision of the VEC's and in Majorganj 30 NFE centres are being run by a non governmental organization, REED. The total number of children enrolled in these centres is at present 1863. While in Riga 25 villages have been covered in Majorganj only 11 villages are covered so that, in effect, both the blocks are only partially covered by the NFE programme.

### **District Strategy for Implementing NFE**

13.92 Possibly in view of the fact that there is a dearth of good voluntary organizations in Sitamarhi district, the NFE programme is being run primarily through the VEC's, under direct supervision of the District office. At present there is absolutely no supervisory structure at the intermediate level so the entire responsibility of monitoring and supervision of the 76 centres run by BEP rests with the District core team which consists of only one person. He is expected to be assisted in this function by the District level advisory committee members who serve on the committee on honorary basis. The lack of structured supervision is reflected in the quality of the programme at the field level since, as per the assessment of the BEP officials themselves, the centres run by the NGO, REED are of a better quality as compared to those run directly by BEP through the VEC's. Realizing this gap in supervision, it is now proposed to appoint one supervisor over every 20 centres from among the local community only.

13.93 The BEP strategy for implementing the NFE programme is, in essence, similar to the strategy at the state level excepting for the fact that BEP centres are more demand based. A great deal of stress is laid on environment building as well as initial surveys and microplanning to an extent, to create demand among the groups where these centres are most needed. The expansion of centres is also on the basis of a compact and continuous area approach unlike in the state system where the process is not as systematic or 'rationale based'.

### **Field Observations**

13.94 Field visits to NFE centres in the district were very clearly indicative of the quality of the programme and its link with the involvement level of the VEC's. The NFE centre at Balha Musaihari is run in a Moosahar hamlet on one side of a 'nallah' while the VEC is on the other side at a distance from this hamlet. During rainy season this hamlet gets totally isolated from the rest of the village. As a result the VEC supervision and support to this centre is almost non-existent. On the other hand the NFE centre on the other side of the village is regularly visited by the VEC members and is generally looked after better. The need to identify and give control to a Tola committee in such cases instead of the VEC

would be a better preposition. Similarly the centre at Moosahari has a talented lady instructor but very poor facilities for running the centre. A centre at Bishampur run well, interestingly, with the active support and guidance of the local primary school teacher along with an active VEC. The primary teacher himself visits the centre after school hours and assists in whatever way he can. The centre in the leper's colony at Janakinagar is exceptional in quality and can serve as a model centre not only for NFE programmes but also for multigrade as well as child centered teaching. The credit for it however goes entirely to the talent and self less dedication of the instructor.

13.95 Unlike in Ranchi, the textbooks and materials are reported to have been supplied in time to the centres. The attendance in centres was generally seen to be around 20 to 25 though occasionally it was even higher. An interesting observation was to see adult women attending the NFE centres regularly as students; an indication that the environment building efforts are slowly yielding results. The instructor-pupil rapport appeared to be better in the NFE centre generally compared to the primary schools possibly due to better instructor - pupil ratio. People associated with the NFE programme feel the NFE centres are liked better by the children as compared to the primary school programme and they are often resistant to the idea of joining the formal school.

13.96 In terms of learning **achievement**, the picture varied from centre to centre but, considering the constraints, some learning was definitely occurring in at least 60% of the children who were able to read and write with varying fluency and competence. The children in the centre in leper's colony were making remarkable progress and the teacher instructor was hopeful of helping the children master the M.L.L.'s for class 5 by the end of the stipulated two year period. The obvious limitation on the whole programme at present is its loose structure and absence of regular and systematic monitoring and evaluation by the teacher himself/herself as well as by the supervisory personnel. The programme run by the NGO is more structured with greater accountability which necessarily enhances the quality of the programme.

13.97 Sixty three children have been helped to **migrate** from the NFE centres to the primary school after attending the NFE centre for a duration of six months to one year. In terms of enrolment too in comparison to Ranchi district, in Sitamarhi the formal enrolment in NFE centres was only of 9 to 14 year olds and 6 to 9 year olds were all reported to be in the primary school. However, field observations did not always substantiate this point.

### **Proposed Plan for 1994-95**

13.98 The proposed plan for the year '94-95' very rationally aims at consolidation as well as expansion to cover the entire blocks in four phases on a compact and continuous area approach basis which allows for more concentrated intervention and impact evaluation. While saturating the two existing blocks in the first two phases, the third and fourth phase is proposed to cover Bathnaha Block and Sonbarsa block since they are contiguous with the existing blocks and have active VECs and community participation. With more structure and provision for immediate supervision it is expected that better quality education will be made available to the children in hamlets particularly where there is no access to a formal primary school. A word of caution is that this welcome decentralization to the level of the village education committees for implementation of the NFE programme should be supported with appropriate and continuous training

orientation of VEC members and a structured system of overall supervision and monitoring to ensure effective implementation since a similar strategy at the state level is yet to yield results.

## **TRAINING OF TEACHERS**

### **Status of Schools and Teachers**

13.99 Sitamarhi district has 1194 primary and 309 middle schools all of which have two or more teachers. At present there are no single teacher schools in the district. 5192 teachers are in position against 5714 sanctioned posts thus leaving a vacancy of 522 teachers. About 100 teachers are without any pre-service or inservice training.

13.100 There is only one training institution located at Riga which is now being upgraded into a DIET. This institution only has one principal and one Lecturer in position and six posts are vacant. It has at present very inadequate facilities to carry out training of teachers on a regular basis. The classes and hostels are run in the same building. The facilities are expected to be upgraded shortly and the process of faculty recruitment has already begun.

### **Demand on the Training Institute**

13.101 The vacant posts are shortly expected to be filled and 80% of the new teachers are likely to be untrained. In addition to that all the teachers in position are to be imparted training in two phases of 10 days and 11 days each. Only 584 teachers have completed the first phase and 402 teachers completed both phases of training. Each batch of training consists of 30 to 40 teachers.

### **Field Observation**

13.102 On the day of the visit to the training institute two batches were about to complete their first and second phase training respectively. The strategy adopted for training was fairly participatory although the limited space in the classroom did not allow for much activity. The teachers who had undergone in-service training after a gap of several years, appeared to be satisfied and optimistic about using it in their school particularly with respect to MLL and activity-based teaching.

13.103 The situation in schools however did not show much impact of training in terms of teaching methodology or teacher behaviour. The obvious gap between the training focus and content and the actual school situation which is characterized by large numbers, multigrade situation and limited space facility, could to some extent be responsible for this absence of impact.

13.104 The dependence of the training institution on local/external resource persons of which the choice is very limited is also a major handicap. Once the institution has a trained and permanent faculty, the quality of training should also improve.



## FUND UTILIZATION

13.105 The BEP has incurred an expenditure of Rs. 84.43 lakhs in 1992-93 and Rs. 101.07 lakhs in 1993-94. Itemwise expenditure is shown in Table 7 and 8.

13.106 In 1992-93, the major expenditure was on primary education alone which accounted for 93.2% of total expenditure. In 1993-94, primary education continued to occupy the prominent position with 65.5% expenditure. Training accounted for only 4.6%. The management expenses shot up for 5.8% in 1992-93 to 21.4% in 1993-94.

13.107 During 1993-94, the major items of expenditure under primary education were textbooks (Rs. 15.7 lakhs) and student kits costing Rs. 42.0 lakhs.

13.108 The monthly closing balances for 1993-94 were also obtained and it was found that the district always had a surplus of 40-60 lakhs of rupees. The highest surplus was in the month of July 93 amounting to about Rs. 2 crores. A detailed treatment of fund flows and its utilization is presented separately.

**DISTRICT PROFILE : SITAMARHI**

**Table 1 : Population and Literacy (1991)**

	Persons	Male	Female
Population	23,89,185	12,68,469	11,20,716
Literacy Rates	22.9	31.9	12.5

**Table 2 : Institutions**

	Primary		Middle	
	As on 1.4.92	1.4.94	As on 1.4.92	1.4.94
Total Number of schools	1237	1194	309	309
No. of Buildingless schools (Percentage)	308 (44.9)	131 (11.0)	26 (8.4)	10 (3.2)
No. of Landless schools	95 (7.7)	52 (4.4)	5 (1.6)	5 (1.6)

**Table 3 : Teachers:**

	As on 1.4.92	As on 1.4.94
Total No. of sanctioned posts	5714	5714
No. of Teachers in position	5429	5192
No. of posts vacant (Percentage)	285 (5.0)	522 (9.1)

**Table 4 : Coverage of (6-14) Age-group**

	As on 1.4.92			As on 1.4.94		
	Boys	Girls	Total	Boys	Girls	Total
Population of (6-14) age group						
General 417132	237365	135109	372474	254156		162976
SC 69235	42869	23350	66219	43074		26161
Total 486367	280234	158459	438693	297230		189137
% of (6-14) age group enrolled in schools						
General	60.3	47.3	55.6	69.5	57.7	64.9
SC	47.8	32.3	42.3	83.2	67.9	77.4
Total	58.4	45.1	53.6	71.5	59.1	66.7

**Table 5 : Enrolment**

Levels/Year	Scheduled Caste			Total		
	Boys	Girls	Total	Boys	Girls	Total
<b>Primary (I-V)</b>						
1991	15434	5135	20569 (11.28)	127810	54475	182285
1992	18587	7125	25712 (12.43)	143045	63871	206916
1993	26934	11084	38018 (15.49)	167587	77829	245416
1994	33417	16983	50400 (17.86)	180835	101340	282175
<b>Middle (VI-VIII)</b>						
1991	1597	343	1940 (7.10)	20400	6927	27327
1992	1828	427	2255 (8.04)	20488	7555	28043
1993	2751	1007	3758 (9.16)	27011	11510	38521
1994	2426	789	3214 (7.64)	31634	10423	42057
<b>Elementary (I-VIII)</b>						
1991	17031	5478	22509 (10.74)	148210	61402	209612
1992	20415	7552	27967 (11.90)	163533	71426	234959
1993	29685	12091	41776 (14.71)	194598	89339	283937
1994	35843	17772	53615 (16.54)	212469	111763	324232

Note: Figures in parentheses show percentage of Scheduled Castes enrolments to the total enrolment.

**Table 6 : Retention Rates**

Years	Class	Total			Scheduled Castes		
		Boys	Girls	Total	Boys	Girls	Total
1991 to 1992	I to II	63.63	63.96	63.73	53.03	51.90	52.73
1992 to 1993	I to II	56.18	54.07	55.50	57.91	51.02	55.79
1993 to 1994	I to II	58.48	59.51	57.35	68.76	70.24	69.22
1992 to 1993	II to III	82.51	89.47	84.65	98.13	99.45	98.46
1993 to 1994	II to III	85.38	86.09	85.60	96.81	89.68	94.78
1993 to 1994	III to IV	91.33	86.56	89.79	101.90	105.42	102.79

**Table 7 : Funds Utilization for 1992-93**

(Rs. in thousands)

	1993-94	1992-93	Total
1 Management Expenditure .			
Non-Recurring	12	350	362
Recurring	1116	293	1409
Other Recurring	1053	198	1251
Total Management	2181	841	3022
2 Primary Education			
Non-Recurring	18315	0	18315
Recurring	6624	7868	14492
Training	468	11	479
Total Primary	25407	7879	33286
3 Non-formal Education	198	0	198
4 Literacy	0	0	0
5 ECCE	0	0	0
6 Culture, Communication etc.	110	43	153
7 Women Development	393	30	423
8 Support for NGOs/Others	145	0	145
Total (Recurring + Non-Recurring)	28434	8793	37227
Total (Recurring)	10107	8443	18550

**Table 8 : Percentage Distribution of Recurrent Expenditure**

	1993-94	1992-93	Total
1 Management Expenditure			
Recurring	11.0	3.5	7.6
Other Recurring	10.4	2.3	6.7
2 Primary Education	0.0	0.0	0.0
Recurring	65.5	93.2	78.1
Training	4.6	0.1	2.6
3 Non-formal Education	2.0	0.0	1.1
4 Literacy	0.0	0.0	0.0
5 ECCE	0.0	0.0	0.0
6 Culture, Communication etc.	1.1	0.5	0.8
7 Women's Development	3.9	0.4	2.3
8 Support for NGOs/Others	1.4	0.0	0.8
Total (Recurrent)	100.0	100.0	100.0

XIV  
**DISTRICT REPORT : VAISHALI  
(NON-BEP DISTRICT)**

**Introduction**

14.1 The Mission's programme of visit to District Vaishali included a detailed discussion with the District Collector/District Magistrate, and other district officials, followed by field visits to selected primary/middle schools, in 2-3 blocks within the district. The Mission undertook this appraisal of a non-BEP district with a view to acquainting itself with the general educational scenario as currently obtaining under the direct jurisdiction of the State Education Department and its hierarchical functionaries down the line at district, block and sub-block levels. Such an overview of a non-BEP district was considered appropriate for assessing the impact of BEP interventions in seven BEP districts of Bihar. A comparative study by way of quick sample survey was, therefore, conducted by the Mission.

**Brief Background**

14.2 District Vaishali has a population of over 21.44 lakhs classified as under :

Table 1

(in Lakhs)

	Male	Female	Total
All	11.15	10.29	21.44
ST	2.16	1.99	4.15

14.3 The District is divided into 2 divisions/circles for administrative purposes, comprising 11 blocks. The District has 1639 villages, predominantly made up of rural population comprising 20.01 lakhs economically backward, poor to very poor inhabitants. There are no significant industrial activities contributing to the overall economy of the District. The majority of the people are either farmers, farm labourers and supported by skilled and semi-skilled workforce to manage the rural industries.

14.4 Table 2 below will provide the current position (1994) regarding literacy within the District, which is quite low compared with the State figures :



Table 2

	Male	Female	Total	
1. Literates	4.95	1.99	6.94	(in lakhs)
2. Percentage	44.4	19.4	32.40	(District)
3. Percentage	52%	23%	33%	(State)

14.5 Table 3 indicates that children enrolment during the past three years is almost stagnate:

Table 3

Year	Enrolment		
	Boys	Girls	Total
1991-92	1,69,100	81,634	2,50,734
1992-93	1,68,214	84,213	2,52,427
1993-94	1,72,646	87,292	2,59,939

14.6 But the District has also projected the achievement about enrolment for 4 years as under, according to which the enrolment has swelled over 100 per cent of the target fixed for the purpose during the period.

Table 4

Year	Target	Achievement	Increase over previous year
1991	24,110	34,201	-
1992	24,110	55,680	21,479
1993	24,110	65,395	9,715
1994	30,110	69,360	3,995

14.7 Assuming that district Vaishali has achieved enrolment as per Table 4 above, it may be inferred that the said increases in enrolment have already been taken into account in the year-wise enrolment figures given in Table 3. Apparently it is different to reconcile the data supplied in Table 3 and Table 4.

14.8 During 1992-93 some efforts were made to promote enrolment of children and an-ad hoc sum of Rs. 15,000/- per block was allocated for environment building. Incentives like awards to teachers was also introduced. The district authorities informed that a systematic effort towards promoting enrolment was thus introduced since about 2-3 years. As such the claims made by the district may have to be accepted on face value and consider it as significant achievement particularly because the district had not undertaken any mobilisation and community participation exercises in a big scale and incentives to children were not given as in BEP districts. The achievement, therefore, may have to be accepted as good.

## **PLANNING AND MANAGEMENT**

14.9 The planning and management functions include only routine activities pertaining to appointment of Primary Teachers, promotions and transfers, supply of materials to schools, etc. The entire process is administered on the basis of three-tier management structure, viz:

1. District Primary Education Committee
2. District Education Standing Committee, and
3. District Purchase Committee

14.10 The District Primary Education Committee takes decisions with regard to establishment of new schools, upgradation of Primary Schools to Middle Schools, and construction and repairs to school buildings.

14.11 The District Education Standing Committee deals with all service matters including disciplinary matters.

14.12 The District Purchase Committee deals with all issues concerning procurement, supply, distribution of essential materials and equipments to the schools.

14.13 All such Committees essentially comprise of District officials with representation from teachers, community, etc.

14.14 Community participation was initiated as per the provisions of National Education Policy of 1986 and accordingly Village Education Committees and Ward Education Committees were formed with adequate community representation. The District has 296 such VECs which conduct meetings every month as a participatory process with a view to augmenting educational facilities, improving enrolment and attendance, better supervision of schools in the villages.

### **Mobilisation and Community Participation**

14.15 Though the District Education Department succeeded in the creation of 296 VECs as a measure of mobilisation and Community participation throughout the District, the process, however, remains incomplete for various socio-political reasons. As a result most of the VECs are non-functional. Teacher-representatives do not seem to take active role in the VECs for various reasons including fear of intimidation by the local leaders. There do not seem to exist enough enthusiasm among the community either, who feel that the VECs tend to function with partisan objectives. The District authorities admit to such malady obtaining in a majority of VECs. The process of community participation by the VECs in the entire district appears to be more or less dormant.

### **EARLY CHILDHOOD CARE AND EDUCATION (ECCE)**

14.16 The Integrated Child Development Services (ICDS) is covering only 2 of the 11 blocks, Hajipur and Fatehpur. There is no pre-school education facility available in the Government sector in other blocks. The District Magistrate was of the opinion that

ICDS/ECCE programme should be extended to other blocks as well, since the children from ICDS block are easily motivated to come to schools later.

14.17 An interesting observation was that in all the schools visited, there were children below 6 years almost 30-40 children were in the age range of 3-6 years. Such children keep coming regularly to the primary schools with their elder brothers and sisters.

14.18 In view of the above the impact of ECCE could be clearly seen on enrolment, retention and early learning. There is, therefore, need to devise ways to provide proper early childhood education to this age group as a crucial strategy for universalisation of elementary/primary education.

## **PRIMARY EDUCATION**

14.19 Vaishali District has 1,034 primary schools and 333 middle schools with reported enrolment of 2,59,938 children in class I-VII. Class-wise enrolment figures are not available, nor the enrolment of class I to V separately.

14.20 The field visits covering a number of Primary Schools and Middle Schools indicated that attendance of children was invariably thin, less than 50 per cent of the enrolment. Similarly, the attendance of teachers was found to be irregular posing an acute problem in the rural and remote areas of the district. Villages are not connected by proper roads. Even the district education authorities do not have transportation facilities to visit the interior for inspection and effective monitoring. According to the district authorities, lack of school buildings, proper facilities within the schools and the transportation problems are the key issues which tend to aggravate the current problems.

14.21 Several informal tests were conducted on students in the schools visited by the Mission. The level of achievement of children in various classes was found below average, so much so even reading with understanding was difficult among a number of children. No child of class VII and VIII could explain the meaning of sentence from a lesson which had been taught. The District does not seem to have a plan of action towards providing better facilities and full complement of teachers to schools. Out of 5342 sanctioned posts of teachers there are 4811 teachers in position leaving a gap of 531 vacancies yet to be filled. There are as many as 178 single-teacher schools in remote areas. Similarly, there are 156 single room and 119 two-room schools in the district. Out of 1034 schools, 61 schools do not have any buildings, 35 are without their own land. Similarly, a large number of schools suffer on account of inadequate drinking water facilities, sanitation/toilets. Some of the schools visited were found in extremely bad shape awaiting repairs and structural reinforcements. The district authorities explained that they are handicapped due to paucity of funds. The funds as provided by the Government just take care of the salaries of teachers, comprising, 99 per cent of the budget allocation, leaving a gap of 1 per cent for meeting other routine expenses.

14.22 As regards availability of textbooks, slates, exercise books, etc. with children, the position is unsatisfactory as in BEP districts. Comparatively speaking, the position in Vaishali may be worse.

## **Middle School at Hazipur - an Oasis!**

14.23 The example of a middle school located along the road with a rural market in proximity at Astipur, Anchal Hazipur, may provide an excellent picture of inclination towards education, even in difficult conditions obtaining within district Vaishali an oasis!

14.24 This school was established way back in 1935 by the local people, but taken over by the Government of Bihar in 1973. The school was constructed by the local public during 1962 providing eight classrooms for imparting primary education to children. Out of a total 15 sanctioned posts of teachers, 14 including the Headmaster are in position. The school takes pride about enrolment, 1275 strong with two sections each at class VI, VII and VIII. Attendance is around 60-80 per cent in all the classes accounting for about 800 children found busy within the school complex, which includes the lush green trees surrounding the school building. The attendance at higher classes was between 70-90 percent of the enrolled figures. The mission members were told that children come from distances beyond 5 kms. to attend the classes.

14.25 Owing to acute paucity of space and inadequate classrooms some children did not attend the classes regularly. The Headmaster and the teachers informed that the enrolment may double and attendance might stabilise at around 80-90 per cent in all classes if adequate number of classrooms, better facilities and required teachers are made available.

14.26 The school building may not have seen any maintenance and repairs for many years. The bricks laid on the floor had already eroded into deep dips and dents, with children struggling to squat in crowds on such uneven floorings, a totally disquieting scene! Yet the children, were found extremely excited in their respective classes. But for the bright faces of children, though ill-clad, the empty rooms of this school may have given the picture of dingy prison cells of yester years! The condition of the building is indescribable. It was told that the government did not invest to improve the conditions of the classrooms and the facilities over the years.

14.27 Looking at the enthusiasm of the teachers, the children and the charged school atmosphere it must be stated in all fairness that the Mission may not have seen such an active school atmosphere anywhere else during its field visits. It is also very difficult to believe that a middle school with an enrolment of 1275 strong with almost regular average attendance over 60 per cent exists in a neglected district like Vaishali. But this is true, and it is a fact. With all the constraints of staff and facilities the school takes pride at its busy schedules and activities. All teachers were found adequately trained, competent in their abilities and committed with high degree of motivation.

## **NON FORMAL EDUCATION**

14.28 The district has been running the state programme in NFE since 1989. In 1989-90, 5 projects were started with 723 centres in which 17135 children were enrolled. In 1990-92, the number of centres increased to 900 covering nine different projects. In 1993-94, it was claimed, 300 centres were opened in which 7500 children were enrolled.

14.29 For the last three years there has been no funding available from the Government as a result of which the centres are practically non-functional. Three 'Charwaha Vidyalayas' have been set up in Gorall, Bidupur and Fatepur in which 780 children are

enrolled of which 376 are from the Scheduled Caste category. These schools are run on fallow farmlands which belong to government and are not yielding any profits anymore. The programme is integrated with a section for mothers where, through the TRYSEM programme, they are being helped to develop some income-generating skills like block printing, etc. The primary school programme is very much on the formal school pattern but the general learning environment appears to be better than in many formal government schools.

14.30 The children attending these three schools are given Re. 1/- for each day of attendance as an incentive. In addition these children are given other incentives like textbooks, note-books, slates, pencils and uniform free of cost. Mid-day meals are also provided to the attending children. This has been one of the significant interventions undertaken by the district authorities, addressed to the most needy segment of the society. This programme was started two years ago. Most of the children are supposed to be engaged as shepherds moving with their cattle for grazing. During their free time during the course of the day they are brought within the folds of a school system enabling them to study.

### **TEACHER TRAINING**

14.31 All the primary teachers are expected to undergo orientation and short-term training in respect of concepts of MLL and the teaching methodology. The programme of training is in progress. However, the trained teachers expressed their difficulties in transaction in actual classroom situation owing to inadequate teaching aids and facilities on the one hand and irregular attendance and poor involvement of children on the other hand. A visit to the district DIET was found quite rewarding. The teacher trainers were made up of a team of women staff. Most of them were found to be confident, innovative, creative in approach to training primary teachers. Originally this was a district teacher training centre but now upgraded as DIET with some additional facilities. Given the right encouragement and with enhanced facilities, the staff within DIET should be capable of imparting purposeful training to teachers. The Mission found this DIET as a bright spot in an otherwise dull scenario within district Vaishali.

### **TEXTBOOK PRODUCTION AND DEVELOPMENT**

14.32 All textbooks and instructional materials are developed, produced and distributed through the State Textbook Publishing Corporation. As such at district level, there are no activities on this aspect excepting to monitor and liaise with the concerned agencies and parties. Unlike BEP districts, Vaishali district does not provide any free textbooks to the school-going children excepting at specific target areas like Charwaha Schools as explained above. All children are expected to buy their requirements of textbooks from the open market as per the State policy. The district also does not provide any other kind of incentives to children.

14.33 As in other districts, availability of textbooks is unsatisfactory for various reasons which have been discussed in the separate section on this subject.

### **MAHILA SAMAKHYA**

14.34 There are no activities as a measure of mobilisation towards development of women within the district. Mahila Samakhya has not yet extended its activities in district

Vaishali. A majority of girl children are out of school. The caste ridden and economically backward segments of the society still continue to be victims of customs and traditions preventing girls in large numbers from attending the schools. Parents are not inclined towards sending their girls to the schools. A majority of them are compelled to stay at home, take care of their younger brothers/sisters, support their parents in their daily work in fields and work-places.

14.35 Appropriate intervention for community mobilization for the upliftment of the girl-children in general, and women in particular, through Mahila Samakhya may be necessary for providing universal access and enrolment of girls to bridge the yawning gap and also to empower women.

### **Monitoring and Evaluation - EMIS**

14.36 The district is yet to develop appropriate management information system for strengthening educational planning and management.

### **Conclusion**

14.37 Being a non-project district, it was evident that the district has been functioning in a routine mode. Comparatively speaking :

- Children within BEP districts are given direct incentives like textbooks, educational kits towards the objective of achieving better enrolment, retention, etc.
- The schools in BEP districts are being provided with better facilities, educational materials, etc.
- Mobilisation activities for enrolment are significant in BEP districts which are found missing in Vaishali. VECs are probably functioning better and purposefully under BEP to secure better community participation.
- For the past two years there have been no activities with regard to NFE in Vaishali district whereas NFE programmes in BEP districts are progressing better.
- The role of Mahila Samakhya within BEP districts has been significant. There is no such activity in Vaishali district.

14.38 During discussions with the district authorities, it was stated that BEP activities did not make any significant influence over district Vaishali. Going by the general situation within Vaishali, it may be proper to infer that there are indirect influences at the community level about developments going on within neighbouring BEP districts. As such there are signs of positive inclination towards sending the children to schools as a necessity. Parents are inclined to send their wards to the schools provided the facilities within the schools are improved, teachers are regular and the school environment is attractive.

## XV

### ROHTAS

#### INTRODUCTION

15.1 The district of Rohtas was formed in year 1972. The district is divided in to 14 blocks and 2090 villages. As per the 1991 census, the district has a population of 29.01 lakh of which female constitutes only 47.11 per cent. The district has a very low sex ratio of 891 per thousand male population and the density of population is 757 per sq.km. The rural population is about 86.29 per cent and SC and ST population 16.01 and 0.88 per cent respectively. The male and female literacy rates of the district are 61.50 per cent and 27.03 per cent respectively, compared to 52.49 per cent and 23.89 per cent at the state level. The SC and ST literacy rates are 19.70 per cent and 15.48 per cent, respectively. The district has 4 basic, 1190 primary, 312 middle, one charwaha and 185 high schools. It also has two teachers training colleges. Of the total primary schools, about 28 per cent (336) are single room primary schools and 360 schools have two instructional rooms. 190 schools have no buildings and at present construction activities are going on in 44 schools. There are only 5 schools for which the buildings are constructed under the BEP. Of the total 5381 sanctioned posts of teachers only 88.50 per cent are in position. The district has about 4.65 lakh children of the age-group 6-14 years of which about 3.14 lakh are in Classes I-VIII and more than 1.51 lakh children are currently out of schools. The district has 477 NFE centres which cater 14060 children. The district profile has been presented in the Annexure.

15.2 The main problem of the district is that of lawlessness, low female literacy, lack of voluntary agencies, etc.. In view of that it is difficult to find committed people, literate women and NFE instructors who can take up the BEP work at the grassroot level.

#### COVERAGE OF BEP IN THE DISTRICT

15.3 The BEP in the district was started in 1991. At present the NFE programme has been launched in 6 blocks and Mahila Samakhya programme in one block. VEC in 277 villages have been constituted. 100 schools in 3 blocks have been selected for MLL programme.

#### PLANNING AND MANAGEMENT

15.4 The planning process envisaged in BEP is decentralised at the district level. The district core team is solely responsible for preparing annual plans for education in the district. The district workplan document lays emphasis on participatory management and right from district level functionaries down to the village level workers are to be involved in the implementation of the project in the

district. At the district level the body which takes policy decisions and is responsible for approving the annual work plans is the District Executive Committee. Further there are three other bodies which play an important role in monitoring the project. These are District Steering Committee, District Task Force and DIET which acts as a District Resource Unit. At the grassroot level there are VECs which are supposed to monitor and supervise implementation of programmes. But no such body has been given the responsibility of monitoring at the block level and it seems that only the existing education officers working at the block level are supposed to perform the function of supervision of BEP in their blocks.

15.5 The district core team for BEP at Rohtas is having 24 persons. It is headed by DDC and is well supported by an OSD who is the incharge of BEP at the district level. Out of 24 persons, seven are looking after the academic aspects and are resource persons for various components, such as, primary education, NFE, training, Mahila Samakhya etc.. The core team does not have any consultant or resource person exclusively for planning component.

## **GOALS AND TARGET SETTING**

15.6 Only partial attempts seem to have been made to fix the targets which are consistent with the State Plan. The district has fixed the target date (March 1995) to achieve the goal of UEE but targets in terms of enrolment ratios have not been set out. However, in variably in the Work Plan it has been mentioned that due to certain constraints it would not be possible for the district to achieve the goal of UPE by the end of the present century which is contradictory. It is apparent that unrealistic enrolment targets have been set. The District Annual Work Plan document for 1994-95 shows that the target for the year is to enroll 52 thousand additional children but the basis of fixing this target has not been given. This also does not tally with the projected 6-14 population for the year 1994-95 as given in the document. As such, no targets have been set out separately for primary level (Class I to V) and are not desegregated at the block level. Also, separate targets for girls and SC and ST children are not set out. In the 1994-95 Work Plan it has been envisaged to select some blocks and to enrolled all the children of age-group 6-14 years but no details have been furnished about how these blocks would be selected and what is existing number of out-of-school children in these blocks and also whether these blocks have adequate primary schooling facilities or not, if not how they would be provided access to schooling facilities. Low retention of children in primary classes is a major problem in achieving the goal of UEE but no statistics have been presented in the Work Plan on current status of drop-out rate and hence no targets have been set out. However, some targets have been set out for providing buildings to existing building-less schools but no details have been furnished on the basis of which these schools are selected. No where in the Work Plan information is given on existing pupil : teacher ratio and hence no targets have been set about this. It has been mentioned in the work plan that the programme of MLL would be introduced in 100 schools during 1994-95 but it is not clear how this number is arrived and also how these schools would be selected and on what basis.



## **ENVIRONMENT BUILDING**

15.7 The Mission is of the view that the environment building can play a significant role in enrolling children and retaining them in the system. The district BEP has launched an environment building campaign through which general awareness towards BEP objectives has been created at the grassroot level. But it looks that the process of environment building is not evenly distributed within the district. It is claimed that due to effective environment building campaigns in the district, the enrolment of children in primary classes have registered significant increase but additional class rooms, teachers and facilities have not been adequately provided to keep pace with the enrolment increase. The student teacher ratio may become disproportionate affecting teaching-learning process adversely.

## **MANAGEMENT INFORMATION SYSTEM**

15.8 In the 1994-95 Work Plan, an outlay of Rs. 1.50 lakh has been provided for MIS and monitoring activities. Also, an amount of Rs. 0.25 lakh is set apart for training of MIS staff. However nowhere in the Work Plan is there a mention of MIS, its existing status and or its future plan of development except that a proforma has been developed and some training is imparted to block and district level officials involved in data collection. During the presentation the Mission was informed that the District BEP have already acquired computers but these have not yet been put to use for MIS activities. The Mission was not supplied blockwise statistics hence progress made at the block level could not be examined and hence the analysis is based on the district level data. The Mission observed that a number of conflicting statistical statements have been made in the Work Plan and other documents and even basic statistics such as enrolment ratio, teacher-pupil ratio etc. have not been presented.

## **EARLY CHILDHOOD CARE AND EDUCATION**

15.9 The ECCE component is totally excluded from the Rohtas district under BEP. No activity was undertaken in this area in the previous years and none is proposed in 1994-95 Work Plan. The Mission therefore recommends that detailed programme for implementation of ECCE component in the district should be immediately chalked out for which experiences of Balwaris/ Anganwadis should be utilised.

## **PRIMARY EDUCATION**

### **i) Achievement : Access**

15.10 As against the target of renovation work in 100 schools, it was completed in 99 schools. However, only 5 schools buildings could be constructed as against the target of 57 which is short by 91 per cent. Construction of some buildings were undertaken only in June 1994 and it is expected to complete it in next three months. Similarly not a single toilet was constructed in schools as against the

target of 128. Provision of drinking water facilities were also short by 30 per cent. Also, only 800 schools could be provided with blackboards as against the target of 1520. The Mission observed that distribution of study kits to girls and children of weaker section is done regularly. However, not a single school has been provided innovative and sports kits as against the target of 500. For the year 1994-95, it is planned to undertake building construction work in another 62 schools which in Mission's view is ambitious keeping in view the past track. It has also been envisaged that by the year 1995-96 all the schools will be provided buildings. The 1994-95 Work Plan further envisages to provide toilet facilities in another 200 schools which in Mission's view is also ambitious specifically when not a single school has been provided with toilet facility in the year 1993-94. It is also envisaged to make available handpumps to 320 schools during the year 1994-95.

## ii) Achievement : Enrolment and Retention

15.11 The enrolment at the elementary level has increased from 2.82 lakh in year 1992-93 to 3.14 lakh in year 1993-94 which has further increased to 3.24 lakh in year 1994-95 showing an increase of 14.89 per cent (Table 2). The corresponding increase in enrolment of girls, SC and ST is 29.55 per cent, 47.39 per cent and 82.38 per cent respectively. The corresponding enrolment ratios are 66.34 per cent and 80.92 per cent in years 1993-94 and 1994-95 respectively as compared to 56.18 per cent and 67.72 per cent girls enrolment ratio. The enrolment statistics further reveal that the share of girls enrolment to total enrolment at the elementary level has increased from 34.88 per cent in 1992-93 to 39.43 per cent in year 1993-94 (Table 4). However it has been observed that increase in enrolment of I-VIII classes was more rapid in first year (11.03%) than in the second year (3.48%). During the presentation, it was mentioned that as against the target of 21,100, 47,223 children were enrolled in Class I in year 1992-93, and 54,524 against target of 25,100 in year 1993-94 which appears to be a significant achievement. However, the same cannot be verified (for year 1992-93) as the gradewise information is available at two points of time only. But before any conclusion on achievement of enrolment is drawn, it is worthwhile to examine the gradewise enrolment and quality of statistics so presented. As mentioned, no separate statistics has been presented for Classes I-V, hence the same is obtained by adding enrolment in I to V classes for the period 1993-94 and 1994-95. The enrolment in Classes I-V has increased from 2.27 lakh in 1993-94 to 2.49 lakh in year 1994-95 showing an increase of 9.75 per cent. The corresponding increase in girls enrolment during the same period is 15.09 per cent which shows that increase in girls enrolment in Classes I-V was more rapid than the increase in boys enrolment. However, the girls share to total enrolment in I to V classes was only 40.62 per cent in year 1993-94 as compared to 39.34 per cent in Classes I to VIII.

15.12 Further, when gradewise enrolment is analysed (Table 3), it has been noticed that the Class I enrolment has increased from 20,333 in year 1993-94 to 67,725 in year 1994-95 showing an increase of 233.08 per cent compared to which girls enrolment in Class I has increased by 239.76 per cent. Gradewise enrolment further reveals that the enrolment in Grade II has dramatically increased to

68,386 in year 1994-95 where as the enrolment in Grade I in previous year was only 20,333. The same is again observed when girls enrolment is analysed which in Mission's view unrealistic. The district team did not have any satisfactory answer for the repaid increase. It appears that the statistics presented are not reliable. The Mission is also of the view that the number of out-of-school children computed is unrealistic and no attention has been paid to children of over-age and under-age children in fixing the targets of future enrolment. Also, though population projections are made available up to the year 1996 (Table 1) but the same are not fully utilized in fixing the future targets. The Mission also noticed that while targets are set for entire population of 6-14 years but BEP activities are restricted to only Classes I to V and no attention is paid to improving the attendance. However, the study conducted by the A.N. Sinha Institute of Social Sciences, Patna in four BEP districts reveals that in Rohtas district, in Classes IV and V, the average daily attendance were only 10 and 9 as against the average enrolment of 30 and 29 respectively. The corresponding average attendance of girls were only 4 and 3 as against the average enrolment of 13 and 12 which is Missions view is very low and alarming and needs immediate attention.

### iii) Achievement

**15.13 MLL** A test was conducted in the district to study the MLL-based achievement of children. The number of children appeared in the test and those who scored mastery level of achievement have been made available in the Work Plan. The results reveal that the achievement of children vary from subject to subject. The percentage of children scored mastery level was 10.26 per cent in language in Class I as compared to 41.51 per cent in environment science. The similar type of results are reported for other classes.

## NON-FORMAL EDUCATION

**15.14** The NFE programme is being run in the Rohtas district with the collaboration of voluntary organisations and the community. Four organisations viz., REAP, Sansar Sar, Banwasi Seva Kender and Tilothu Grameen Uthan Club are mainly involved in these efforts. By the year end the target is to have 500 NFE centres functional in six blocks of the district. Under the Mahila Samakhya programme also 30 jagjagi kendras have also been set up.

**15.15** The standard training strategy used state-wide for NFE is of 12 days' duration and the same has been adopted by including topics like (i) analysis of relevant social issues, (ii) introduction to the guide book, (iii) practical demonstration and internship in centres, (iv) use of local resources for development of teaching-learning material and (v) sessions on motivation of the trainees.

**15.16** The monitoring of the centres is done through the supervisors, project officers, the concerned NGO representatives as well as through the District Monitoring Committee.

15.17 An interesting observation emerging from the Project Report and presentation by district representatives is that majority of the NFE Centres are run on locations other than the primary school building. The reason given is that in most cases the children and community prefer to have the centre closer to their own habitations - even under trees - but not in the primary school building! There are also logistical problems since the material/equipment given to the NFE centres cannot be kept in the primary school! Both reasons do not auger well for a positive and close link between the two systems which should perhaps be indispensable in the ultimate analysis to attain the objectives of the programme.

15.18 The plan for the coming year 1994-95 envisages expansion of the NFE Centres to areas which are at present not covered under this programme. The 'Charwaha' schools being run in the district by Banwasi Seva Ashram is also proposed to be further consolidated. It is also proposed to construct work sheds with the help of the community to house the NFE Centres.

15.19 The proposed thrust is to improve quality of academic standard through distribution of resource material, training of key resource persons and instructors and close monitoring. The involvement of the VECs which has been minimal in the previous years will be encouraged through workshops, campaigns, etc.

15.20 The Work Plan and the presentation by the District representatives did not yield any information on the entire aspect of lateral migration of children from the non-formal centres to the primary schools. The impression therefore that one gets is that the two schemes, formal and non-formal are being run as distinct, parallel programmes with little effort at forging the necessary linkages.

## **TEACHER EDUCATION**

15.21 A DIET is proposed at Sasram with a sub-centre at Amjore but at present it has no building of its own. It has no regular Principal and teachers have not been appointed. At present, training is imparted by the staff of the training school. The district team informed that the emphasis is on MLL based training. The Mission was informed that teachers opt for training and they have a positive attitude towards it. Sufficient number of resource persons are available for inservice training in the district. Training manuals and syllabus have been developed by the district BEP. The Government is willing to transfer Teacher Training Institute in the District to BEP. However, the Mission noticed that a large number of vacancies of teachers are lying vacant and the same should be filled up immediately. The Mission is also of the view that the SCERT and DIET are not so strong in terms of faculty and other infrastructural facilities and recommends that these be strengthened immediately.

15.22 Out of the total 4762 teachers in the district, 28 were trained in year 1991-92, 481 in year 1992-93 and 576 in year 1993-94 for 10 days each. It is targeted to train 1800 teachers for 21 days, 100 headmasters for 5 days and 25 inspectors for 5 days during year 1994-95 which in Mission's view is ambitious and would be difficult to achieve unless DIET is made fully functional. The

quality of training and its impact in the classroom interaction has not been evaluated so far.

## **MOBILISATION AND COMMUNITY PARTICIPATION**

15.23 Community participation has been identified as one of the important features of BEP in the district which can be achieved through twin structure of VEC and Mahila Samakhya. As against the target of 500, about 400 VECs are reorganised some of which are newly constituted upto the year 1993-94. It is now envisaged to constitute 500 additional VECs during the year 1994-95. Due to setting of VECs in the district, demand for more teachers and instructional rooms are envisaged to increase over a period of time. The major functions of the VEC in the district are distribution of text books, monitoring teacher absenteeism and school building construction activities. They are also engaged in the enrolment drives and ensuring retention of children in schools. During the year 1993-94, it was planned to train about 200 VEC members but training was imparted to only 8 members which is short by 96 per cent. However, it is now targeted to train 1000 members of VECs in the year 1994-95 which in Missions view is ambitious especially when targets achieved last year were short by 96 per cent.

15.24 The Mission is of the view that there is a large gap between village level and the district level structures which needs to be bridged immediately for further participatory process. Block Resource Centres (BRCs) and Cluster Resource Centres (CRCs) between the VEC and the District Project Office may be an effective alternative which may provide platforms for participatory process. The primary teachers, parents, women, local bodies, social workers and officials can get together periodically for interactions, participation and implementation through such BRCs and CRCs. These centres together with VECs can play an effective role in bringing together human resources towards quantitative and qualitative improvements in the over all educational scenario within the BEP district.

## **MAHILA SAMAKHYA**

15.25 The main functions of the Mahila Samakhya programme in the district are to supervise schools and run the programme of jagjagi where NFE is provided to girls of age 9 years and above. Mahila Samakhya activities have been started in 160 villages and 320 Sakhis have been identified and 244 of them have been given training. Three Mahila Kuteers are in the final stages of construction in the district. A Mahila Siksha Kendra is also started and is running currently with 20 girls who are either single or separated women. Recently, the Mahila Samooh has taken up the wage issue. In general, the district team is of the opinion that women have started action against injustice and corruption. These are all good indicators and the status of women will improve if the activities are properly monitored and guided. The jagjagi centres are a large set up in itself and they are utilising infrastructure of NFE and about 30 centres are functioning at present. Several workshops and training programmes have been organised by the Mahila Samakhya. In addition, one meeting of the District Core Team, 17 for jagjagi's and 128 for Mahila Samoohs have been conducted.

## TEXTBOOK PRODUCTION AND DISTRIBUTION

15.26 Textbooks/study kits in respect of free supply are received by the district office from the Bihar Textbook Corporation. These are distributed free to SC/ST pupils and all girls through VECs. It was reported by the District BEP officials that these text books and study materials are invariably received late by 6-8 weeks. Upto May 1994, free textbooks to 83,229 children were distributed. The SC and ST beneficiaries were 10,641 and 218 respectively. The textbooks were distributed under the supervision of VEC members and a proper record is maintained in each school. The distribution of free text books and study kits do not seem to have been properly evaluated in the context of access, enrolment and retention, but is assumed that these incentives have contributed towards increase in enrolment and retention.

## UTILIZATION OF FUNDS

15.27 Total expenditure on BEP in the district during the years 1992-93 and 1993-94 (Table 5) has been to the extent of Rs. 1.30 crore of which about Rs. 99 lakh is recurring expenditure (76.08%). No activities could start in year 1991-92. However, expenditure during the year 1992-93 was Rs. 13.27 lakh which increased to Rs. 1.17 crore during the year 1993-94. The major priority area during the year 1992-93 of the project was non-formal education and management activities which utilized about 54.5 per cent and 34.6 per cent of the total resources respectively. Activities of primary education received 74.23 per cent of the total recurring and non-recurring expenditure during the year 1993-94.

15.28 The distribution of recurring expenditure (Table 6) on NFE activities during the year 1993-94 shows a sharp decline to just 1.1 per cent from 54.5 per cent in year 1992-93. Recurring expenditure on primary education was the major item of expenditure during the year 1993-94 and it was about 60 per cent of total recurring expenditure. Training consumed only 5.15 per cent of the total resources. The analysis reveals that expenditure on management forms part of both recurring and non-recurring expenditure but its share was 7.26 per cent. Most of the expenditure on management was incurred on creating and setting up of new structures. Support to NGOs received about 13.96 per cent of the resources where as women development programmes have been given considerably low priority. The share of women development programme to total recurring expenditure was around 4.30 per cent.

**Annexure**

**DISTRICT PROFILE : ROHTAS**

Total Geographical Area	:	3834 sq.km. (Density - 757 Per Sq.Km)
No. of Inhabitated Villages	:	1695
Population (1991)	:	29,00,685 SC - 16.01% ST - 0.88%
Sex Ratio	:	891/1000 Male Population

	1981	1991
S.C. Literates	43,538	67,376
ST Literates	1,813	3,072
Urban Literates	1,05,623	1,44,241
Rural Literates	4,11,737	5,87,315
Total Literates	5,17,360	9,31,556

**Literacy Rate**

Total Population	:	32.86	38.15
Male	:	74.92	75.02
Female	:	25.08	24.98
SC	:	16.99	19.70
ST	:	12.01	15.48
Total Enrolment (1992)	:	2,82,459	
Total SC Enrolment	:	39,015	
Total ST Enrolment	:	1,345	
Total Enrolment (1993)	:	3,13,558	
Total SC Enrolment	:	44,516	
Total ST Enrolment	:	31,099	
Out-of-Schools Children	:	1,51,498	

Table 1 : Projected Population

Year	Total	6-14 years
1993	20,30,804	3,87,372
1994	21,10,338	4,00,942
1995	21,83,555	4,14,875
1996	22,58,496	4,29,114

Table 2 : Enrolment (I-VIII Classes) (as on March)

Year	Total Enrolment			SC	ST
	Boys	Girls	Total		
1992	183888	98516	282404	39015	1345
1993	196769 (88.22) *	116789 (56.18)	313558 (66.34)	44516	2038
1994	196833 (92.62)	127627 (67.72)	324460 (80.92)	57506	2453

\* - Gross Enrolment Ratio

Table 3 : Classwise Enrolment (as on March)

Year	I	II	III	IV	V	Total I to V
<u>Total</u>						
1993-94	20333	79623	48383	41475	36958	226772
1994-95	67725	68386	42645	36821	33299	248876
<u>Girls</u>						
1993-94	7961	31605	18691	15783	13808	87848
1992-93	27048	28662	17582	14690	13122	101104

Table 4 : Percentage of Girls Enrolment to Total Enrolment

Year	I-V Classes	I-VIII Classes
1992-93	-	34.88
1993-94	38.74	37.25
1994-95	40.62	39.34



Table 5 : Funds Utilization for 1993-94

(Rs. in Thousand)

	1992-93	1993-94	Total
<b>1. Management</b>			
Non-Recurring	38	32	70
Recurring	220	658	878
Other Recurring	225	156	381
Total Management	483	846	1329
<b>2. Primary Education,</b>			
Non-Recurring	0	3036	3036
Recurring	28	5174	5202
Training	0	442	442
Total Primary	28	8652	8680
3. NFE	702	91	793
4. Literacy	0	0	0
5. ECCE	0	0	0
6. Culture and Communication	102	71	173
7. Women Development	12	369	381
8. Support for NGOs/others	0	1627	1627
Total (Recurring)	1289	8588	9877
Total (Recurring+Non Recurring)	1327	11656	12983

Table 6 : Percentage Distribution of Recurring Expenditure

	Total	1992-93	1993-94
<b>1. Management</b>			
Recurring	17.1	7.7	8.9
Other Recurring	17.5	1.8	3.9
<b>2. Primary Education</b>			
Recurring	2.2	60.2	52.7
Training	0.0	5.1	4.5
3. NFE	54.5	1.1	8.0
4. Literacy	0.0	0.0	0.0
5. ECCE	0.0	0.0	0.0
6. Culture and Communication	7.9	0.8	1.8
7. Women Development	0.9	4.3	3.9
8. Support for NGOs/Others	0.0	18.9	16.5

## XVI WEST CHAMPARAN

### Introduction

16.1 The district of West Champaran was formed in year 1972. The district has a population of 23.3 lakhs of which female population constitutes 46.76%. The sex ratio of the district is 879 females per 1000 males compared to 911 and 927 at the state and national level. The district is divided into three sub-divisions, 16 blocks, 23 educational sub-blocks and 1487 villages. The Scheduled Castes and Scheduled Tribes population accounts for 13.90 and 1.30 per cent respectively. The density of population of the district is 446 per sq. km. compared to 497 per sq.km. at the state level. The district had a very low literacy rate of 23 per cent in 1991. The male and female literacy rates are 32 percent and 12 per cent respectively. There were about 2.60 lakh male and 2.97 lakh female literates in the district in year 1991.

16.2 The Bihar Education Project (BEP) in the district was started in year 1991. The detailed data relating to access, such as, habitations and population covered by primary and upper primary schooling facilities have not been supplied to Mission. However, 1986-87 data of Fifth All India Survey are available which show that of the 2207 habitations in the district, (88.41%) had primary schooling facilities with in 1 km. and about 76.5 per cent habitations had upper primary schooling facilities with in 3 kms. Since, only few schools have been opened in the district in last seven years, the coverage of habitations by primary schooling facilities remained more or less the same. The Gross Enrolment Ratio (GER) at the state level was 80.47 and 37.02 per cent at primary and upper primary levels of education respectively. The enrolment at the elementary level in the district i.e. Grades I-VIII was 2.05 lakh in year 1991-92 of which girls constitute only 20.68 per cent which is much less than the respective state average of 38.84 per cent. At present the enrolment ratio at the elementary level is about 57.76 per cent and the retention rate at the primary level is about 26.50 per cent. The total number of primary teachers in year 1992-93 in the district was 3635 of which 776 (21.34%) were women teachers and about 93.20 per cent of the total teachers were trained. In addition, there were 1425 upper primary teachers of which 92.77 per cent were trained. The Teacher : Pupil Ratio at the state level was about 50 in year 1991 as compared to 54 at the district level. There were only 33 schools where the Pupil Teacher Ratio was between 15 to 30 and in 240 schools, it was between 105 to 120. Number of single teacher primary schools in year 1991 was 214, which has come down to 128 by 30.4.1994. The district profile is presented in the annexure.

16.3 The statistics presented above highlights that the main problems which the district is facing are that of poverty, low female literacy and low enrolment in general and that of girls in particular. The other significant problem is that of non-availability of female teachers in rural areas and also lack of voluntary

organisation to promote education in rural areas. Since, agriculture is main occupation of the people in the area, they remain unemployed for about half of the year. Since, industrial development has not yet been taken place, the district has a little absorption capacity of educated unemployed youth.

## **Planning and Management**

16.4 The planning process adopted in the district under BEP project is three phased. In the first phase, BEP council gave policy directions to the District Executive Committee regarding policies for the next phase, decision about priorities, listing out resources, selection of priority areas, and process of implementation and accountability. In the second phase, Regional (Prabhag) Advisory Committees were formed which had the responsibility of classification of priorities, decision about subject-wise priorities, ensuring optimum utilisation of available resources etc. In the third phase, District Task force was constituted which had the responsibility of discussing the policy directions given from above to prepare work plan with joint efforts and deciding about implementation strategies. As far as preparation of detailed annual plans is concerned, the responsibility has been given to district level functionaries working for BEP with broad guidelines from state level office. Thus, the planning process adopted for BEP was decentralized to a great extent which perhaps was adopted for the first time in the country in real and meaningful way in year 1991. However, the Mission noticed lack of coordination between BEP and education department at the district level and nowhere it is mentioned that how linkages were established with other departments at the district level.

16.5 The Bihar Education Project guidelines suggested and approved to form a strong and well equipped management structure at the district level with a staff strength of about 22 persons. The approved district level management structure consists of a District Coordinator and an Officer on Special Duty (OSD). In the formal system, one incharge for MLL and Resource Persons separately for VEC, monitoring and evaluation, construction and guru gosthi's and workshops etc. are sanctioned. For non-formal education, an incharge as well as a resource person and assistant resource person has been sanctioned. In the same way for training component, mahila samakhya, culture and communication as well as ECCE, positions of an incharge and a resource person and assistant resource persons are sanctioned for each component. But as given in the work plan document of the district, the management structure is quite weak as far as staff in position is concerned. As against about 22 positions approved, only seven positions are filled-up and thus the district team is working with a staff of just one-third of the required. The shortage of staff obviously hampers the scope of proper, in time and effective implementation of project plans.

## **Goals and Target Setting**

16.6 The Mission is of the view that only partial efforts are made to set the targets as envisaged in BEP state plan. So far as the universal access is concerned, as such, no target date has been fixed. Also, no target for universal

enrolment as such has been set either at the block level or at the district level. Only target year to achieve Universalization of Elementary Education (UEE) has been fixed for year 1995-96 but no separate targets are set for girls and SC and ST children which was envisaged in the BEP guidelines. Annual enrolment target has been set out but is found to be unrealistic. The setting of target for Universalization of Primary Education (UPE) has not been given any consideration, and whatever is set is related to the entire population of children in the age-group 6-14 years. Unrealistic estimates of 6-14 age-group population has been used. Non-enrolled children are computed but are found unrealistic and no consideration has been given to children of age below 6 year and above 14 years in fixing the targets of future enrolment. Without applying correction factor of estimate of over-age and under-age children to enrolment, the Mission is of the view that it would be difficult to make realistic plan and also to achieve the target in the district. Better, if targets would have been set annually both in percentage and absolute terms and should have been based on reliable estimates of population in the age group 6-11 and 11-14 years. Population of single age '6' should also have been considered to know likely number of children in Grade I. The other important target which should have been set out carefully is that of retention rate. Infact, no specific targets have been set and only general statements have been made. The Mission is of the view that it was more realistic to fix gradewise targets separately for Boys, Girls, SC and ST children. Further, the Mission noticed that no targets are set for improving the existing Pupil : Teacher Ratio and for improving the ratio of upper primary to primary schools. In fact, since 1988, not a single school has been opened and also no teacher is appointed. To achieve the targets, different strategies were adopted with particular reference to teachers training, women empowerment, MLL etc.

### **Coverage of BEP in the District**

16.7 The ongoing BEP programme, in terms of different components, such as, NFIE, VEC, Mahila Samakhya, Text Books etc. has not been implemented in all the blocks of the district but only few of the total 16 blocks have been covered. Till 1993-94, Mahila Samakhya programme was implemented in 162 villages under 2 blocks, namely, Chinpatia and Maintand and in 1994-95, it is planned to expand it in one more block. 30 Jagjagi centres in these two blocks were also started. In five blocks, training of VEC members were undertaken and 1339 persons were trained. Intensive NFE activities were undertaken in 450 villages under three blocks upto July 1993.

### **Management Information System (MIS)**

16.8 The Mission is of the view that the Management Information System (MIS) has a vital role in monitoring the programme. As such, no MIS under BEP has been developed at the district level. Computer facility at the district BEP office is available but it has not been used for MIS activities. Data capture formats have been provided by the state BEP and software has been developed by the local NIC office. Yet, no output is available for any of the project years. In the absence of statistics at the block level, it is impossible for the Mission to examine the

progress made during the last 2-3 years at the block level and hence, only district data have been utilised. The Mission strongly recommends that MIS in the district should be developed without any further delay.

### **Early Childhood Care and Education (ECCE)**

16.9 So far the district has not conducted any activity in the area of ECCE. Although, in line with the BEP policy, to restrict ECCE activity only to convergence with ICDS by strengthening its existing anganwadi programme, the district had intended taking up some activity in year 1993-94. They were not able to do so primarily due to lack of confidence and experience. In year 1993-94, they did initiate some efforts and interaction with the ICDS personnel in the district and tried to understand the ICDS anganwadi programme. They also appear to have found the ICDS receptive to their support if it comes. Consequently, through their Mahila Samakhya programme they have proposed in 1994-95 to take on work for strengthening of ICDS programme through training and networking. The workplan also proposed setting up of pre-primary centres, conducting of workshops and meetings, field visits and study tours and support for establishing an ECCE resource centre.

16.10 For an organization that has no previous experience in this area other than familiarity with the ICDS programme, this proposal does appear ambitious. For providing support to ICDS or for opening new ECCE centres/resource centres, it is very necessary to first get training and gain some practical experience in the area. While field visits and study tours are included, these by themselves will not suffice to help acquire the necessary expertise. Consequently, it is imperative that some intensive training in ECCE must be provided for the district personnel/Mahila Samakhya functionaries before they launch any effort in this area.

### **Primary Education**

#### **i) Achievement : Access**

16.11 At the start of the BEP, there were 1339 primary schools, 231 upper primary, 43 basic and 9 upper primary aided schools in the district. At the end of second year of the project i.e. 1992-93, the number of primary schools has gone up to 1362 and that of upper primary schools to 259. In the year 1992-93, 64 building less schools were provided buildings. There were 214 building less schools in year 1991, which has come down to 128 by 30.4.1994. But the work plan shows that as against the target of 100 school buildings during year 1993-94, construction work of 86 schools buildings could be undertaken and only 58 buildings were completed which shows achievement of only 58 per cent of the set target. Thus, still 155 schools are without buildings and 593 have only one instructional room. It is now planned to construct 128 school buildings and additional rooms to 400 schools by the year 1995-96 which in Mission's view is too ambitious keeping in view the past performance. The same is again reflected when performance on construction of toilets in schools are analysed where achievements

are found to be short of target by 42 per cent. No information is available on number of schools repaired during year 1993-94 as against the target of 192. A survey of 10 per cent of total schools where building construction activities were undertaken shows that both the enrolment and attendance have increased significantly. During the year 1993-94, 592 NFE centres were opened as against the target of 1000 centres. About 32262 SC and ST children were provided with text book/kits as against the target of 33,000. Under the school health programme, about 2854 children in 22 schools were examined and 99 schools were provided with first aid kits during the year 1993-94. 14800 primers and books were also distributed.

## (ii) Enrolment and Retention

16.12 As mentioned, the enrolment targets are set for age-group 6-14 years and targets in terms of ratios have not been set. Thus it is not possible to evaluate the achievement in terms of enrolment at primary level and also separately for girls and SC and ST children. The enrolment of age-group 6-14 year (I-VIII Classes) during the period 1990-91 to 1993-94 reveals that it has increased from 1.91 lakh in year 1990-91 to 2.38 lakh in year 1991-92 which has further increased to 3.15 lakh in year 1993-94. The enrolment as on March 1994 was 3.33 lakh. This shows that enrolment of 6-14 age-group has increased at the rate of 28.20 per cent per annum on compound growth rate basis which seems to be spectacular. The corresponding rate of growth of girls enrolment is 10.38 per cent compared to 10.68 per cent for boys. Well in the line of general trend, the SC and ST enrolment has also been improved significantly. The rate of growth of SC and ST enrolment of girls during the same period has increased by 57.04 and 258.78 per cent respectively. The share of girls enrolment, both at the primary and upper primary level, has been on increase but on a very slow pace. At the primary level, the girls share has increased from 23.50 per cent in year 1991-92 to 24.93 per cent in year 1992-93. Correspondingly, the percentage share of girls at the upper primary level has increased from 18.78 per cent in 1991-92 to 20.86 per cent in year 1992-93. Also, at the elementary level (I-VIII Classes), the girls share has increased but marginally from 24.49 per cent in 1992-93 to 24.99 per cent in year 1993-94. The corresponding figures in absolute terms are 77 thousand and 83 thousand respectively.

16.13 Since enrolment at primary and upper primary level has not been reported separately, the same has been obtained by using the gradewise enrolment (Table 3). The enrolment at the primary level has increased from 1.70 lakh in year 1991-92 to 1.94 lakh in year 1992-93 which shows an increase of 14.67 per cent as compared to 21.68 per cent girls enrolment. Similarly enrolment at the upper primary level has increased by 52.04 per cent and 73.34 per cent respectively for boys and girls which shows that achievement at the upper primary level is more impressive than at the primary level. But before any conclusion on progress of enrolment is drawn, it would be worthwhile to examine the quality of gradewise enrolment and that of retention.

16.14 The most important indicator which may throw light on achievement of

enrolment is Grade I enrolment on the basis of which entry rate can be computed. In the district work plans, nowhere this rate has been computed throughout the period 1990-91 to 1994-95. The data reveals that the Grade I enrolment has decreased from 62911 in year 1991-92 to 47881 in year 1992-93 which shows a decline of about 23.89 per cent which is a matter of concern and puts a question mark on achievements. The corresponding decline in boys and girls enrolment in Grade I are 14161 (28.72%) and 869 (6.39%). Thus, it is interesting to note that when enrolment in Grade I has declined by 24 per cent, how enrolment at primary level can increase from 1.29 lakh in 1991-92 to 1.46 lakh in 1992-93. This could be possible only if majority of children in previous year in Grade I, II, III, IV should have been promoted to next grade and also retained in the system, which is well reflected in the grade wise retention rate. Thus, unless gradewise enrolment of years 1989-90 and 1990-91 is analysed, and retention is computed, progress towards achievement cannot be judged and it compels the Mission Team to think that enrolment in different grade are overreported.

16.15 The perusal of gradewise enrolment (Table 4) reveals that out of 62911 children admitted in Grade I in year 1991-92, 56413 could reach to Grade II in 1992-93 which shows retention of 89.67 per cent. The corresponding retention rates for boys and girls are 87.67 and 96.93 per cent respectively which look very impressive. But, when we look enrolment data in subsequent grades, it reveals that more children are found in grades III, IV and V than in the previous years grades II, III and IV which resulted into retention rate more than 100 per cent (Table 5) which is by logic incorrect and put a question mark on the quality of enrolment statistics in the district. A school based survey was conducted to know the quantum of retention and/or drop-outs at the primary level in the district. The results revealed that the retention rate has increased marginally from 26.5 per cent in 1991 to 31.78 per cent in 1992 and has further increased to 33.78 per cent in year 1992-93. The results of the survey could not be verified because gradewise enrolment statistics is not available for these three years on same date of reference. Separate estimates for girls and SC and ST children have not been computed and the sample selected is small.

16.16 Low attendance in schools is also a major area of concern. During 1993-94, it has been reported that average attendance was 86 per cent for general children as compared to 86 and 61 per cent for SC and ST children respectively (Table 2). The girls average attendance is also on a very high side.

### (iii) Examination Results and Achievement

16.17 Results of annual examination held in years 1991 and 1993, show some improvement in pass percentage and also in the share of those scoring above 80 per cent (Table 2). 3.84 per cent children had achievement level more than 80 per cent in year 1991 as compared to 4.34 per cent in year 1993. On the other hand, about 14.52 per cent children had achievement level below 30 per cent in 1991 as compared to 11.05 in 1993. The Mission is of view that a distinction between achievement levels and examination results should be maintained and attainment of MLL needs to be monitored separately.

## Non-formal Education

16.18 In the district, there are about 2.5 lakh boys and girls in the age-group 6-14 years who do not attend primary school. The NFE programme is being implemented in three blocks with the help of 15 NGOs who have been selected after very careful scrutiny. The criteria conditions for selection of these NGOs include, (i) it should be a registered organisation; (ii) minimum three years experience in the field, (iii) three years audited report and (iv) a certificate of being non-communal.

16.19 At present there are 486 centres functioning in the district with an enrolment of 12,150 children. Of these 126 children in the last year are reported to have moved on to the primary school. Although 1000 centres were targeted for year 1993-94, the target could not be achieved due to delay in receiving of the training material. The target is expected to be achieved by the end of the present year. In year 1994-95, it is proposed to expand the programme to four more blocks.

16.20 While training of functionaries is proposed, awarding the best instructors is also suggested. The instructors are given a three-phased training in the first year each of 12, 10 and 8 days duration respectively with a regular programme of 10 days after two years. The monitoring of these centres is done through the supervisors appointed by the NGO, the DRU and Master trainees and also by representatives of the BEP. One supervisor oversees about ten NFE centres. To improve the quality of the programme toys and sports equipment have been supplied to these centres. In addition to this, the centres are made to organise Bal Melas in which they hold competitions for children and give awards to children. The programme run under the BEP has as reported, served to create confidence in the community with respect to the NFE programme. The girls enrolment has increased particularly in the Jagjagi centres. The healthy competition created among the NGOs has had a positive impact on the quality of the centres. The NFE programme has evolved interest and self confidence in children and created a favourable climate for education at the village level.

16.21 The thrust of the programme in the district is on both quantitative expansion and qualitative improvement through better monitoring, training of instructors and other functionaries in the MLLs and establishment of more Jagjagi centres and arrangement of health check up for the children. While efforts appear to have been made to make the programme more attractive for out-of-school children to come to the centres (to the extent that even primary school children get attracted to join NFE Centres). There seems to be a need to concentrate now on the necessary inputs for ensuring attainment of the basic attainment levels required by children to make the transition from non-formal centres to the primary school. This would require more intensive training of the instructors and very close monitoring in addition to a periodic, if not continuous, evaluation of children.



## **Teacher Education**

16.22 Women College, Kumar Bagh is designated DIET of the district and conducts all in-service training programmes. Necessary infrastructure has yet to be created at the DIET. Staff includes nine teachers and six resource persons. Only five days training has been imparted to the resource persons of the college to organise training programmes which in Mission's view is inadequate. There are 4916 teachers in the district out of which only 769 (15.64%) teachers have received full training of 21 days. About 380 positions of teachers in the district are vacant. In addition, 227 teachers have received only 10 days training and there are plans to train these teachers for an additional 11 days. During 1994-95, there is a proposal to train 700 additional teachers for 21 days. But it is not clear how these teachers will be selected. Will it be from the blocks already covered under BEP or training of teachers would be taken up in new blocks.

16.23 Generally 35 teachers are trained in one batch, which in Mission's view is a good number to continue with. The DIET needs to organise 20 courses each of 21 days which would require 420 training days in a year, which seems unrealistic. Moreover 227 teachers are to be trained for 11 days which needs 6 courses of 11 days each. The district has requested for an additional sub-centre of DIET to achieve the target. Since identification of resource persons, and their training and supplying materials to the sub-centres may take time, the Mission is of view that the district should have set achievable targets. There are about 214 untrained teachers in the district and no plans have been put in place to train them. The Mission recommends that plans be formulated to train all the untrained teachers.

## **Training of Administrators**

16.24 The Mission was also informed that 25 inspecting officers have been trained for 5 days which in Mission's view is insufficient especially when they are required to provide professional support to teachers in new pedagogy and supervise their work. The Mission is also of the view that all the inspecting officers should be given the same training which teachers receive and in addition, they should be trained also in supervision.

## **Mobilisation and Community Participation**

16.25 Community participation is one of the distinct features of the BEP. The BEP seeks to achieve the goal of community participation mainly through its twin structure of Village Education Committee (VEC) and the Mahila Samakhya (MS).

### **(i) Village Education Committee**

16.26 Traditionally each revenue village in the district has had a VEC. But in each revenue village, there are many villages and schools and thus the existing VEC could not pay attention to all the schools. Therefore, the BEP set up VEC for each school and later for each "Tola" within a village. Thus there is a three level VEC structure in the district : Tola, school and revenue village. The main

functions of the VEC are mobilising parents to send their children to school and seeking their retention in schools, construction and repair of school buildings, and distribution of books to the school children. The membership of these three level VECs overlaps; and so there is no functional problem in this triple structure. There is no ex-officio member in case of the VECs set up by the BEP. The office bearers of the VEC are elected. Upto March 1994, Only 325 VECs were set up in the district but members belonging to only 100 VECs were given training. There are only seven VECs in the district that are presided over by the women.

## (ii) Mahila Samakhya

16.27 The main functions of the Mahila Samakhya Programme in the district are to supervise schools and run the programme of "Jagjagi" where non-formal education is provided to girls of age 9 years and above. The process of setting up Mahila Samakhya Programme starts with the identification of the Sahyoginis. The core team visits the villages in order to identify Sahyoginis. They conduct group discussions of the women. During the process of group discussion, women who appear to be able and willing to be Sahyoginis, are selected. However, preference is given to women belonging to the dalit group, because the Sahyoginis work mostly among the dalits.

16.28 Mahila Samakhya activities were started in the district in March 1992. Activities have been taken up in two blocks, namely, Maintand and Chinpatia. Mahila Samakhya activities have been initiated in 162 villages and 152 Mahila Samoohs have been formed. The Mahila Samoohs have a total membership of 2388. A total of 161 Sakhis and 15 Sahyoginis were identified in the district. If the samooh is not meeting regularly, they are not formally recognized as a Mahila Samooh which explains the difference in number between villages covered. 26 Jagjagi centres with an enrolment of 650 children have also been started. A Mahila Shikshan Kendra has been started in June 1994 in Bettiah. A community based convergence scheme (CBCS) of UNICEF is going on in 30 villages of Maintand block. Its convergence with Mahila Samakhya needs to be clearly worked out.

16.29 The Mahila Samakhya plays an active role in the VEC. Sakhis are consulted in the constitution of the VEC. The Mahila Samoohs have started saving activities. Among the major issues taken up are those of enrolment, retention, atrocities on women, corruption etc.. Active work has been taken up with regard to school construction. In the area of health, testing of salt in shops for iodine deficiency is periodically taken up by Mahila Samakhya. This assumes importance as the district is chronically iodine deficient.

## Textbook Production, Development, Distribution

16.30 Textbooks and study kits in respect of free supply are received by district from the Bihar Text Book Corporation. These are distributed free to all girls and SC/ST children in primary schools under the supervision of VEC. It has been reported that these textbooks and study materials are invariably received late by

4-6 weeks. The Mission is of the view that the efficacy of distribution of free textbooks and study kits do not seem to have been properly evaluated in the context of access, enrolment and retention. But it is generally accepted that these incentives contribute to increase in enrolment and retention. As on March 1994, about 392729 girls of general category, 12019 SC and 2967 ST girls were given text books and study kits as compared to 23098 SC and 9164 ST boys in the district. The Mission is of the view that the provision of free textbooks should be extended to the remaining children irrespective of their caste.

### **Utilization of Funds**

16.31 Total expenditure in the first three years of the project is to the extent of Rs. 1.95 crore (Table 6 & 7). The expenditure on BEP in the district has increased from Rs. 14 lakh in year 1991-92 to Rs. 83 lakh in year 1992-93 and which has further increased to Rs. 98 lakh in year 1993-94. Recurring expenditure constitutes approximately 82 per cent of the total expenditure. The distribution of recurring expenditure during the period 1991-92 to 1993-94 shows that about 65 per cent was spent on primary education, 10 per cent on NFE and 8 per cent on management activities. Expenditure on women development, NGO's and culture and communication together works out to be only little more than 3 per cent. Major items of expenditure in year 1993-94 have been primary education (36.0 per cent), NFE (25.5 per cent), training (17.3 per cent) and management activities (12.2 per cent). Women's development and NGO's together constitute 5.9 per cent of the total recurring expenditure. Activities on NFE, women development programmes and support to NGO's could start only in the year 1993-94.

**DISTRICT PROFILE : WEST CHAMPARAN**

Population (1991)	Total 23.31 lakh	SC 13.90%
	Male 12.41 lakh	ST 1.30%
	Female 10.90 lakh	

Literacy Rate (1991)	<b>District</b>	<b>State</b>
	Total 23%	Total 33%
	Male 32%	Male 52%
	Female 12%	Female 23%

<b>Number of Schools</b>	<b>1991</b>	<b>1993</b>	<b>1991</b>	<b>1993</b>
Primary	1339	1362	53252	53292
Single Teacher Primary	214	128 (as on 30-4-94)		
Middle	231	259		

<b>Enrolment</b>	<b>1991-92</b>	<b>1992-93</b>
General I-V	1.70 lakh	1.94 lakh
VI-VIII	0.36 lakh	0.56 lakh
<b>I-VIII</b>	<b>2.05 lakh</b>	<b>2.50 lakh</b>
SC	29,736	47,871
ST	2,793	16,517

## Coverage

Total Number of Blocks	:	16
Mahila Samakhya	:	2 Blocks 162 Villages 26 Jagjagi Centres
VEC (Training)	:	5 Blocks
NFE	:	450 villages 592 centres

**Table 1 : West Champaran : Achievements in Annual Examination  
1991 and 1993**

Grade	Above 80%		60 to 80%		Below 30%	
	1991	1993	1991	1993	1991	1993
I	3.9	4.14	15.1	17.35	15.00	11.87
II	4.3	5.18	13.34	19.49	17.40	13.95
III	3.0	2.36	16.88	17.58	15.11	12.07
IV	3.9	5.82	20.00	18.77	10.00	6.47
V	4.1	4.22	18.35	24.29	15.04	10.91
<b>Average</b>	<b>3.84</b>	<b>4.34</b>	<b>16.73</b>	<b>19.49</b>	<b>14.52</b>	<b>11.05</b>

**Table 2 : West Champaran : Average Attendance, 1993-94**

Grade	General	Scheduled Castes	Scheduled Tribes
I	84 (86%)*	85 (88%)	67 (57%)
II	77 (77%)	83 (83%)	89 (83%)
III	77 (77%)	83 (84%)	86 (50%)
IV	86 (81%)	87 (89%)	50 (-)
V	77 (73%)	91 (97%)	100 (-)
<b>Average</b>	<b>80 (79%)</b>	<b>86 (88%)</b>	<b>61 (38%)</b>

\* Girls

Table 3 : **Enrolment : I-V and VI-VIII Classes, West Champaran**  
**Primary and Middle Levels**

Classes	1991-92			1992-93		
	Boys	Girls	Total	Boys	Girls	Total
I-V	129736	39848	169581	145972	48485	194457
VI-VIII	28970	6699	35669	44047	11612	55659
I-VIII	158706	46544	205250	190019	60097	250116

Table 4 : **West Champaran : Enrolment Statistics (as on December)**

Year	I	II	III	IV	V	(I-V)	VI	VII	VIII	(VI-VIII)
Boys										
1991-92	49305	25894	21639	17218	15680	129136	13192	9335	6443	28970
1992-93	35144	43225	26977	21973	18653	145972	22740	12047	9260	44047
Girls										
1991-92	13606	8657	6803	5718	5061	39845	3120	2148	1431	6699
1992-93	2737	13188	9521	7026	6013	48485	6672	2925	2015	11612
Total										
1991-92	62911	34551	28442	22936	20741	169581	16312	11483	7874	35669
1992-93	47881	56413	36498	28999	24666	194457	29412	14972	11275	55659

Table 5 : **Retention Rate : Cohort 1991-92**

	I to II	II to III	III to IV	IV to V
Boys	87.67	104.18*	101.54	108.33
Girls	96.93	109.98	103.28	105.16
Total	89.67	105.64	101.98	107.54

\* data not reliable, Retention rates have been computed differently.

Table 6 : **Funds Utilization**

(Rs. in Thousand)

	1991-92	1992-93	1993-94	Total
<b>1 Management Expenditure</b>				
Non-Recurring	28	106	45	178
Recurring	51	400	776	1227
Other Recurring	3	280	159	442
Total Management	82	786	980	1848
<b>2 Primary Education</b>				
Non-Recurring	-	-	3380	3380
Recurring	624	7453	2296	10373
Training	59	18	1105	1182
Total Primary	683	7471	6781	14935
<b>3 Non-formal Education</b>	-	-	1629	1629
<b>4 Literacy</b>	590	-	-	590
<b>5 ECCE</b>	-	-	-	-
<b>6 Culture, Communication etc.</b>	-	43	37	80
<b>7 Women Development</b>	-	-	156	156
<b>8 Support for NGOs/Others</b>	-	-	225	225
<b>Total (Recurring)</b>	1327	8194	6383	15904
<b>Total (Recurring + Non-Recurring)</b>	1355	8300	9808	19463

Table 7 : Distribution of Recurring Expenditure

(In percentage)

	1991-92	1992-93	1993-94	Total
<b>1 Management Expenditure</b>				
Recurring	3.8	4.9	12.2	7.7
Other Recurring	0.2	3.4	2.5	2.8
<b>2 Primary Education</b>				
Recurring	47.0	91.0	36.0	65.2
Training	4.4	0.2	17.3	7.4
3 Non-formal Education	-	-	25.5	10.2
4 Literacy	44.5	-	-	3.7
5 ECCE	-	-	-	-
6 Culture, Communication etc.	-	0.5	0.6	0.5
7 Women's Development	-	-	2.4	1.4
8 Support for NGOs/Others	-	-	3.5	1.4



## XVII

### MUZAFFARPUR

#### INTRODUCTION

17.1 Muzaffarpur district was formed in the year 1875. Post independent developments saw the formation of two neighbouring districts Sitamarhi and Vaishali. Two major rivers Budi Gandak and Bhagmati flow through this district. The district comprises of 341 Panchayats, 14 blocks, 1729 villages and 7290 tolas. The uninhabited village numbers around 100.

17.2 The total population of this district as per the 1991 census is 30 lakhs. In the past ten years the growth rate has been 2.5 per cent per annum. The sex ratio has declined during the eighties from 963 per thousand to 912 per thousand males.

17.3 The literacy percentage in Muzaffarpur is lower than the state average. Female literacy is very low (18.62%). Infrastructure facilities for education are scant. To accelerate the access of children of disadvantaged groups, learning material has been provided to 40000 children. Twenty five workshops, conventions and Jan Sankalp Sabhas have been held throughout the district to strengthen primary education. There are at present 3702 male teachers and 3311 female teachers. There were 350 schools without building in 1991 but under BEP, 84 schools were set up during 1992-93, and 60 in 1993-94. The present number of schools without building stands at 30. BEP Muzaffarpur is supporting urban based services for the poor in a big way. Muzaffarpur DIET is functional from 1993.

#### PLANNING AND MANAGEMENT

17.4 The planning process given in the work plan explains that plans are chalked out at the block level after a thorough discussion and it is passed on to the steering group for consideration. The district level team considers it from different view points including various components. The plans are finalized by the District Working Committee.

17.5 In the district a committee has been formed at the block level for the proper management and working of Bihar Education Project. This is actually the Block level Advisory Committee which has apart from Block Development Officers, the other members like local MLA, Municipal Counsellor and all officials working at the Block Level. The Block Education Officer is the member Secretary of this Committee. All the plans which are sent from block to the district are routed through this Advisory Committee for consideration and finalization at Block level. After it is finally approved by the District Level Committee, its implementation is also supervised by Block Advisory Committee.

17.6 At the District Level, Steering Committees are formed for each component and these steering committees look after the plans of their components at district level as also supervise the implementation of these plan with respect to their components. These components are Primary Education, NFE, Mahila Samakhya, Culture and Communication and ECE.

17.7 District Work Group (Zila Karya Dasta), whose membership includes DIET Principal as well as coordinators of various components, meets on a weekly basis under the Chairmanship of District Programme Coordinator. The highest body for management at the district level for BEP is District Executive Committee which supervises the management at the district level. It is this committee which finally approves the district plan and forward it to the EC of BEP for final approval and after being approved by the EC, the plans are implemented.

## **PRIMARY EDUCATION**

17.8 The targets are set for the age group 6-14. No specific targets have been laid for age groups 6-11 and 6-14 years. Thus it is difficult to evaluate the progress made for primary and upper primary education.

17.9 As against the enrolment target of 5.58 lakh in 1992-93, 3.28 lakh children were enrolled which shows a deficit of 2.30 lakh i.e. 41.22%. Similarly 6.26 lakh enrolment target was set of which 3.87 lakh children were enrolled, which then shows a deficit of 2.39 lakh (38.18%). The deficit observed is significant and reflects the manner in which targets are set and strategies adopted to achieve these targets. The deficit on enrolment of girls would be still more alarming.

17.10 In the absence of gradewise enrolment it has not been possible to assess the progress made by the district with particular reference to retention rate. As such, target retention rate has not been stated in the BEP district plan.

17.11 The age group 6-11 & 11-14 population has not been analyzed so as the single age 6 years works out that no assessment is possible with particular reference to entry rate which plays an important role in achieving the goal of UEE. Similarly, 3-6 age group has not been utilized to plan for ECCE.

17.12 At the start of the project, unenrolled children have been worked out by simply subtracting children in school from in age group 6-14 which is not realistic, as a number of children outside the age group 6-14 are in schools, which needs to be considered.

17.13 At the start of the project in 1990-91 there were 1540 primary and Upper Primary schools in districts The same state is reported for the year 1993-94 which shows that not a single school has been opened.

- There are 8550 students in 337 NFE Centres in 1994.
- There were 4022 male and 3768 female teachers in 1990-91 which has now

been decreased to 3702 male and 3311 female teachers. Still the number of single training primary schools have decreased from 139 to 72 school.

## TRAINING

17.14 The training programmes started in June, 1993. The teacher pupil ratio comes out to be 1:65. The mission was informed that no classwise data was available upto 1992 but segregated data is available after 1992. The mission regards this an achievement of the project.

17.15 The mission was informed that BEP undertook repairs of buildings and provided furniture (2 tables and 5 chairs) to 800 schools. Knowing fully well that a large number of primary schools are single teacher schools, the supply of furniture was norm based not need based. For many school five chairs may be more than required and may take up the useful space which could be utilized by students for educational purposes.

## MOBILIZATION AND PEOPLE'S PARTICIPATION

17.16 Environment building efforts in Muzaffarpur started initially with the total literacy campaigns. Volunteer based, time-bound campaigns for functional literacy of children and adults were launched in Muzaffarpur. They included :

- Household surveys in the course of the Campaigns to serve as benchmarks in planning children's primary education
- A new methodology called Improved Pace and Content of Learning with special materials which have in-built evaluation.
- A cultural approach to facilitate transition from oral to written tradition.
- Immunization linked to the Campaigns.

17.17 Muzaffarpur Literacy Campaign (SAMU '92) was committed to achieving total literacy in four blocks by September 1991 in 12-35 years age-group as shown below :

Blocks	Total population to be made literate	By
Minapur	74,000	15 August
Sakra	61,000	15 August
Motipur	90,000	5 September
Kunti	93,000	8 September

17.18 The process of forming Village Education Committees is initiated in a meeting of Block Education Officers. The circular is then distributed to all the Headmasters of Primary and Middle School in the Guru Goshti. The Headmaster and teachers are further instructed to constitute a Village Education Committee by a specified date. A meeting of the Gram Sabha is convened and the VEC is constituted therein.

17.19 Village Education Committee were initially characterized as Nigrani Samiti (supervisory bodies at village level). As a second stage, the Education Department also set-up Village Education Committees as per its norms. The Village Education Committee set-up under the auspices of BEP is governed by its norms. Village Education Committee under BEP was started in the year 1993 in Muzaffarpur. In this district under the project a total of 1,582 VECs have been formed.

17.20 The VEC is constituted with about 15 to 20 members. They include the Headmaster of Primary School, Instructor, Non-formal Centres, Anganwadi Workers, representatives of Mahila Samakhya, etc. These meetings are held once in a month in the School premises. These Committees commence with a follow-up of activities related to enrolment and retention in both formal and non-formal areas. An assessment is then made of school infrastructure, maintenance and other school related problems. The records and minutes of these meetings are maintained. Issues raised in these meetings also relate mainly to enrolment drives and retention.

17.21 People's participation in the district has been visualised as the backbone of the programme. All efforts are made to involve the stakeholders. Training of members of VEC has been undertaken in one of the blocks and it is hoped that 183 VECs will receive training. The powers and functions of VEC are :

17.22 Powers of selecting persons for building construction. Monitoring the regularity of children coming to school. The training package aims to familiarise the members about the need, importance of community participation in education. Gram Panchayat Act and its importance reference for education at village level.

17.23 As a result of training, attitudinal change has been perceived in people and a belongingness and ownership of schools is seen. The actualisation of VEC has further led to contribution for maintenance of schools.

17.24 Upto March, 1994, 1582 VECs were set up in the district. The number of VEC members who received training was 336 belonging to 128 VECs. Thus only very few VEC members have been given training so far.

## **MAHILA SAMAKHYA**

17.25 MS activities were started in the district in July, 1993. MS cover 122 villages in 3 blocks. These were chosen as they have the largest SC population and have low literacy rates. Jagjagi centre has been started in Bakarpur. The Mahila Samooh have taken up savings activities by opening a bank account. The

Samoochas have taken up the issue of frauds in Public distribution systems and have been questioning it. In a span of less than one year, over 120 MS have been formed. It remains to be seen whether the non-negotiable principles of Mahila Samakhya have been kept intact.

17.26 Upto March, 1994 160 villages of 3 blocks were covered by the M.S. the number of MS formed in these 160 villages is 97. These MS have a membership of 2164. A total of 194 Sakhis and 16 Sahyoginis were identified in the district.

17.27 Several workshop and training programmes were organised under the auspices of the MS. The district core team had two training programmes. The number of training programmes for the Sahyoginis and Sakhis was two and three respectively. Workshops/Meetings organised for the district core team, Sahyoginis and Mahila Samoochs were four, seven and four respectively. All the 16 Sahyoginis and 87 out of the 194 Sakhis have been trained.

### **EARLY CHILDHOOD CARE AND EDUCATION**

17.28 No activity has been undertaken in this area apparently and none is proposed.

### **NON FORMAL EDUCATION**

17.29 NFE programme under BEP was started in Muzaffarpur only in 1993. It was proposed in 1992 but could not be taken up due to non availability of primers. Although NFE centres were running through other agencies in the district, their quality left much to be desired. Consequently the climate was not favourable in 1993 since NFE was perceived as a sub-standard category of education by the community who hesitated to accept it. Under the BEP the initial steps involved environment building through creation of community awareness regarding importance of NFE and winning confidence of the people, survey of the 'tolas' to identify children out of school, formation of a 'tola committee' through tola sabha which would select the instructor and monitor the programme, selection of the functionaries and training and distribution of learning materials. Community involvement was an important aspect of the programme.

17.30 The population of children not going to school in the 6-14 age group is approximately 1 lakh in this district. At present the NFE programme is being implemented in 5 blocks of which in 2 it was started in 1993 and 3 in 1994. At present there are about 340 centres on ground and another 250 are expected to begin functioning by July, 1994. Approximately 6000 children are attending the NFE centres and by July end the enrolment is expected to go upto 13000. However, about 50 centres were also reported to have been closed down since children in the age group of 6 to 9 were encouraged to go to the formal primary school instead.

17.31 The training of functionaries has been conducted as per the standard scheme. There has been some delay in progress due to the training of some tola samiti members not having been done it. About 184 tola samitis are very active. These were constituted by holding tola meetings in which women's representation was ensured. The tola committee meets every 15 days and discusses among other things the problems of attendance, timings, space problems etc. The instructor's salary is paid to the instructor only after assessing the attendance record and the reports of the tola committee members based on their observations. 215 centres are being run by the tola committees.

17.32 At the Panchayat level a core group has been formed. A supervisor is appointed for every ten centres and the core group is constituted of the tola committee conveners and the supervisors of the 28 core groups formed 9 are active.

17.33 The programme is still only a year old under the BEP and in view of that the progress reported is laudable. The point of concern is that the successful initiatives are limited in number vis-a-vis the total number of centres and therefore, there is need to consolidate efforts more than to expand.

17.34 The supply of learning kits to 167000 students spread all over the district is not justified specially when all other activities such as training, Mahila Samakhya programmes etc, are limited to only a few blocks.

17.35 The Mission was informed that there is a functional DIET in Muzaffarpur. There is no building of DIET and proper equipment has not been supplied to the DIET. Faculty is mostly hired from outside during courses. This arrangement is highly unsatisfactory in the interest of conducting quality training programmes the capacity of (functional) DIET to undertake training course is very limited.

17.36 Head teachers and Inspectors have been provided training of five days each whereas teachers have been provided training of 21 days in two phases. In primary schools, most of the head teachers do the teaching also so five days training is not satisfactory. They infact should receive the same training that teachers receive and no the top to if could be given five days additional training on school management and providing professional support to teachers. Similarly five days training to school Inspector is insufficient if they have to conduct academic supervision and provide professional support to teachers at the school level which is essential to introduce and sustain chain in the pedagogy.

## **UTILIZATION OF FUNDS**

17.37 The total expenditure under BEP in the district in the three years of the project (1991-92 to 1993-94) has been Rs. 3.3. crores. the project had a meagre start with only Rs. 1 lakh in 1991-92 of which Rs. 56,000 (56%) were utilized. Formal primary education and 44% for management structures. The total expenditure incurred during the next two years increased to Rs. 63 lakhs in (1992-93) and Rs. 2.6 crores 1993-94. Component wise details of utilization of

funds can be seen from Table 4.

17.38 Formal primary education and management structures continued to be priority areas during 1993-94. While the share of primary education increased from 83 per cent in 1992-93 to 89 per cent in 1993-94, that of management decreased from 116 per cent to 9 per cent over the years. Programmes under training, NFE, culture and communications and women's development were initiated, however, expenditure incurred on them seemed to be negligible. Total recurrent expenditure in the district has been to the extent of Rs. 1.2 crores which forms about 36% of the total expenditure during the three years of the project. This implies that about 64% of the expenditure is non-recurrent in nature. The distribution pattern of recurrent expenditure (Table 5) shows that about 78% of resources have been utilized by formal primary education sector and 11% by management. About 5% have been spent on training. The share of management expenditure has decreased over the year from 30% in 1991-92 to 15% in 1993-94 although it showed a sudden decrease to 7% in 1992-93. Expenditure on primary formal education found about 88% of the total recurrent expenditure in 1992-93 whereafter it declined to 68% in 1993-94. the share of resources on training has decreased from 114% in 1991-92 to 9.5% in 1993-94. the percentage share of women's development programme and culture and communications have increased from a meager 0.1% and 0.5% respectively in 1992-93 to 2.2% each in 1993-94. Support to NGOs has been virtually non-existent.

## EMIS

17.39 BEP office in Muzaffarpur has a computer. It was reported that the computer is functioning and is being used to create a data base on education. The basic data is got collected through the officials of the department of education. The blockwise statistics are available in the computerised form. Detailed proforma is being planned to be used for this years data collection. The data flows have not been articulated properly. There is no professional staff to plan the activities of EMIS at the district level. The use of data for planning and management purposes is very limited.

**DISTRICT PROFILE : MUZAFFARPUR**

<b>Population (1991)</b>	<b>Total</b>	<b>29.54 lakh</b>		
	<b>Male</b>	<b>15.46 lakh</b>	<b>SC</b>	<b>4.49 lakh</b>
	<b>Female</b>	<b>14.08 lakh</b>	<b>ST</b>	<b>0.013 lakh</b>
<b>Sex Ratio</b>	912 Females per thousand Males			
<b>Literacy Rate (1991)</b>	<b>District</b>		<b>State</b>	
	Male	48%	Total	33%
	Female	22%	Male	52%
			Female	23%
<b>Number of Schools</b>	<b>1991</b>		<b>1993</b>	
Primary	1540		1540	
Middle	438		438	
<b>School without building</b>	389		100	
<b>Musahar School</b>	-		142	
<b>Single Teacher Schools</b>	139		72	
<b>Enrolment</b>	<b>December 1991</b>		<b>March 1994</b>	
	Total	1.54 lakh	Total	3.91 lakh
	Boys	0.72 lakh	Boys	-
	Girls	2.26 lakh	Girls	-
<b>Coverage</b>				
<b>Total number of Blocks</b>	15			
<b>Mahila Samakhya</b>	3 blocks 122 villages			
<b>Non-formal Education</b>	5 blocks			
<b>No. of NFE Centres</b>	337			
<b>Total Boys</b>	4,012			
<b>Total Girls</b>	2,012			
<b>Total Girls</b>	1,712			
<b>SC Boys</b>	1,964			
<b>ST Girls</b>	862			



**Table 1 : Muzaffarpur : Enrolment (Class I-VIII)**

Period	Girls	Boys	Total	Percentage	
				Rise	Fall
December '91	83575	177262	260837	-	-
December '92	118905	224110	343015	32%	-
December '93	134929	247980	382909	12%	-
December '94	132546	244527	377343	-	1%

**Table 2 : Retention (Classes I-VIII)**

Year	General	SC
1991	45%	25%
1992	53%	35%
1993	60%	42%
1994	63%	48%

**Table 3 : Non-Formal Education - Work Plan 1994-95**

Year	Tola	Unit	Children	Voluntary Teacher
1994-95	0550 +49	0800	20,000	0880
1995-96	1600	2000	50,000	2200
1996-97	1370	1876	46,900	2066

**Table 4 : Funds Utilization for 1991-92 to 1993-94**

(Rs. in thousands)

Muzaffarpur	1993/94	1992/93	1991/92	Total
1 Management Exp.				
Non-Recurring	1484	350	16	1850
Recurring	875	396	25	1296
Other Recurring	91	269	3	363
Total Management	2450	1015	44	3509
2 Primary ed.				
Non-Recurring	19090	0	0	19090
Recurring	3947	5280	44	9271
Training	552	9	12	573
Total Primary	23589	5289	56	28934
3 NFE	96	2	0	98
4 Literacy	0	0	0	0
5 ECCE	0	0	0	0
6 Culture, Communication etc.	128	28	0	156
7 Womens' Development	128	4	0	132
8 Support for NGOs/others	0	4	0	4
Total (Recurring + Non-Recurring)	26391	6342	100	32833
Total (Recurring)	5817	5992	84	11893

**Table 5 : Percentage Distribution of Recurrent Expenditure  
Muzaffarpur**

Item	1993/94	1992/93	1991/92	Total
1 Management Exp.				
Recurring	15.0	6.6	29.8	10.9
Other Recurring	1.6	4.5	3.6	3.1
2 Primary ed.				
Recurring	0.0	0.0	0.0	0.0
Training	67.9	88.1	52.4	78.0
3 NFE	1.7	0.0	0.0	0.8
4 Literacy	0.0	0.0	0.0	0.0
5 ECCE	0.0	0.0	0.0	0.0
6 Culture, Communication etc.	2.2	0.5	0.0	1.3
7 Womens' Development	2.2	0.1	0.0	1.1
8 Support for NGOs/others	0.0	0.1	0.0	0.0
<b>Total (Recurring)</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

## XVIII

### EAST SINGBHUM

#### INTRODUCTION

18.1 The district situated in extreme south eastern part of the Bihar state is spread over an area of 3530 sq.km. with Jamshedpur city as its headquarter. A notable feature of the district is that it is demographically urban dominated having about 52.7 per cent urban population. In 1991 the district had a population of 1617170 persons. Tribal population accounts for 29 per cent and Scheduled Caste population is as low as 4.8 per cent. (see Table 1)

18.2 The district had a literacy rate of 50.41 per cent (see Table 3) in 1991 (60.47 per cent for male and 34.58 per cent for female population). The total, male and female literacy rates for Bihar were 38.54 per cent, 52.63 per cent and 23.10 per cent respectively.

18.3 The data available for the year 1993 shows that the district had 925 primary and 236 upper primary schools. Further there were 400 centres of Non-formal Education in the district with a total enrolment of 10231 which is roughly about 3 per cent of the total enrolment of age group 6-14 years. In NFE centres about 56 per cent children are from Scheduled Tribes while about 54 per cent are girls. The percentage of children in 6-14 years age group attending schools was 76.33 in 1993. (see Table 2) Further the percentage of girls in the enrolment at elementary level (i.e. class II-VIII) was 44.08 while the respective figures for SC and ST were 6.38 and 29.71 per cent comparing enrolment with percentage share of SC and ST population (4.8 and 29 per cent) the achievement of these two backward section is impressive. (see Table 4)

18.4 The data given in the District Plan document shows that by 1993, about 33.79 per cent (i.e. about one-third) primary schools had only one teacher while about 11.78 per cent schools had no building. Buildings for 26.72 per cent schools were dilapidated, about 71 per cent schools had toilet facility while only about 30 per cent schools had drinking water facility. It can be inferred from these figures that infrastructure facilities are lacking.

#### PLANNING AND MANAGEMENT

18.5 Under Bihar Education Project emphasis is on decentralised planning. Women's equality, teacher's participation, providing infrastructure facilities and mission zeal to spread primary education at a faster rate to achieve the goal of UPE is the major thrust of planning.

18.6 The management structure at the district level comprises of a District Executive Committee which is guided by an Advisory Committee. Three agencies

having prime responsibility of planning and management of project at the district level are :

- (i) District Task Force
- (ii) District Implementation Committee (Zila Parichalan Samiti) and
- (iii) District Institute of Education and Training (DIET).

18.7 The District Task Force has a few component incharges such as of Primary Education, Non-formal Education, Training, Mahila Samakhya, Culture and Communication as well as Management. At the lowest level Village Education Committees have been established to supervise and monitor the schools at the village level.

18.8 The workplan documents produced for the years 1993-94 and 1994-95 show that the targets for the years 1994, 1995, and 1996 have been fixed on the basis of a crude projection of 6-14 years age group population made for these years. It has been planned to cover 100 per cent children of this age group by schools by 1996. The main consideration was to project additional number of children each year for whom education is to be provided.

18.9 For fixing the targets of enrolment, only 6-14 years age group children have been taken into account. A crude method of projecting additional children to be taken to the education system has been applied. These projections have been done on the basis of 2 consecutive years data of 6-14 population and 6-14 years enrolment and thus calculating the figures of non-enrolled children for just 2 years.

18.10 Out of the four components of UPE viz. universal access, universal enrolment, universal retention and universal achievement, emphasis has only been placed on universal enrolment, and there has been no serious thinking on dropouts. The data shows that from Class I to II dropout rate was about 32.16 per cent for the year 1991-92 and 32.59 per cent for the year 1992-93. Thus without taking into account this percentage of dropout which is in just one year i.e. Class I to II the target for universal enrolment in real terms can not be fixed.

18.11 Though various strategies have been spelled out in the work plan for improving the enrolment and retention as well as achievement of children, there has been absolutely no consideration to evaluate the progress made in improving retention (if at all) for atleast last 2-3 years. Until the dropout rate is reduced to the level of being negligible the target of UPE can not be achieved.

## **MOBILIZATION AND COMMUNITY PARTICIPATION**

18.12 Several activities were carried out in the district for mobilizing the people for their participation in the BEP. The methods used for mobilization were "Shiksha Yathras", "Bal Melas", sports, screening of video films, and display of posters etc.

### **(i) Community Participation**

18.13 Community participation in the BEP was facilitated through the Village Education Committee (VEC) and the Mahila Samakhya (MS). Participation of the community consisted mainly in providing resources and supervising the schools. One of the ways of making the school attractive to the community and thus ensuring their interest and participation was to provide certain basic amenities and to conduct various programmes that catch the attention and interests of the community.

### **(ii) Village Education Committee**

18.14 VECs are constituted and based around the village school. The BEP personnel just contacts the headmaster of the school and through him all the villagers. Then the villagers are made aware of the VEC and its functions. Once this is done, election is held in order to choose the President and Vice-President of the VEC. The headmaster of the school is the ex-officio secretary of the VEC. A two day training is given to the members of the VEC.

18.15 Upto March 1994, 525 VECs were set up in the district. The number of VEC members who received training was 366 belonging to 27 VECs.

18.16 An important function of the VEC is construction of the village school building or repair of the existing school buildings. The VEC opens a bank account and then come to BEP administration at the district for money which is disbursed without any delay. Till now 17 school buildings were constructed by the VEC. The VEC makes its own contribution to the school through donation of material and labour.

### **(iii) School as a Centre of Community Activity**

18.17 Several activities have been conducted in order to make the school the Centre of the community and thereby enhance community participation. These activities include celebration of children's day, women's day, literacy day, independence day, etc.. Another means of making the school the Centre of the community was to hold activities such as sports, plays singing, etc.. These activities, however, are at present more occasional than regular.

## **MAHILA SAMAKHYA**

18.18 Mahila Samakhya activities have started in only 1993 in the district and till now 73 Mahila Samoohs were formed with a membership of 3016. They run 24 centres under "Jagajagy" for the education of girls and women. There were 620 learners in the "Jagajagies" of whom only 19 were boys. Upto March 1994, 163 villages of one block were covered by the Mahila Samakhya. The number of Mahila Samoohs formed in these villages is 83. These Mahila Samoohs have a total membership of 3019 women. A total of 169 sakhis and 18 sahyoginis were identified in the district.

18.19 Several workshops and training programmes were organised under the Mahila Samakhya programme. The district core team and the sahyoginis had undergone two training programmes each; and three training programmes were conducted for the sakhis. The number of workshop/meetings organised for the district core team, sahyoginis and Mahila Samoohs was 5,22 and 69 respectively. All the 18 sahyoginis and 136 out of the 169 sakhis have been trained.

18.20 Mahila Samakhya in this district is still at the organizational level and, therefore it is too early to assess the process. The Samoohs have taken issues such as rape, frauds by contractors in building construction, etc.. The saving accounts have been started by Samoohs.

## **EARLY CHILDHOOD CARE AND EDUCATION**

18.21 The ECCE component in the BEP programme has been limited to only convergence efforts to strengthen the already existing ICDS programme. As a result the activities proposed for this area include mainly training of functionaries from ICDS in the ECCE and provision of technical support through resource centres at all levels. In the absence of any concrete linkage at present with the ICDS, no activity has been undertaken in this area. It is proposed to take it up more systematically in the coming years.

## **PRIMARY EDUCATION**

18.22 In the district plans it has been found that ambitious target has been set for 6-14 years enrolment by 1995. It is quite not clear whether the project team clearly understands the implications. But by looking at the 1994-95 action plan of the District the Mission observed that :

18.23 Problem with enrolling all children in age-group 6-14 years is that unless it is planned carefully, one will have overflowing schools and high pupil-teacher ratio. It is quite evident in the East Singhbhum district since new schools are not opening and new teachers are not recruited.

18.24 The main strength and concentration has been to mobilise the community and start a number of activities to improve enrolment and enthuse village

communities and teachers about primary education. What needs to be focussed is a more clearer understanding of the project team of the implications of UPE specifically for various planning interventions.

## **Enrolment and Achievement**

18.255 The data presented in the district plan documents show that the enrolment at the elementary level (Class I-VIII) has increased from 1.67 lakh in year 1991 to 1.835 lakh in 1992 and has further increased to 2.05 lakh in year 1993 (see Table 4). The latest figure show that enrolment at elementary level is about 2.50 lakh. The rate of growth on compound basis during the period 1991 to 1994 is about 14.4 per cent per annum which shows that substantial progress has been made in terms of enrolment. If we analyse the enrolment at the primary level, it reveals that it has increased to 1.61 lakh in year 1992-93 from 1.31 lakh in year 1990-91 which shows a compound growth rate of 10.73 per cent per annum. A perusal of grade-wise enrolment at the primary level reveals that a tremendous progress in terms of bringing children in Class I, has been achieved. During the period 1990-91 to 1992-93, about 89 thousand children were brought under the umbrella of education which shows that increase in Class I enrolment was about 11.42 per cent during the period 1990-91 to 1992-93. But when, flow of children over a period of time in different grades are analysed, it has been observed that a large number of children of Class I dropped out from the system before they reach Class II. The cohort analysis further reveals that 13,589 children dropped out from Class I in the very first year of BEP as compared to 15,298 children in second year. These figures taken together constitute about 32.38 per cent of total enrolled children in Class I in the years 1990-91 and 1991-92. This shows that though BEP has succeeded to attract children toward education fold but failed to retain them. With the three years data made available in the district plan document, it has been observed that from 1991 batch of students in Class I, only 67.60 per cent reached grade Class II in 1992 while from 1992 batch of students in Class I only 67.99 per cent reached to Class II in year 1993 (see Table 7). Since the grade-wise bench mark retention data is not available, the same can not be compared with the current level of retention.

## **NON-FORMAL EDUCATION**

18.263 The NFE programme is being implemented in five blocks of the district under BEP entirely through the involvement of NGOs. As has been clear from the presentation by District Programme Coordinator and the documented report on the district activities, this component has been taken up in all seriousness and enthusiasm in the district and attempts have been made to implement it in an innovative way.

18.277 The NGO to whom the responsibility is allocated is selected after proper scrutiny by the District Executive Committee. The precondition for selection is that the NGO should have had three years' experience after registration. The



checks within the system include making the payment to the Institution by the NGO contingent on performance as indicated in the monthly report which is presented in the presence of a Headquarter representative. Feedback is also sought through periodic evaluation of the students in terms of the identified MLLs. Incentives are provided to the instructors by giving awards to 10 best instructors and 1 supervisor as identified, at the first level, by the respective NGOs and subsequently selected through inspection by the Headquarter representative on the basis of specified criteria.

18.28 Efforts have been made to make the NFE centre programmes attractive to children by introduction of play and activity based teaching, provision of library books, celebration of a variety of festivals and special days, bal melas and competitions for children. The programme is apparently more attractive than the formal school programme so that the children enrolled in school often prefer to be at the NFE centre! Also, in view of the direction that 6 to 11 year olds should be encouraged as far as possible to go to formal schools, efforts made in this direction come up with resistance from the children themselves who prefer to stay in the NFE centre.

18.29 The programme is closely monitored, as reported, through the involvement of the VEC, the sahyoginis of the Mahila Samakhya, the regular supervisor, the representative of the voluntary agencies, the BEP officials and once in a while by the master trainers and key resource persons. The monthly progress report is also an effective strategy for monitoring. A positive feedback on the quality of the programme can be seen in the fact that seven worksheds have been constructed by the community members to house these centres.

18.30 The training of the NFE functionaries has been carried out as per the standard pattern of three tier training used in all projects. Teachers guides and kits have been supplied to the Instructors.

18.31 With respect to lateral migration of children from the NFE centre to primary school, only 35 children out of the total of 10231 have been reported to have moved on! While the DPC in his presentation did mention that teachers from NFE centres alongwith VEC members often serve as substitute teachers in the formal school, the impression one gets is of the two systems being seen even by the organisers as very distinct from each other, with very little conscious effort being made to bring the two closer to each other programmatically so as to facilitate the transition to the primary schools.

## **TEACHERS TRAINING**

18.322 Against an actual requirement of 4673 teachers, there are about 1200 vacancies accounting for nearly 25.6 per cent of the actual requirement. There was no recruitment of teachers for the last 5 years. A few hundred teachers now in position are untrained also. SC representation of teachers is also very poor. For example, of the total 1200 vacancies of teachers, about 750 vacancies are to be filled up by ST candidates.

18.333 DIET has 6 regular staff members and 6 others come from other institutions on a part time basis. It has trained 675 teachers and 80 headmasters last year.

18.344 It seems no strategy with respect to linguistic minorities in the district has been worked out. Sindhi, Oriya, Bengali and Urdu languages are to be given special consideration. It is desirable to ascertain its training needs and conduct separate training needs study is to be conducted in these areas and draw the action plans accordingly.

18.355 Similar is the case with the arrangements for the training of NFE Instructors and VEC workers. The period and the content of training in all these areas are to be thoroughly examined and they require modifications.

18.366 Further it seems there is no strategy for follow up after training. This is a very important area to be looked into. Periodical meetings of teachers at cluster level for sharing of experiences can be tried out on a regular basis.

18.377 The success stories heard seem to be exceptions rather than general realities. This could be extended to all the areas of the district with proper management and monitoring system. Since teacher training is the starting point in any innovation in education this area deserve special attention.

## **TEXTBOOK PRODUCTION, DEVELOPMENT, DISTRIBUTION**

18.388 The BEP district core team procures the textbooks and study kits from Bihar Textbook Corporation and in turn arranges for its free distribution to all SC, ST and girl children enrolled in primary classes, through the VECs. Because of time taken in supply of the text books etc. from the corporation which is located at the state headquarter Patna, generally the material is handed over to the children late by a month or so.

18.399 It is generally accepted that free distribution of textbooks and study kits improves enrolment as well as retention in schools. But in this regard so far no proper evaluation has been undertaken in the district.

18.400 As a result of environment building by BEP, there seems to be tremendous increase in enrolment at primary level in the district. But in the absence of

proper advance planning on e.g. enrolment of SC, ST and girls, procurement of appropriate number of sets of textbooks and study kits from Bihar Textbook Corporation may lead to either shortage or oversupply of sets to the district.

## **UTILIZATION OF FUNDS**

18.41 Total expenditure under BEP in the district during the first two years of the project has been to the extent of Rs. 2 crore. An expenditure of Rs. 46 lakh was incurred during the first year (1992-93) and Rs. 1.6 crore were spent during 1993-94. Component wise details of utilization of funds can be seen from Table 8(i). The expenditure pattern during the two years of the project reveals that about 77 per cent of the resources have been utilized for the formal primary education sector. Expenditure on Management accounts for 13.6 per cent of the total recurring and non-recurring expenditure. These two components which received the greatest attention of the authorities during 1992-93 continued to be on top priority with much enhanced share of total resources. During 1993-94, formal primary school expenditure formed approximately 80 per cent of total recurring and non-recurring expenditure; the share of management decreased in percentage terms to 10 per cent.

18.42 Distribution of recurring expenditure shows a similar pattern (Table 8(ii)). The share of recurring expenditure to total expenditure is about 84 per cent which implies that 16 per cent of the expenditure is non-recurring in nature which is mostly on construction work and one-time grants, if any. About 67 per cent of the total recurring expenditure is on primary education (formal), 14 per cent on management, 7 per cent on training and 3 per cent on culture, communication, etc.. The share of women's development programmes in total expenditure is less than 2 per cent for the two years. However, these programmes initiated in 1993-94 only formed about 2.5 per cent of the total expenditure during the year. Training and NFE have received slightly greater share in 1993-94 than during the first year of the project. ECCE is non-existent in the district.

**DISTRICT PROFILE : EAST SINGHBHUM**

**Table 1 : POPULATION**

Category	1981			1991		
	Male	Female	Total	Male	Female	Total
Total Population	723783	6555166	1378949	848015	769155	1617170
S.C. Population	32282	29913	62195	42661	39577	82238
S.T. Population	209304	2206186	415490	234089	228645	462734

**Table 2 : POPULATION ANND COVERAGE OF (6-14) YEARS CHILDREN**

Category	1991	1992	1993
Population of (6-14) years old children	268641	313701	328470
% of (6-14)years children enrolled	62.31	59.29	76.33

**Table 3 : LITERACY RATES (1991)**

Category	Persons	Males	Females
Total	59.09	71.18	45.50
Urban	77.02	84.89	67.73
Rural	38.20	54.30	21.36

**Table 4 : ENROLMENT AT PRIMARY AND MIDDLE LEVEL**

Category	Classes I-V			Classes VI-VIII		
	1991	1992	1993	1991	1992	1993
<b>Total Enrolment:</b>						
Boys	75032	81101	89414	18702	23045	25367
Girls	58327	64917	71684	15333	16925	18764
Total	133359	146018	161098	34035	39970	44131
<b>SC Enrolment:</b>						
Boys	5379	5974	6136	1125	1249	1221
Girls	4325	4896	4476	699	778	783
Total	704	10870	11112	1824	2027	2004
<b>ST Enrolment:</b>						
Boys	26363	29340	41909	4791	5322	5494
Girls	18679	20708	22001	2193	2463	2581
Total	45042	50048	63910	6984	7785	8075

**Table 5 : NUMBER OF SCHOOLS AND TEACHERS**

Category	1991			1992		
	Primary	Middle	Total	Primary	Middle	Total
Number of Schools	924	220	1144	925	236	1161
Number of Teachers	1768	1775	3543	1738	1735	3473

**Table 6 : NON-FORMAL EDUCATION CENTRES**

Number of NFE (Centres (in 1994) : 505

Enrolment in NIFE Centres (in 1994)

Category	Total	SC	ST
Total	12770	492	3325
Boys	5888	481	3812
Girls	6852	973	3137

**Table 7 : RETENTION RATE (CLASS I TO II)**

Category	1991 COHORT			1992 COHORT		
	Total	SC	ST	Total	SC	ST
Total	67.60	69.76	63.39	67.99	43.32	59.66
Boys	69.32	79.10	65.09	68.32	67.79	59.37
Girls	66.08	61.51	61.15	66.34	58.06	59.28

**Table 8(i) : UTILISATION OF FUNDS**

	1992-93	1993-94	Total
1. Management	128	7	135
Non-Recurring	766	1585	2351
Other Recurring	311	0	311
Total Management	1205	1592	2797
2. Primary Education	0	3154	3154
Recurring	3046	8443	11489
Training	53	1082	1153
Total Primary	3099	12679	15778
3. NFE	121	931	1052
4. Literacy	12	0	12
5. ECCE	1	1	2
6. Culture, Communication etc.	156	414	570
7. Women's Development	2	314	316
8. Support for NGOs/others	3	0	3
Total (Recurring)	4471	12770	17241
Total (Recurring + Non-Rec.)	4599	15931	20530

**Table 8(ii) : UTILISATION OF FUNDS : DISTRIBUTION OF  
RECURRING EXPENDITURE  
EAST SINGHBHUM**

	1992-93	1993-94	Total
11. Management			
Recurring	17.1	12.4	13.6
Other recurring	7.0	0.0	1.8
22. Primary Education	0.0	0.0	0.0
Recurring	68.1	66.1	66.6
Training	1.2	8.5	6.6
33. NFE	2.7	7.3	6.1
44. Literacy	0.3	0.0	0.1
55. ECCE	0.0	0.0	0.0
66. Culture, Communication etc.	3.5	3.2	3.3
77. Women's Development	0.0	2.5	1.8
88. Support for NGOs/others	0.1	0.0	0.0
Total (Recurring)	100.0	100.0	100.0



## XIX

### CHATRA

#### INTRODUCTION

19.1 A newly created district in the State, Chatra has been formed by sub-dividing the erstwhile Hazaribagh district into Hazaribagh and Chatra. Chatra has a population of 6.5 lakh residing in an area of 3,706 sq. kms spread over 6 blocks and 1479 villages. The density of population of the district is 177 per sq.km. and the sex ratio 952 per 1000 males. The district ranks 11th in terms of area and 51st in terms of total population in the State. The Scheduled Tribes constitute 32% whereas the Scheduled Castes constitute 4% of the total population. It is the most backward district in the State with a literacy rate of 21% - 31% among men and 11% among women as per 1991 Census (Table 1).

19.2 The district has 612 schools - (504 Primary and 108 Middle) with a total enrolment of 68,626 children. About 3,163 children are enrolled in 125 NFE centres run by voluntary organizations and the Village Education Committees. Of a total population of 1,24,584 children in the age group 6-14 (Table 2), there are 55,795 children who are out of school and need to be provided with primary education. There are 216 single teacher schools. With the total number of teachers at 1,328, the teacher-pupil ratio works out to be 1:52.

19.3 Although the district was taken up under BEP in 1992-93, no programmes could be implemented due to a number of initial constraints. Poverty, backwardness, poor infrastructure, rampant law and order problem combined with severe drought conditions in the first year of the project led to a weak start of the project. The district has been facing severe problem of lack of qualified personnel both from within and outside its boundaries. The district's unpopularity can be attributed to its extreme backwardness, lack of basic infrastructural facilities and most of all, rampant militant activities.

19.4 The district profile is presented in the Annexure and a comparative statement about the status of education before the introduction of BEP (1992-93) and the current status (1994) is given in Table 3. Details of population (0-6, 6-14 year age groups) and enrolment by grades are given in Table 2 and 4 respectively.

#### PLANNING AND MANAGEMENT

19.5 The management structure at district level as envisaged in BEP consists of District Task Force, District Executive Committee, Steering Committees and Training institutions such as DIET. Women's Groups and VECs at village level are envisaged to encourage community participation in BEP activities.

19.6 The task of constituting the District Task Force and Executive Committee in the district has been completed. The District Project Office at present is understaffed with only 5 appointed officials. Law and order problems in the district have prevented outside officials to accept appointments in Chatra. The District has adopted the policy of appointing personnel on deputation rather than one of creating permanent liability for itself. Insufficient staff obviously hampers the timely implementation of the plan. Under the project, each district is expected to draw up its programmes and plans according to its capacity. No mechanism, however, exists in Chatra for either plan preparation or for monitoring and evaluation. One computer that had been installed for facilitating monitoring is disfunctional.

## **PRIORITIES**

19.7 On account of its new status of a district and with the given constraints outlined earlier, the first priority of the district was naturally to put the system in order. This has been attempted by concentrating on such activities as environment building and formation of Village Education Committees in order to spread awareness about BEP goals and objectives and elicit support from the community to achieve the objectives of UEE. During the first phase, BEP activities were, by and large, concentrated in two blocks of the district : Hunterganj and Simariah. Environment building, formation of Village Education Committees, enrolment drives, non-formal education, training, and school construction programmes were some of the activities taken up during year 1993-94. Below a brief review of these activities has been presented.

### **Environment Building**

19.8 The Bihar Education Project views "Environment building" as a basic prerequisite to achieving the goals of primary education. Several strategies have been successfully attempted for creating awareness and preparing the ground for universal primary education in the district. This has been the foremost priority of the district authorities. Environment building activities which were initiated prior to setting up of the structures like the Village Education Committees, have been successfully attempted in the district by initiating a number of activities such as organisation of four Bal Melas, cultural shows, sports competitions, etc. Cultural troupes were sent by a voluntary agency of Hazaribagh to create an atmosphere for UPE. After an initial sensitization towards BEP goals, cultural teams through their performances involving Nukkads, Nataks and Padyatras have succeeded in creating awareness and mobilising community towards increased enrolment of children in schools. The Head Masters of "School Sankuls" (School Complexes) who had under their charge approximately 10-15 schools, visited villages to create awareness about BEP activities and seek the support of the villagers in forming Village Education Committees. Shiksha Sammelans have also been organized in the most backward blocks to spread the message of primary education. These have been very widely attended. The message has also been spread through exhibitions. The popular weekly 'Haats' in the difficult areas have helped in mobilising people for BEP activities. A positive impact of this has been

that the extremist groups which were earlier demolishing school buildings for fear of their being utilised by police forces against them, have now shown a positive response by helping in their construction and upkeep. Environment building is one activity which has been successfully attempted and the community has been mobilised for increasing enrolment and encouraging retention in schools as also for the proper functioning and upkeep of primary schools. The greatest achievement is that schools which were earlier viewed as Government property now belongs to the people. A tremendous sense of "community ownership" of schools now prevails in the district.

### **Village Education Committees and Community Participation**

19.9 Community participation is one of the distinctive features of the BEP. The BEP seeks to achieve the goal of community participation mainly through its twin structure of Village Education Committees (VECs) and Mahila Samakhya (MS).

19.10 Village Education Committee : It is generally recognised that the goals of UEE cannot be achieved in the absence of a Village Education Committee. The district authorities had set a target of forming 50 VECs in 1993-94. Till March 1994, however, 80 VECs have been formed in the district. The VECs are performing a number of functions in the district. VECs survey villages under their charge, prepare lists of children enrolled and not enrolled in schools, run NFE centres, supervise the functioning of primary schools and also help in ensuring basic facilities to them along with ensuring enrolments and retention in primary schools or non-formal centres. In order to meet expenditure on certain basic facilities such as provision of school repair work, digging of tubewells etc., the BEP advances the required amount to the VEC which is released to the VEC bank account.

19.11 The efforts through BEP have led to a new awakening about education in Chatra in which VECs will continue to play a spearhead role. This is exemplified in their multi-faceted role. VECs are not only asking questions about educational programmes but also about other development programmes. This implies that awareness generated is not confined to educational programmes alone. As a result of the setting up of this new structure - the VEC - a new leadership is emerging in the district. Earlier, the villages of the district had local lords who are now facing the threat of the new emerging leadership. Due to this, the upper castes/classes are also getting worried and are trying to spread wrong impressions about the need and efficacy of education for the socially and economically disadvantaged sections.

19.12 The training of VEC members has been found to be an extremely difficult task in view of the highly heterogeneous group of members. Each VEC has about 15 members comprising of diversified groups of population - literates, illiterates, young, old and women, all of different age groups. So far, 270 members of 18 Committees have been trained as against the target of covering 1000 VEC members belonging to 60-70 VECs in 1993-94. Training programmes are generally scheduled for three to four days. The diversified and heterogeneous group like these

need highly skilled trainers to handle training programmes effectively. VEC members also prefer residential training which has been difficult to provide and the members had to travel long distances to attend the 3-4 day training programmes. This has served as a great demotivating factor. To some extent, this problem has been tackled by selecting schools in certain blocks where VEC training has been organized by DIET personnel. The district also has a proposal to utilize the trained VEC members to act as resource persons for training of new VEC members. This proposal has not yet been tried.

## **MAHILA SAMAKHYA**

19.13 The MS strategy presupposes that a group of well trained highly motivated women animators can be created in villages. This necessitates the identification and selection of Sahyoginis and Sakhis and their training as well as the formation of Mahila Samoohs.

19.14 The MS component in Chatra is still in the process of being put in place, work having begun in this direction only in March, 1994. 150 villages have been selected for MS activity, 100 villages from Chatra block and 50 from Hunterganj block. The core team members have been identified as also 13 Sahyoginis through a series of interactive processes at the village level including a Mahila Sammelan. It has been a difficult process to identify women who can run the MS programme in the district. The other component incharges at the district level have as yet not been given a formal orientation towards MS which may be necessary for a cohesive district task force and also as a support to a fledgling MS.

## **EARLY CHILDHOOD CARE AND EDUCATION (ECCE)**

19.15 The policy on ECCE is yet to take a concrete form at the State level. The major effort envisaged in Early Childhood Care and Education is to provide ECE in non ICDS blocks and forge convergence with the Integrated Child Development Services. In Chatra district, while the ICDS programme is being implemented in three blocks, there is, as yet, no activity under the BEP. Steps have also not been initiated to ensure the integrative process. However, in line with the policy directives received from the headquarters, efforts will be made during the next year to forge linkages with the ICDS Anganwadi programme at the village level so as to contribute to its strengthening. However, at the district level, the only linkage at present is the presence of the Anganwadi Worker on the Village Education Committee.

## **PRIMARY EDUCATION**

19.16 The district is far from achieving the goals of Universal Primary Education in terms of access, retention and achievement. Access is denied to more than 40 percent of children of the school going age-group. Including the dropouts of the formal system would further inflate the number of out-of-school children. Providing basic schooling facilities to the children of 6-14 age group has been the major priority under this component. BEP activities have been concentrated in

two blocks of the district: Huntergunj and Simharia where several activities have been initiated to increase enrolment and retention in schools. These include school construction programmes, distribution of free text books, sports equipment and other teaching-learning material in primary schools. The quality of education in the district is extremely poor. Efforts are on to understand the reasons for the same and initiate actions in bringing the school and community together to improve the quality of education in primary schools. Environment building programmes and active participation of VECs has led to increased demand for education in the district though it still falls short of the UPE targets. Although enrolment in the first year of the project has not been very encouraging on account of increased emphasis on the preparatory activities, an increasing trend is, however, visible. To respond to this increased demand, construction activity of 26 new school buildings is in progress. Only 2 school buildings as against 21 targetted could be completed during 1993-94. Five buildings in excess of the targetted number are thus in progress. Repairs have started in one school only. Drinking water facilities have been provided in 4 schools only as against a target of 72 schools. The achievements have fallen short of the set targets due to lack of availability of suitable pipes to sink tubewells. Students of all 6 blocks have been distributed free text books. Attempt has also been made to provide medical facilities to children. Health - check of 750 students was undertaken during 1993-94. One teacher from every block has been awarded for best performance in school health programme. Bench mark surveys as had been targetted, could not be initiated in the first year of the project. As regarding training in MLL, only one workshop has been organized which was attended by selected teachers. About 700 teachers from 50 schools have been trained in MLL and tests have been administered in 10 schools. The results of these tests are still awaited.

19.17 Of the 1.25 lakh children in the age group 6-14, only about 68,000 children have been enrolled in primary schools by the end of March 1994. Approximately 553,000 children constituting more than 40% of the relevant age group population are still out of school. About 10,000 children have been additionally enrolled in primary schools during the past one year which has created increased demand for schools and teachers in the district. The number of schools and teachers which have remained stagnant in the past, now act as major constraints in realising the targets of both quality and quantity. The number of teachers, in fact, has decreased to 1328. The teacher-pupil ratio, thus works out to 1:52 which affects the quality of education in this backward district. Additional schools as well as teachers are needed in order to (a) facilitate UEE objectives of quality education and child-centred education as well as of access and retention; and (b) to sustain the enthusiastic response of communities and the VECs in demand generation for education.

19.18 Although attempts have been made to rationalise the posting of teachers, the achievement in this component is extremely low. There is no post of District Superintendent of Education which has resulted in this delayed and slow process.

19.19 The district plan for the year 1994-95 presents highlights of the perspective plan for the period 1994-97. Chatra is perhaps the only district which has

presented a future perspective and has attempted to plan in accordance with it. Based on this plan, the targets for 1994-95 have also been set. However, the workplan suffers from a number of methodological deficiencies in estimation, projections and realistic target setting. The district authorities admitted to having planned and set targets in an adhoc and casual manner in the absence of a proper planning machinery in the district.

## **NON-FORMAL EDUCATION**

19.20 The Non-formal education programme/approach is perceived by the district functionaries as a very relevant and critical support to formal primary education due to the extremely difficult terrain in Chatra district where commuting to regular schools becomes difficult for young children and where more than 40% of children in the 6-14 age group are still out of school. This does not include the 'drop-outs' which would further inflate the figure.

19.21 Since 1993, 125 NFE Centres have been opened in the district as against a target of 100 centres. The district has thus exceeded its targets for the year 1993-94. The plan in 1994-95 is to open 500 centres. In conformity with the BEP policy to involve good NGOs in this programme, attempts were made to identify voluntary agencies in the district but eventually only four NGOs could be selected.

19.22 In the Simhariya and Hunterganj blocks, four NGOs are running most of the NFE centres while 5 centres are being run by the VECs. The VECs thus have evidenced their interest in running these centres. A total of 3,125 children are receiving non-formal education through these centres. Most of the instructors who have been drawn from nearby Panchayats have also received the initial training. The second phase of training, however, has not been completed due to the absence of proper faculty at the DIET. In 60 centres, children have completed the textbook 'Hum Bhi Padhenge' and since February 1994, they are continuing with 'Padhen-Badhen Part I'. NFE focusses on the unenrolled children as also the dropouts of the formal system. The focal points while opening the NFE centres in the district are :

- Children in the 6-14 age group should, as far as possible, be motivated to get enrolled in the nearby primary/middle school.
- The centres should be so located that all children should get enrolled either in the NFE centres or in primary schools.
- The instructors should be selected by the Village Education Committee or Gram Sabha.
- The location of the centres should be decided in consultation with the community.

19.23 The NFE system is based on the services of voluntary teachers and individuals. Community participation plays a vital role in this system.

19.24 The District plan has spelt out its targets upto 1997. By 1997 the proposal is to cover the 75 panchayats of the district with 1500 non-formal centres while ensuring that all the children in the 6 to 14 age group get primary education either through the formal or non-formal stream. It is also proposed to ensure that 75% of the children enrolled in NFE centres join the mainstream of formal schooling, approximately an ambitious target. In villages where girls do not have access to middle schools, middle level NFE centres are proposed to be opened. Vocational training component is also envisaged for NFE centres based on locally available resources. While some of these are activities reflect good intentions, implementation and operationalization will be an uphill task.

19.25 Specifically the plan for 1994-95 focuses on :

- enrolment of 15,000 children in the 6-14 age group in 500 NFE centres.
- special emphasis on girls' enrolment.
- distribution of free textbooks and learning material to all children.
- provision of basic facilities/equipment in all centres.
- motivating the VEC's to involve themselves in running the NFE centres.
- enlisting cooperation of the community in the qualitative improvement of the centres and
- providing training to NFE functionaries at all levels.

19.26 The strategy delineated to realize these objectives is to enlist the cooperation of good NGO's and VEC's to run NFE centres based on local needs. The cooperation of the community is to be elicited to ensure provision of basic facilities in the centres. The training of functionaries will be done through the DIETs and DRUs and provision will be made for instructors and supervisors to visit other projects. In situations where alternative accommodation is not available, community participation will be sought to set up "Akshar Niketans" in the villages. Facilities for health check-up as well as cultural programmes and competitions are proposed to be organized for the children in the non-formal centres.

19.27 In 1994-95, specifically, the plan is to consolidate the position of the 125 centres that have already been set up and open 500 additional centres. In view of the past year's progress and the genuine difficulties shared by officials during discussion, the target appear to be on the high side. The constraints of not being able to identify good, reliable NGO's, the persistent efforts required to set up and motivate VECs, the absence of a proper faculty in the DIET and DRU for training

are, in all likelihood, going to create impediments and should therefore be considered. While the 125 centres have been set up, their instructors have been able to receive only 12 out of 30 days training so far. There is need to find more of women instructors whereas in several villages no literate woman can be found. A slow but steady pace therefore is perhaps more advisable in such cases rather than an accelerated pace that leaves quality far behind.

### **Training: Teachers and Educational Administrators**

19.28 There are 1328 teachers including 100 head-teachers in 612 schools in Chatra. The need for in-service training of teachers is a basic prerequisite for improving the quality of primary education in the district. This is especially so because of wide differences in the educational qualifications of teachers. A large number of teachers have studied only upto Grade VII. These teachers have special training needs. Others have educational attainments ranging between Matriculation and M.A. Organising training programmes for a varied group is a difficult task in the district especially when DIET is not fully functional here. With its present staff of 6-7 faculty members, the DIET is ill equipped to cope with the demands of in-service training of teachers.

19.29 About 500 teachers were expected to undergo 21 day training at Simharia Teachers' Training Institution in 1993-94. However, training could begin there only in August 1993 after equipping it for the task. So far about 542 teachers have undergone the first phase of training for 10 days. The second phase of 11 day training has not been completed yet.

19.30 As regards training of the functionaries, about 125 NFE functionaries were trained in 1993-94 against a target of 100. No training was organised in ECCE for BEP officials. Only 270 VEC members from 18 VECs could be trained during the year.

19.31 Although 117 teachers from 50 schools have been trained in MLL, the training was not utilised in actual teaching-learning processes in schools because of high teacher-pupil ratios and lack of qualified teachers in general with increased enrolments in primary classes.

19.32 The district needs to focus on the strengthening of DIET and training of Key Resource Persons and Master Trainers in order to be able to achieve the targets of formal and non-formal personnel. In order to achieve the goals of BEP this component of training must be given top priority.

### **UTILIZATION OF FUNDS**

19.33 There has been no expansion of schooling facilities in the last few years. The actual number of teachers working has declined. The state finances are in difficult position and funds for the normal schemes are being slashed over time.

19.34 Total fund utilization (BEP) during 1993/94 was Rs. 47.1 lakhs against an



outlay of Rs 97.78 lakhs. Expenditure incurred during the first year (1992-93) was only Rs. 31,000 as against the budgeted requirement of Rs. 5 lakh. Most of this was spent on creating the management structure at the district level. Most of the activities under BEP were initiated during 1993-94. As is evident, the utilization of funds in the district is extremely poor.

199.35 Recurring expenditure forms 65% of the total expenditure which implies that 35% of the expenditure was non-recurring. Component wise distribution of expenditure during 1993-94 is given in Table 6. The analysis shows that about 72% of the total expenditure (recurring and non-recurring) was incurred on primary education, 15% on Non-formal Education and 12% on Management. Almost one half (49%) of the expenditure on primary education is non-recurring indicating activities initiated under the School Construction Programme.

199.36 Distribution of recurring expenditure by components is given in Table 5. Primary education forms 43% of the total recurring expenditure. This has been largely on account of expenditure incurred on the distribution of text books. About 24% of the expenditure is incurred on Non-formal Education, 15% on Management and 14% on training. The expenditure on management is too high compared to the norms.

199.37 The estimated requirements for the next year activities is shown to be approximately Rs. 5 crore. This seems to be rather ambitious keeping in view the past achievements and resource utilization capacity of the district. Wide gap is witnessed between the proposed targets and actual achievements in various activities under each component. The district needs to take a realistic view of its requirements in view of the past achievements, present constraints and the feasibility of the set targets.

## **CONCLUDING OBSERVATIONS**

199.38 The district is characterized by serious law and order problems, poor infrastructure, few voluntary organisations, very few literate people and hence the problem of getting people to teach in formal and non-formal centres. The efforts for awareness generation and environment building for UEE are steps in the positive direction. How far these efforts can be sustained under the prevailing circumstances is another question. While some beginning has been made to improve the access, retention and achievement, there are miles to go before the situation can be termed as satisfactory and sustainable.



**Table 1 : 1991 Literacy : CHATRA**

Name of Blocks	Men	Women	Total
Chatra	35.98	15.75	26.09
Simharia	28.31	9.32	19.32
Hunterganj	30.19	11.51	21.09
Pratap Pur	23.99	9.43	16.89
Itkhorl	36.48	10.34	23.48
Tandawa	30.19	10.17	20.70
District (Chatra)	30.97	11.08	21.26

**Table 2 : Population of 0-6 and 6-14 age group children : Chatra, 1994**

Age-Group	Scheduled Castes		Scheduled Tribes		Total Population	
	Boys	Girls	Boys	Girls	Boys	Girls
0-6	22789	22601	2747	2711	71336	71435
6-14	20367	19227	2457	2307	63812	60772

**Table 3 : Status of primary education in Chatra District**

	1992-93	1993-94
Total No. of schools	609	612
Primary	501	504
Middle	108	108
Schools without building	125	99
Total enrolment	58,938	68,626
Population of 6-11 years old	1,18,923	1,24,587
Number of children out of school	59,985	55,795
NFE centres	Nil	125
Enrolment in NFE centres	Nil	3,163
Total number of teachers	1,359	1,328
Number of single teacher schools	213	216

Table 4 : **Enrolment of Children in Grades I to VIII : (Chatra)**

Grades	1994	1993	1992	1991
I	23024	22262	-	17805
II	12556	12577	-	9647
III	9692	9844	-	8065
IV	7982	8230	-	6672
V	7184	6281	-	5584
VI	4005	2594	-	3380
VII	3112	2121	-	2505
VIII	1071	828	-	1024
I-V	60438	59194	-	47773
VI-VIII	8188	5543	-	6909
I-VIII	68626	64737	58938	54682

Table 5 : **Funds Utilization, 1993-94 : Chatra**

	(Rs. in thousand)	Funds utilized Percentage*PT
<b>1 Maagement</b>		
Non-Recurring	5	
Recurring	460	15.06
Other Recurring	100	3.28
Total Management	565	
<b>2 Primary Education</b>		
Non-Recurring	1652	
Recurring	1322	43.30
Training	429	
Total Primary	3403	
<b>3 NFE</b>	727	23.81
<b>4 Literacy</b>	0	-
<b>5 ECCE</b>	0	-
<b>6 Culture, Communication etc.</b>	13	0.43
<b>7 Women Development</b>	2	0.06
<b>8 Support for NGOs/others</b>	0	-
<b>Total (Recurring)</b>	<b>3053</b>	<b>100.00</b>
<b>Total (Recurring + Non-Recurring)</b>	<b>4710</b>	

\*Percentage of total recurring expenditure.

National Institute of  
Planning and Administration.

17, Sri Aurobindo Marg,

New Delhi-110016

**BIHAR EDUCATION PROJECT  
Review-cum-Appraisal Mission**

**List of Members**

1.	Baldev Mahajan NIEPA New Delhi	Team Leader
2.	Yash Aggarwal NIEPA New Delhi	Co-Team Leader
3.	Ved Goyal British Council New Delhi	Member
4.	Vineeta Kaul NCERT New Delhi	Member
5.	U. Prabhakar Rao NCERT New Delhi	Member
6.	John Kurien Centre for Learning Resources Pune	Member
7.	Jacob Aikara Tata Institute of Social Sciences Bombay	Member
8.	Manisha Priyam Ministry of Human Resource Development New Delhi	Member
9.	M. Sudhir British Council Hyderabad	Member
10.	Arun C. Mehta NIEPA New Delhi	Member
11.	Ranjana Srivastava NIEPA New Delhi	Member

- |     |  |        |
|-----|--|--------|
| 12. | S.M.I.A. Zaidi<br>NIEPA<br>New Delhi   | Member |
| 13. | Pramila Menon<br>NIEPA<br>New Delhi  | Member |
| 14. | P. Lakshmanan<br>District Institute of Education and Training<br>Wayanad<br>Kerala | Member |

## **BIHAR EDUCATION PROJECT Review-cum-Appraisal Mission**

### **Terms of Reference**

#### **Background**

The Bihar Education Project (BEP) was officially launched in 1991. It was at the time, the first major "EFA project" in India and was seen as a "flagship" within the post-Jomtien efforts to move towards the goal of Education for All. The Project was the first project in the basic education sector in India for which large scale central and external assistance had been committed. It also represented a break away from the traditional approach to project development, planning, management and evaluation in the education sector. The philosophy behind BEP, its main objectives, broad strategies, and implementation mechanisms are outlined in the BEP Project Document issued in February 1990 and commonly referred to as the "Brown Book". In the Chapter on Monitoring and Evaluation it was stated that :

"A detailed mid-term appraisal will take place in 1992, by which time a good deal of data, quantitative as well as qualitative, should be available for making an assessment of progress and modifications in the project design"

( (BEP Project Document, Para 12.6, page 75)

Given the slower than anticipated rate of implementation in the project during 1991 and 1992 a full scale appraisal was felt to be inappropriate in 1992. However, the Project is due to embark on a major quantitative expansion in 1994 in terms of implementation coverage. Moreover, the political and educational development climate has changed considerably at international, national and state level since the Project document emerged in early 1990. In addition, major new initiatives are being taken up in the country since the reformulation of the National Policy on Education in 1992.

GOI and UNICEF have co-sponsored in consultation with GOB, an appraisal mission to review the progress of BEP and its future plans.

#### **Objectives**

The Review-cum-Appraisal of BEP is essentially a two-part process -- firstly to review the past and current implementation of the Project, and secondly to determine the appropriateness and viability of plans of action being prepared for the period 1994- 95 and beyond. The process should help national, state and project authorities and UNICEF determine whether any modifications are required in Project objectives, strategies, components, management structures, planning processes and implementation strategies. The outcome of the Review-cum- Appraisal will thus be expected to feed into Project Plans of Action that fully take into account the current situation as it affects the attainment of priority education goals in the state of Bihar (who will then take appropriate decisions on the basis of these recommendations).

In essence, the Review-cum-Appraisal would need to look at the following dimensions of the Project:

1. Effectiveness
2. Efficiency
3. Relevance
4. Impact
5. Replicability/Expansion
6. Sustainability

More specifically, the objectives of the review-cum-appraisal process can thus be stated as follows:

1. Review progress made in the Project since its inception and determine the extent to which implementation of the various components envisaged in the Project Document has been successful in qualitative and quantitative terms.
2. Taking into account the overall educational scenario in Bihar, determine what have been the most important accomplishments and achievements of BEP in the past three years in qualitative and quantitative terms and assess their importance/significance in relation to project goals and objectives.
3. Determine what, if any, have been the major shortcomings or failures of the Project in terms of the original objectives and assess their significance for future project planning and implementation.
4. Assess the extent to which current strategies, interventions and inputs are addressing key project objectives, particularly as regards the priority goal of universalisation of primary education (in terms of increased enrolment, retention and achievement)
5. Identify project activities or strategies which seem to hold the greatest potential for helping to achieve the priority goal of UPE in the State and suggest ways in which these can be taken up by the Project in the future.
6. Assess the extent to which the overall management structure created for BEP has been able to fulfil the role envisaged for it. Recommend any changes or improvements that may be needed in order to improve its effectiveness and its impact on the education sector in the state.
7. Assess whether the strategies being followed in the Project are viable in the longer term in terms of their cost-effectiveness, replicability, expansion to other areas in the State and their long-term sustainability.
8. Determine the extent to which the Project may need to narrow or expand its focus/priorities within the overall context of EFA in general and within the specific context of DPEP with a view to helping the state achieve the priority goal of UPE as early as possible.
9. Determine whether the overall investment patterns being applied to the project will be sustainable in terms of both the quantum of support originally anticipated and the manner in which funds are allocated. Assess the impact of any potential changes in investment pattern upon the project's strategies, planning processes and activities.



110. Recommend alternative courses of action or changes in project objectives, implementation strategies, processes and interventions for future implementation so as to align it with DPEP processes and philosophy.

#### **Areas of Focus**

Five broad areas of focus for the review appraisal have been identified as priorities although within each one, several sub- areas and issues will need to be looked into. The broad areas are:

- Project management, funding modalities and national/state education policy issues
- Universalisation of primary education — enrolment, retention and achievement and measure for improving school effectiveness
- Non-formal education and alternative approaches to reach specific target groups
- Teacher training and state and district capacity building
- Women's development, early childhood education, adult literacy and other supportive strategies and activities

The appraisal team will, based on initial discussions with GOI, GOB, BEP and UNICEF, determine more specific points and issues that will need to be looked into in each of these broad areas.

#### **Tasks to be Accomplished by the Review Appraisal Team**

##### **Overall Approach**

The Review/Appraisal will follow a participatory process but it is essentially an "external" assessment of BEP being carried out for the benefit of BEP and to guide future decisions of the main parties concerned -- GOI, GOB and UNICEF -- regarding the Project. The Team will submit its report to GOI and UNICEF.

##### **Methodology/Process**

The Review/Appraisal team will be expected to carry out the following tasks in order to attain the objectives specified above:

- 1.1. Review and analysis of documentation:
  - Project Document
  - Annual Plans of Action (1991-1994)
  - BEP annual reports
  - Progress reports including financial reports
  - Draft state Plan of Action and District Plans of Action for 1994- 97 for 7 ongoing districts
  - Other background materials and reports to be prepared by BEP especially for the Review/Appraisal
- 2.2. Indepth discussions with:
  - GOI education officials responsible for policy and implementation
  - GOB education officials at state, district levels

- BEP teams/structures at state, district (and block) level
  - UNICEF officials at National/State level
  - Representatives of NGOs and other individuals in Bihar
  - Teachers, children, parents, community representatives
3. Visits to selected areas where project activities are being implemented to review field level activities.
  4. Visits for comparison purposes to non-project areas in Bihar on a selected basis.
  5. Preparation of draft report giving main findings and recommendations.
  6. Discussion of draft report with GOI, GOB, BEP and UNICEF. Revision of Report, if necessary.
  7. Presentation of final report to GOI, GOB, BEP and UNICEF.

#### **Composition of the Review/Appraisal Team**

The Team will ideally consist of 5 or 6 individuals, each having primary responsibility in one of the five areas of focus mentioned above. One of the members will act as the Mission Leader who will be responsible for ensuring the overall consistency and cohesion of the Review/Appraisal process and of the documentation. The team will be appointed as consultants to GOI and UNICEF and will report to a joint GOI-UNICEF.

The team should combine expertise and knowledge in technical areas in basic education as well as familiarity with current national policies and programme thrusts. Ideally, at least two of the members should be very familiar with various aspects of the project. One member of the team will specifically represent Government of India while one will represent UNICEF concerns.

In terms of specific qualifications, it would be important that the team consists of persons with expertise and relevant experience in each of the following areas:

1. Programme and Project Planning and Management
2. Programme and Project Financing
3. Primary Education
4. Primary Teacher Training and Education
5. School Construction
6. Textbook Production and Distribution
7. Non-Formal Education/Alternative Approaches
8. Women's Development and other Supportive Strategies
9. Project Monitoring and Evaluation

Persons who combine several of the above fields of expertise and experience would be preferred.

## **BIHAR EDUCATION PROJECT Review-cum-Appraisal Mission**

### **Schedule of Activities (June 27 to July 23, 1994)**

- June 27-28, 1994
- Appraisal Mission Team meets at IIC, New Delhi
  - Presentation by Government of India and UNICEF Representatives
  - Discussion on issues and formation of questions
- June 29, 1994
- Team meets at NIEPA, New Delhi and finalises Functional Areas, Questions and Issues
  - Team leaves Delhi for Patna
- June 30, 1994
- Presentation of Status Report of BEP
  - Presentation of Literacy and NFE Programmes
  - Video Film on VEC
  - Presentation on Text Book production and distribution
- July 1, 1994
- Presentation on Mahila Samakhya
  - Presentation of East Singhbhum District Workplan
  - Visit to BEP Office
  - Presentation on Mahila Samakhya (Contd..)
  - Presentation of Muzaffarpur District Workplan
- July 2, 1994
- Presentation of District Workplan Rohtas
  - Meeting with Minister for Mass Education, Government of Bihar
  - Presentation of Evaluation Study of BEP
  - Presentation of West Champaran District Workplan
- July 3, 1994
- Presentation of Evaluation Study on Ranchi and Sitamarhi
  - Presentation of Chatra District Workplan
- July 4, 1994
- Presentation by UNICEF, Patna
  - Presentation by Directorate of Education, Government of Bihar
  - Presentation of Primary Education
  - Meeting with Minister for Primary Education, Government of Bihar

- July 5, 1994
  - Mission Team leaves Patna for Ranchi
  - Meeting with Development Commissioner and BEP Faculty
  - Meeting with Component Incharges
  - Visit to DIET and NFE Centres
- July 6, 1994
  - Visit to Schools and NFE Centres
- July 7, 1994
  - Visit to Schools and NFE Centres
- July 8, 1994
  - Presentation by Component Incharges : Primary Education, NFE, MIS, etc.
- July 9, 1994
  - Meeting with Component Incharges
  - Mission Team leaves Ranchi for Patna
- July 10, 1994
  - Preparation of Reports
- July 11, 1994
  - Visit to Vaishali
  - Meeting with District Collector
  - Visit to DIET, Schools, NFE Centres, ECCE and Charvaha Vidyalayas
- July 12, 1994
  - Mission Team leaves Patna for Sitamarhi
  - Meeting with D.C. Sitamarhi
  - Presentation of Status Report of BEP Sitamarhi
- July 13, 1994
  - Visit to Schools/NFE Centres/ECCE Centres
- July 14, 1994
  - Visit to Schools/NFE Centres/ECCE Centres
  - Visit to DIET
- July 15, 1994
  - Meeting with BEP Steering Committee/Working Committee Members
  - Mission Team leaves Sitamarhi for Patna
- July 16, 1994
  - Preparation of Report
- July 17, 1994
  - Visit to State BEP Office
  - Preparation of Report
- July 18, 1994
  - Mission Team leaves Patna for Delhi
- July 19-23, 1994
  - Preparation of Report at Hotel Rajhans, Surajkund, Haryana