

# **DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)**

## **PRE-APPRAISAL REPORT FOR BIHAR**

**March 3 - March 17, 1997**



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## **GOI PRE-APPRAISAL MISSION**

### **BIHAR**

**(MARCH 3 - MARCH 17, 1997)**

A GOI Mission comprising Dr. S. Hom Chaudhuri (PUC, NEHU), Dr. Arun C. Melta (NIEPA) Ms. Manisha Priyam (D.U.), Mr. R. Kondala Rao (Technical Consultant, A.I.), Mr. P.K. Das (British Council), Ms. Sushmita Dutt (Consultant, Bhopal), Dr. Manjari Gopal (D.U.) and Mr. K.S. Chibb (GOI, Department of Supply) visited Bihar from 5.3.97 to 11.3.97 to assess the readiness of the state for DPEP III involving seven old BEP and ten new districts - Bhojpur, Rohtas, Gaya, West Champaran, Sitamarhi, Muzaffarpur, Vaishali, Darbhanga, Purnia, Munger, Bhagalpur, Dumka, Hazaribagh, Ranchi, East Singhbhum, West Singhbhum and Chatra.

The Mission met the State Project Director, the State Planning team and the staff of the State Project office and was extensively briefed on the State Profile and various components of the State Plan by the SPD, members of the core team, Director, SCERT and Technical Officer, State Book Production Corporation. The presentation and queries and observations covered the entire second half of the day.

On the 6<sup>th</sup> morning, the Mission moved out in two teams, as pre-arranged, to visit six districts for 3 days. Team I visited Chatra (BEP district) and two new districts. Hazarbag and Gaya. Team II visited Sitamarhi (BEP district) and two new districts - Darbhanga and Vaishali. The BEP districts were visited to get an insight into the functioning of the management structures, the institutional capacity, the perception of field level functionaries and ongoing projects apart from assessing the readiness of the districts for DPEP III. In all the districts, the Mission teams held detailed discussion with DC/DM, DDC, DPC, DSE and members of District Planning team. The team also visited the DIETs, centres proposed for DIETs and observed ongoing teacher training and CRC construction.

On 9<sup>th</sup> and 10<sup>th</sup> the rest of the district plans were appraised at Patna in the BEP training centre where the district teams made their presentation. On the 10<sup>th</sup> afternoon presentation of three components of state plan - M.S., MIS and Research and Evaluation - were made. The Mission members also visited SCERT and State Book Production Corporation.

During the final round of meeting at the state capital, the Mission had intensive discussions with the state team members on specific aspects like Civil Work, Management Structure and Capacity Building. On 11<sup>th</sup> morning the Mission had a wrap-up meeting with the Development Commissioner, Govt. of Bihar along with the Education Secretary, GOB and SPD. In the meeting, the problems of staffing, question of sustainability were discussed.

The Mission appreciates the enthusiasm, commitment and receptivity of the observations by the state and district project teams and complements both the teams for responding positively to the DPEP activities. In particular, the Mission is grateful to Mr. Vyasji, State Project Director for the hospitality and to captain Ramdev Prashad Singh and Sister Sujita for accompanying teams during the field trips. The Mission also thanks District Collector DSE, SPC, members of Planning team, villagers etc. for their active co-operation which made the visit useful.

The Mission is also grateful to Mr. R.S. Pandey, JS, (MHRD) Mr Ravi Capoor, DS (MHRD), Ms. Vrinda Sarup, Director, (MS), Mr. D. Jhingran, DS (MHRD), Mr. U.K. Habbu, TM (DPEP), Dr. Jyotsna Jha, Sr. Consultant, Mr. Ranju Anthony and Mr. Sanjeev Khurana, TSG for their continuous help.

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## SECTION 1 : STATE & DISTRICT BACKGROUND AND ISSUES

### 1.0 Background

#### 1.1 State Profile

Bihar, the second most populous state of India, has 86.37 million population. The density of population is 511/sq.km. and the sex ratio 911 female per thousand male population. The Scheduled Castes and Scheduled Tribes population comprise 14.71 and 7.67 per cent of the total state population. The State has 55 districts and 721 blocks. More than 59 per cent of the state population live in North Bihar. The tribal population is concentrated in 16 districts of South Bihar which comprises 21.4 per cent of the total state population. The crude birth rate and population growth rate of Bihar is higher than the national average which is mainly due to its illiterate population. The state literacy rate is 38.48 per cent and the female literacy rate 22.90 per cent (Table 1.1).

Table 1.1

#### Literacy Rate : Bihar, 1991

	SC	ST	Rural	Urban	All Areas
Male	29.37	40.54	48.31	77.72	52.50
Female	6.93	14.74	17.95	55.94	22.90
Total	18.54	27.46	33.83	67.89	38.48

Source : Census of India 1991 publications, R.G. Office, GOI, New Delhi.

Population-wise Chatra is the smallest DPEP district having only 0.71 per cent of the total state population as compared to Purnia which has 5.18 per cent population. The 17 DPEP districts comprise 48.002 per cent of the total state population. A perusal of district-wise literacy rate (Annexure 1.1) in DPEP districts reveals that Ranchi has the highest

literacy rate (52%) as compared to Purnia which has the lowest literacy rate (26%). The female literacy is as low as 14 per cent in West Champaran, Purnia, and Chatra.

## 1.2 Bihar Education Project

With the UNICEF, Government of India and Government of Bihar assistance, the state launched an ambitious plan of *Education for All* in 1991. Initially, the Project was launched in the districts of Ranchi, Rohtas and West Champaran. Later it was expanded to another four districts, namely, Sitamarhi, Muzaffarpur, East Singhbhum and Chatra in the year 1992-93. The main objectives and goals of the project were :

- to infuse a sense of urgency and catalyze new initiatives among the educational fraternity at the grassroots level, and local communities within the state of EFA, with a focus on UPE.
- universalisation of primary education, drastic reduction in illiteracy amongst age-group 15-35 years, modification in the educational system, necessary intervention to provide equal educational opportunities and relate education to work were some of the goals of the project.

To achieve the objectives and goals, structures were created at different levels. At the State level, an autonomous body, namely, *Bihar Education Project Council* with Chief Minister as its chairman was constituted. Similarly, District Executive Committees were constituted in each of the seven districts. District Level Steering Committee and District Mission Task Force were the other bodies that were created at the district level. At the micro level, Village Education Committees and women's groups were formed to involve community in the education related activities.

## **Achievements of BEP**

- **Decentralised Management**

The project has established autonomous management structures leading to management practices that are less bureaucratic and conducive to mission mode of functioning.

- **Decentralised Planning**

Strong district planning teams have emerged out of the decentralised processes in BEP districts. BEP has also initiated to build sub-district structures with ample capacity building efforts so that they can contribute effectively to planning and implementation.

- **Micro Planning**

Intensive micro planning exercises have been taken up in selected blocks of BEP districts. Village Education Committees have been set up through mobilisation and have been thoroughly trained in micro planning.

- **Gender Issues**

The programme of Mahila Samakhya was started as part of BEP. It is one of the most successful Mahila Samakhya projects in the country. There has been close co-ordination between BEP and Mahila Samakhya leading to a number of gender related issues in primary education being addressed effectively by Mahila Samakhya.



- **Alternative Schooling**

Several types of alternatives to formal schools have been successfully tried in BEP on a small basis.

- **Community Involvement**

As a result of intensive micro planning, Mahila Samakhya and the focus on decentralisation, community has emerged as a key player in school construction, school management and awareness related works.

- **Textbooks**

The project has developed textbooks for various subject areas and grades based on MLL.

- **Teacher Training**

A participative teacher training package with a focus on motivational and attitudinal aspects, as well as on content issues of class I and II were developed and all the teachers in project districts are planned to be covered in the training. The state has already developed a very strong team of masters trainers and resource persons and covered large number of teachers under the training.

- **Net-Working with NGOs**

The project has net work with more than 70 NGOs for various tasks.

## **Education Profile**

Despite the achievements, the position of the State and BEP districts with regard to coverage, access, retention and achievement is still far from satisfactory which is evident from educational data presented in the Annexure 1.1 .

The State has 52,816 primary schools of which more than 94.0 per cent are in rural areas. As many as 6,077 schools did not have buildings (1993) as compared to 20,662 schools which had no drinking water facility. About 27,109 habitations do not have schooling facilities within 1 km. The access rate was lowest in Dumka (33.86%) and highest in the Muzaffarpur district (74.79%). The average access rate of 17 DPEP districts was as low as 49.96 per cent as compared to 51.16 per cent state average.

In 1993, about 50 per cent of the total habitations of 17 DPEP districts did not have primary schooling facilities within 1 km. In Chatra, only 38.09 per cent habitations had access to primary schooling facilities as compared to 74.79 per cent in Muzaffarpur. The average enrolment ratio of 17 DPEP districts is 64.28 per cent as compared to 37.92 per cent retention rate which shows that a large number of children are out-of-school and drop outs from the system before the completion of an education cycle. Purnia district has the lowest enrolment ratio (50.72%) and the highest drop-out rate (70.56%). The mean achievement of students in language and mathematics of grade I was as low as 28.00 and 30.86 per cent in Vaishali compared to which it was lowest in the Chatra (36.55%) and Rohtas (28.67%) districts respectively in language and mathematics of grade V.

A number of centrally sponsored schemes are under implementation in the State which includes TLC, ICDS, OB, DIET, NFE centres and mid-day meal scheme. As many as, 97 blocks of the DPEP districts have been covered under the Total Literacy Campaign programme as compared to 166 blocks under the Integrated Child Development Scheme. Of the total 36,800 NFE centres, more than 52.15 per cent are in the DPEP districts. About 25 per cent of the total schools in the state are covered under the Operation

Blackboard Scheme. Except Darbhanga, Hazaribagh and East Singhbhum, all other DPEP districts have a DIET though most of which are grossly understaffed and do not have minimum infrastructural facilities.

### **1.3 District Profiles**

#### **1.3.1 Bhagalpur**

Bhagalpur district comprises of two revenue districts of Banka and Bhagalpur. Total population of the district is 33,11,697 (Males - 17,52,690 & Females - 15,59,057) with SCs & STs constituting 10% and 4% of the total population. Literacy rate is 38.89 per cent (Male literacy - 51.32% and female literacy - 24.38%), and for SCs and STs population, it is 20.19 per cent and 19.76 per cent. Overall drop-out rate is 49 per cent. Main areas of concern in the district are geographical remoteness, social disparities, working children, flood prone areas, migratory population, parda system and early child marriage.

#### **1.3.2 Bhojpur**

The education district Bhojpur consists of Bhojpur and Buxar revenue districts and has a population of 2.88 million with an area of 4098 sq.km. Male & female population constitute 54 and 49 per cent of the total district population. Female literacy is very low (22%) compared to male literacy rate (52%). SC population constitute 14.4 per cent. The drop-out rate for girls is 51 per cent against 48 per cent for boys. Of the 1860 primary schools, 416 schools do not have buildings. DIET is in existence but with 60 per cent posts lying vacant. BAS & SAS made indicate lower enrolment of girls, and lack of infrastructural facilities.

### **1.3.3 Darbhanga**

Darbhanga, in north Bihar, is an agriculturally rich district with a very high population density of about 1002 persons per sq.km. Only 8.79 per cent of the population live in urban areas and the rural urban migration is negligible. The district is divided into 13 blocks and 4 educational ranges. The Scheduled Castes form about 21 per cent of the population in Kuseswarsthan and Bahadurpur blocks (district total 14.56%). The SC population is very small - only 1.3 per cent of the district total. Presently there are about 1491 primary and middle schools (1 for every 275 children). About 27.16 per cent of the children are engaged in cattle grazing. There exist 4 Charwaha Vidyalayas for this group.

### **1.3.4 Dumka**

Dumka, the eastern southern district of Bihar has a total area of 5518 sq.km. of which 5470 sq.km. represent the rural area. There are 14 blocks. It is a tribal majority district. Gross Access Ratio is low (33.86%). Retention rate is 31.41 per cent. Provision of learning opportunities to the tribal children through special interventions and enhancing retention rate are the major concerns of Dumka.

### **1.3.5 Gaya**

Gaya district is located in the central part of Bihar, south of the divide of the Ganges. The place is famous for Bodhgaya, Gautam Buddha attained his enlightenment here, and for the Vishnupada temple associated with the Shraddha Pitripaksha rites of Hindus. The region is also known for land & wage struggles of the poor. The total population of the district is 26,64,803. The population break-up reveals a very small number of Scheduled Tribe population (0.05% of the total), Scheduled Castes constitute a significant portion of the population (32.27%). The literacy rate is 40.47 per cent, of which the female literacy rate is only 24.04 per cent. In the rural areas, the corresponding rates are as low as 35.61 per cent and 18.97 per cent. The 24 administrative blocks of the district are divided into

19 educational blocks. Drop-out rates vary across these, the lowest coming from remote blocks Amas and Barachatti. In addition, the BAS across show, low mean achievement.

### **1.3.6 Hazaribagh**

Hazaribagh is a new district under the DPEP which comprises of two administrative districts, namely, Hazaribagh and Kodarma. The total population of the district was 2.23 million in 1991 and the literacy rate 40.73 per cent. The SC and ST population constitute more than 25 per cent of the total district population. Amongst the 18 blocks, the Barkatha had the lowest literacy rate (18.78%).

### **1.3.7 Munger**

The northern educational district of Munger comprises of four revenue districts- Munger, Jamui, Lakhisarai and Sheikhpura. The total area is 6398.74 sq. km. SC population constitute 16.47% of total population (3060027). About 2.31 per cent of ST population is concentrated in the Jamui district. There are 29 blocks. The Gross Access Ratio is 61.66 per cent, while the retention rate is 51 per cent. Provision of wider access and participation in respect SC and ST children is the major concern of Munger.

### **1.3.8 Purnia**

The educational district of Purnia consists of three revenue districts - Purnia, Araria and Kishanganj. The total area is 7930 sq.kms. There are 127 blocks most of which experience annual flood. Araria and Kishanganj are muslim majority districts with an extremely low female literacy rate. The Gross Access ratio is 42.533 per cent. GER is the lowest in the state. Wider access and participation of children of minority group is one of the major concerns of Purnia.

### **1.3.9 Vaishali**

Vaishali, the Central North district, has a total land area of 2036 sq.km. It has sixteen blocks and two sub-divisions. The SC population accounts for 19.85 per cent of the total population 2.15 million. Gross Access Rate is 60.42 per cent and the retention rate 35.38 per cent. Provision of wider access to the non-enrolled children of depressed groups and ensuring improved retention of enrolled children are the main concerns of Vaishali.

### **1.3.10 West Singhbhum**

West Singhbhum district covers an area of 8012.10 sq.km. which makes it the largest district in Bihar. The 23 administrative blocks cater to a population of 17.82 lakhs which comprises of 54.60 per cent (9.788 lakh) STs. The literacy rate is 39 per cent while female literacy rate is 22 per cent. The lowest female literacy rate of 5.9 per cent in Tonto block and the socio-cultural problem of "witch-hunting" prevalent in the block, make gender issues an important focus of the district interventions. The Gamharia Primary Teachers Training Institute, which was upgraded & activated as a DIET for East Singhbhum (under BEP) will now be utilised by West Singhbhum since it is located in their district.

### **1.3.11 Chatra**

Chatra district was a subdivision of Hazaribagh district till 1991. Acute socio-economic problems including the influence of Naxalism & 60 per cent land area under forest cover make the terrain very difficult. Spread over an area of 3706 sq.km., the population of the entire district is 6,12,713 lakhs with 32.42 per cent ST population. The literacy rate is 21 per cent; with 32 per cent for Males and 11 per cent for females. The retention rate ranges from a low 13.84 per cent for girls in Hunterganj district to a high of 74.60 per cent for girls in Pratappur district. The district has a high rural population (91%) and the sex ratio in the region has steadily deteriorated (from 1054 in 1957 to 954 in 1991). The Birhores and Parraihis are among the poorest tribes while the Bhuiyans constitute the poorest

groups of SCs. The district thus has to focus on access & retention issues particularly focusing on girls, STs (Birhores & Parraihis) & Bhuiyans (SCs).

### ***1.3.12 Muzaffarpur***

Muzaffarpur, one of the prominent districts of North Bihar, has male literacy rate of 48.3 per cent and female literacy rate of 22.43 per cent. Which is lower than the state average literacy rate. Overall drop-out rate is 54 per cent at the primary stage. It is a BEP district wherein achievements in community mobilization, women empowerment, establishment of VECs, establishment of proper management structures at the district level have been noteworthy. The district project plan has been prepared through participatory planning process. Main areas of concern are poverty, social disparities, working children, Siblings Care, early child marriage, flood prone areas, seasonal migration of wage earners, feudal set-up of the society, etc.

### ***1.3.13 East Singhbhum***

The East Singhbhum is an old BEP district which has nine blocks. The district population was 1.61 million in 1991. The Scheduled Tribes population constitute 14.85 per cent of the total district population. The district has high male/female differential in literacy rate. Dumaria block has the lowest literacy rate (23.19%). About 75 of the total 1025 primary schools do not have buildings. ECCE centers are in existence in 5 blocks and NFE centres in 7 blocks. As many as 55.10 per cent of the habitations/villages have primary schooling facilities. The enrolment ratio (gross) of the district is 69.38 per cent and the retention rate 55.67 per cent. About 25 and 50 per cent students of grades I & II and grade III & IV had masterly level.

### ***1.3.14 Ranchi***

Ranchi district is situated in the Chotanagpur Plateau of Bihar. As per 1991 census, it has a population of 22,14,048 (47.94% female, and 52.06% male). The Schedule Tribes

population is significantly high at 43.56 per cent of the total population. Various tribal - linguistic groups inhabit the region, constituting themselves into district social-linguistic zones. The region is rich in mineral resources, yet agriculture is the main source of employment engaging as much as 67.3 per cent of the population and mining only 5.1 per cent. The district is a BEP and TLC district. Further, Mahila Samakhya activities are also going on in 3 blocks of the district under BEP. The literacy rates are high in the district but gaps are wide between urban and rural rates, male and female population, and general and Scheduled Tribe population. The district covers 24 educational blocks of which the plan proposals identify 9 as being concentrated pockets of low literacy rates. The Baseline Survey show low achievement scores.

### ***1.3.15 Rohtas***

The education district Rohtas comprises of Rohtas and Kaimur administration districts. It has 2.61 million population. Male & female population constitute 52.83 and 47.16 per cent of the total district population. SC population constitute 19.89 per cent and is higher than the state average (14.55%). The literacy rate of Male & female population is 61.59 & 27.03 per cent, thus the district requires emphasis on women education. The drop-out rate is 62.79 per cent for girls as against 59.38 per cent for boys. A DIET is existence but is located at Sasaram. Of the total 2405 primary schools, 163 schools do not have buildings.

### ***1.3.16 Sitamarhi***

Sitamarhi, the northern educational district, consists of two revenue districts - Sitamarhi and Sheohar. It is a BEP district that has 22 blocks. The northern part is flood prone. SC population constitute 13.7 per cent of the total population (23,89,185). Gross Access Ratio is 71.64 per cent. Sitamarhi has the lowest retention rate (21.03%) in the state. Reduction in the drop-out rate, increased access for special focus groups like Mushahar, are some of the concerns of the district.



### **1.3.17 West Champaran**

West Champaran is a BEP district in the north of Bihar, bordering Nepal. It includes some areas like the Diara (Riverive) areas which are flood prone and largely in accessible for major portion of the year. However, other areas are agriculturally very rich. The sex ratio is unfavourable (877/1000) and this is reflected in the low female literacy rate (14%). The SCs forms about 14% of the total population and the STs only about 1.3 per cent. The district is divided in 23 educational blocks and 5 educational areas. There are presently 1570 primary and middle schools. The detailed district profiles along with the recommendations is presented in the Annexure 1.2.

### **1.4 Issues in DPEP III Districts**

Analysis of the district profiles brings out the following major issues:

#### **1. Unserved habitations**

About half of the total habitations in 17 BEP districts do not have primary schooling facilities within a kilometre. The problem is more acute in southern district of West Singhbhum, Ranchi, Dumka and Gaya. These are mainly tribal districts and are sparsely populated making the problem more acute. Northern districts of Purnea and Bhagalpur also have more than 50 per cent habitants that are not served by the primary school facilities.

#### **2. Unsafe and inadequate infrastructure**

Many of the existing school buildings are in a bad shape needing major repairs. These schools are considered to be unsafe for children. Besides, many of the schools are overcrowded and need additional rooms.

3. Seven districts on the plains of Northern Ganges (Sitamarhi, West Champaran, Bhagalpur, Darbhanga, Vaishali, Purnia and Munger) are affected by flood. It is recurring phenomenon that causes serious disruption of academic activities for months during rains. Poor communication network adds to the woe of the population particularly in Purnia. Special interventions are needed to address these issues.

4. Working children

Bihar is one of the poorest state in the country and the working children is a commonly found issue. Children are largely involved in agricultural labour in all the districts. Industrial labour is also evident among children in some of the districts. These children do not get opportunity to attend regular schools. The problem is aggravated by rigid school timings and agriculture.

5. Some of these districts have significant minority population with low literacy rate. Age old Purdah System is still prevalent among sizeable schools of minorities. Also the traditional system of teaching in Madrasah is preferred by minorities.

6. Caste related issues.

The feudal system of caste is still largely prevalent in Bihar. This at times becomes an important issue for primary education as location of the school in particular areas denies accessibility for certain castes groups. For instance children of higher castes would not attend schools located in lower castes habitations in some of the interior blocks. Besides, in the class room also it is important to deal issues emerging out of caste consideration.

7. **Teacher absenteeism**

Teacher absenteeism is common in many of the interior areas. Special interventions would be needed to address this time.

8. **Language**

Though official languages of the state is are Hindi and Urdu, there are various local dialects and languages spoken in different parts of the state. Some of these languages have rich literature also. Tribal languages like Santhali, Ho and Mundari are common in southern part of the state where as Maithily, Maghi and Bhojpuri are principle languages of northern Bihar. Besides, Bengali and Oriya are the common language on the boarder areas. This has implication for pedagogical renewal process including teaching learning materials and teacher training.

9. **DIETs**

Only 13 of these 17 educational districts have sanctioned DIETs. One more district Ranchi has a DIET which was started and is being run by BEP. Many of these sanctioned DIETs would take long before they can be entrusted with the major tasks of training etc. The state needs to develop a strategy to strengthen existing DIET and to plan for alternatives in places where DIET are not existing.

10. **SCERT**

The capacities of SCERT appear to be limited. In view of enormous tasks relating to pedagogical renewal this is a major issue to be addressed.

## 11. Low Achievement Levels

The average achievement in percentage terms for both class I and V are largely low. Intra district variation is also noticeable. The achievement level are higher in Maths as compare to language in most of the districts in class I whereas opposite is true for class V.

## SECTION 2 : PLANNING PROCESS

### 2.0 Planning Process

#### 2.1 Participatory Planning Process

DPEP emphasises local specific planning in a participatory manner which aims to serve purposes of creating a sense of ownership, awareness, capacity building, convergence and local specific plans. To carry out planning process, District Core Team and District Planning Team comprising of district level officers, teachers and NGOs were constituted. The planning teams were initially oriented to planning techniques NRRC LBSNAA, Mussoorie. This was followed by other national planning assistance missions at different points of time.

The Mission observed that the planning process for DPEP in the BEP districts has been intense and participative. The process has contributed to a clear, localized inception of problems and issues, and strategies to overcome them.

A state level visioning workshop was organised at Ranchi with assistance from national TSG. The aim was to orient the participants to the issue relating to new pedagogy and its implications for planning. The exercise was repeated in all the districts with participants at state level workshop functioning as Resource Persons. This facilitated the understanding of new pedagogy and the plans reflect this awareness. The Mission is impressed by the innovative activities which are undertaken at the grassroots level.

Invariably, the district plan documents carry information relating to participatory planning process which includes listing of meetings, workshops and seminars organised along with the dates and venues. However, all plan documents do not carry number of participants who attended and what exactly transacted in the meetings is also not reported (Annexure 2.1). **The Mission recommends that the same may be added and the statement be presented as an annexure to the document.** The Mission is also of the

view that issues emerging out of the process in some districts can be documented and analysed in a better manner.

The Mission is of the view that though the micro-planning exercises including school mapping have been carried out intensively in some of the districts, they have not been properly highlighted in plan documents. It also appears that the School mapping exercise, wherever conducted, have not been properly linked to estimate the number of schools that are to be opened during the plan period. **The Mission recommends that the planning teams of these districts should try to use school mapping exercises for planning purposes and that should be reflected in the revised plans.**

The Mission is of the view that content analysis of meetings and workshops conducted at different levels would have been undertaken. Keeping in view wide range of problems and suggestions, it may not be possible to pay attention to all the areas suggested, better it would be better to present only those strategies and activities which are proposed in the plan and rest of the information may be presented in the annexure. However, **the Mission is impressed by the identification of village-wise problems of boys and girls in one of the district, namely Ranchi. Ranchi is an old BEP district and this analysis was possible because of the ongoing processes initiated prior to DPEP planning. The Mission recommends that similar activities may be built in the plans of other districts also in order to be use in future planning for AWPB.**

## **2.2 The Database and Targets**

Though the large number of statistics have been provided by the plans (which is appreciable) there are certain obvious limitations.

- Different districts have adopted different procedures for data collection.
- Few inconsistencies between districts documents and state documents.

The Mission observed confusion at the district level whether enrolment in private schools is to be considered and whether to present data for educational or administration blocks. **The Mission is of the view that so far as possible all the recognised educational institutions including those of the private ones, if any, may be considered and presented for educational blocks. In view of this, the Mission recommends that while revising documents due consideration may be given to the following points :**

- (i) In view of different dates of reference (March, June, October, December etc.) referred in the district plans, **the Mission recommends that numeric information on enrolment, institutions and teachers may be presented, so far as possible, with references to a single point of time.**
- (ii) Each table, diagram and annexure presented in the document should have its number, clear title, year for which information is presented and complete source of information.
- (iii) The figures referred in the text should be available in the corresponding table/annexure and the consistency of data presented should be maintained throughout the document.

Some of the districts have given detailed disaggregated data at the block level where ever some others have not provided information in such manner. It would help if all the districts could provide following sets of data. (Some districts have already given many of the following and may only add those which are not given in the present drafts).

- (a) Block, Sex (Male/Female) and Caste-wise (SC/ST) distribution of population along with age-specific population i.e. 6-11 years.
- (b) Block-wise number of habitations/villages where primary schooling facilities are not available within one km. and population 300 and above. Rural population served by primary schooling facilities may also be added.

- (c) Block-wise enrolment at primary level (total) at least at three points of time along with enrolment ratio (gross) separately for boys and girls population. Growth rate of enrolment presented may also be calculated and used in projections.
  - (d) Block-wise and grade-wise enrolment for grades I, II, III, IV and V separately for boys and girls along with number of repeaters, if any.
  - (e) Block-wise number of schools not having buildings, drinking water & toilet facility, blackboards & playgrounds. If necessary, Sixth All India Educational Survey (1993) data may be utilised for this purpose.
  - (f) Block-wise distribution of male and female teachers at primary level, untrained teachers, Pupil : Teacher Ratio and number of single teacher schools.
  - (g) Wherever data at the block level is presented, aggregate data at the district level may also be presented.
- (v) For setting out targets on enrolment (GER) and retention, age-specific population (6-11 years) plays an important role but the same in a majority of districts has not either been presented for the latest year or projected for the plan period i.e. 1997-98 to 2002-03. **The Mission recommends that projected age-specific population (6-11 years) may be used to compute out-of-school children as well as additional children that would require to enrol in year 2002-03 to achieve UPE. Block level disaggregation could be attempted, if possible.**

(vi) **Targets**

The district plans have try to sets the targets for different objectives in disaggregated manner. In most of the districts schools are proposed to be constructed in the first three years of the project which means, only few schools will start function in the first year but the enrolment targets which have been set-out shows that it would increase significantly. **The district may like to add**



**adequate strategies as to how they will attain enrolment targets in the initial period.**

The districts may like to strengthen the system of data collection so that they have disaggregated data for blocks and social groups. Efforts should be made to have data in such a manner that separate targets can be fixed for disadvantaged groups and areas.

The Mission is of the view that some of the recommendations may not be possible to take-up before the appraisal. **The Mission, therefore recommends that the district planning teams must identify those which can be done before appraisal and the rest may be built in the first year activity plan.**

### **2.3 Research Studies**

With an aim to provide inputs for plan formulation and to generate certain benchmark estimates, the state has conducted the following research studies:

- (i) Baseline Learners Achievement Study (BAS)**
- (ii) Social Assessment Study (SAS) and**
- (iii) State Educational Finance Study.**

(i) and (ii) above were conducted in all the seven BEP old districts as well as in ten new districts while the State Educational Finance Study was conducted only at the state level. In case of seven BEP districts, the Baseline Learners Achievement Study was conducted in the year 1995, whereas for the new districts, it was conducted in the year 1996 by A.N. Sinti Institute of Social Studies, Patna. Five separate agencies conducted Social Assessments Studies in 17 districts.

## Baseline Learners Achievement Study

The main objectives of the study were (i) to measure achievement level of class I and IV students and its determinates, (ii) to assess status and functioning of elementary schools in terms of physical facilities, teaching aid and teaching process, (iii) to understand background profile of teachers, Head Teachers, Head Masters etc. and (iv) to determine the achievement level of children who have dropped-out after a few years.

### Sample

The study was conducted on the same methodology that is being followed by all DPEP states. The design, sampling procedure and survey tools were developed by the NCERT according to which 45 schools in each of the 20 districts were selected on the basis of 'multiphase' sample design. From each district, blocks were selected in the sample on the basis of number of blocks a district has. The lowest number of blocks in a district selected was three and the highest is four. Thus, in all, 33 blocks and 450 schools were selected in the sample which is 38.67 & 2.00 per cent of the total blocks and schools of DPEP districts (Table 1). The school in a block was selected on the basis of number of schools a district has. Teachers & students were selected on the basis of Simple Random Sampling. About, 5,616 student of class I, 3,225 of class IV, 801 drop-outs and 1,157 teachers were selected in the sample.

Table 1

### Baseline Assessment Study

#### Sample Selected

District	Total Number of Blocks	Number of Blocks Selected	Number of Schools Selected	Percentage to Total Schools (%)
Bhagalpur	21	4	45	1.74
Bhojpur	19	3	45	2.09

Derbhangha	12	3	45	2.91
Dumka	13	3	45	2.60
Gaya	18	3	45	2.27
Hazaribagh	18	3	45	2.89
Munger	20	4	45	1.78
Purnia	27	4	45	1.52
Vaishali	11	3	45	3.29
West Singhbhum	15	3	45	2.00
Total	174	33	450	2.00

Low enrolment, retention and achievement rate amongst girls, SC and ST population were identified as main problems. The Mean Achievement is presented in Table 2.2

The Mission is of the view that the study has followed the Terms of Reference. However, due to varying size of districts the coverage by the selected sample resulted in varying percentage (Table 2.1). The small sample size has somewhat limited its applicability and the estimates generated may not be generalised at the district level. The percentage of sample schools was as low as 1.74 per cent in Bhagalpur while in Vaishali district, the schools selected were about 3.29 per cent of the total schools. The Mission is of the view that NCERT should assess the efficacy and applicability of the study.

At the same time it must be pointed out that the above mentioned limitation does not undermine the importance of the study which is otherwise first of its nature in the state.

A district level sharing workshop with the planning teams organised with the research team just after data collection got over. Another sharing workshop was organised with the district planning team as well as the state planning at SLO once the report were ready. The reports have also try to translate some of the findings into suggested interventions for the districts plans.

**Table 2**  
**Mean Achievement : BAS**

(In Percentage)

District	Class-I		Class - V	
	Language	Mathematics	Language	Mathematics
Bhagalpur	36.10	39.71	37.02	40.95
Bhojpur	40.50	41.36	38.61	41.53
Darbhanga	47.85	49.93	40.37	39.83
Dumka	41.75	45.00	30.43	29.78
Gaya	37.50	41.14	40.04	34.25
Hazaribagh	44.90	47.36	42.21	35.43
Munger	44.85	44.07	33.29	29.98
Purnia	40.00	43.21	41.64	39.20
Vaishali	28.00	30.86	40.02	34.63
W. Singhbhum	35.73	39.21	41.20	30.90
Chatra	53.30	51.36	36.55	30.15
Muzaffarpur	51.10	51.28	41.02	31.27
E. Singhbhum	58.75	53.71	40.24	30.75
Ranchi	44.75	41.07	41.11	29.40
Rohtas	57.90	57.00	37.23	28.67
Sitamarhi	66.15	67.07	45.29	43.72
W. Champaran	64.45	73.57	40.84	34.57

Source : Baseline Assessment Study, 1995 & 1996, BEP, Patna.

The achievement data generated through the study has been adequately utilised to fix the target which is reflected in the district plans but methodology used in fixing the target is not appropriate.

## **Social Assessment Study (SAS)**

The Social Assessment Study was conducted in all the DPEP districts with the main objectives to study the existing social structure and relations in the district and analyse their influence and impacts on the education system. Centre for Micro-planning and Regional Studies (LBSNAA), ORG (New Delhi), AIMS (Hyderabad), G.B. Pant Social Science Institute (Allahabad) and XLRI (Jamshedpur) were the agencies for this study.

### **Sample**

The Terms of References for this study in Bihar was different that the TOR being followed by other DPEP states. 18 villages were selected in each districts following the proper sampling procedure. The villages were selected on the basis of its size and composition of population for which schedules and guidelines were prepared to collect data.

The state also look initiative in designing the Social Assessment Study in such a manner that it directly feeds to planning. The study mainly adopted the participatory Rural Appraisal technique to collect primary data. The PRA modules developed by BEP, were used with some modifications. Several schedules for households, teacher and schools were added to the PRA exercises for more comprehensive data collection. Local facilitators and animators were used for PRA who were trained and who would later be in a position to contribute substantially to the micro-planning process. The training of facilitators was conducted at the district level. These PRA served the double purpose of information/data collection and orientation of the community in the basic requirements of planning for educational development. The schedule of the study was done in such a manner that the research team in each district had a sharing workshop with the planning team just after coming from the field. This was followed by another state level sharing workshop towards the end of February when the study reports were completed for each district.

The Mission is of the view that districts reaction to main findings of the study has been properly documented. The Mission is also of the view that by and large studies adhered to the guidelines but the coverage vary from agency to agency. Due to small sample size, the findings of the study may not be generalised. Keeping in view the findings of the study one gets the impression that they are general in nature and are known to districts. The time schedule was tight and the studies were conducted in a very short period.

Research findings are presented in Annexure 2.2.

### **Educational Finance Study**

The study was conducted by the A.N.S. Institute of Social Studies, Patna with the main objective to analyse the trend and problems of state finance in relation to the expansion and enrichment of primary education.

Some of the significant findings of the study (draft) are summarised below :

- (a) The expenditure (total) on education has increased from Rs. 67.40 crore in 1986-87 to Rs. 1745.60 crore in the year 1995-96. The non-plan expenditure on education constitutes for larger chunk of the expenditure as compared to the plan part of it. The total expenditure on revised estimates are higher as compared to the budgeted estimates in most of the years.
- (b) During the period 1985-86 to 1995-96, the expenditure incurred on primary education was higher than the other levels of education. In 1995-96, it was 63.16 per cent (Rs. 1149 crore) of the total expenditure on education (Rs. 1819 crore). Of the total expenditure on primary education, the non-plan constitute more than 94 per cent.

- (c) The study reveals that deviation between budget allocation and actual expenditure is significant. During the period 1991 to 95, BEP could spend only Rs. 50.93 crore out of the budgeted Rs. 134.67 crore which shows that 61.55 per cent of the total allocation remained unutilised.

Mission observations to the study are summarised below :

- (a) The objectives of the study conducted are not listed out in the draft report.
- (b) As far as the description of incentive schemes is concerned, the study could mention only mid-day meal scheme, DIET and BEP. Detailed allocation and expenditure was presented for the Bihar Education Project. Some of the significant omissions are Operation Blackboard, TLC, ICDS and NFE programme.
- (c) One of the other important objectives of the study was to know whether the state will be able to sustain the liability of DPEP after the project is over. For this purpose, it was envisaged that it will anticipate non-plan budget allocation in the last financial year of the project but the same is not taken up. The State is of the view that this is not covered under the terms of reference.

**The Mission is of the view that the study has not been able to adequately fulfill its objectives and recommends that they should be revised in the light of above comments and the Terms of References of the Finance Study should be followed entirely. The revised draft should be made available to DPEP Bureau by April 20, 1997.**

## 2.4 Convergence of Schemes and Linkages

To improve access, enrolment and retention, the district plan proposals have suggested a number of strategies like opening of and construction of new schools, alternate schools, construction of additional classrooms, CRCs, BRCs, renovation of school buildings etc.. The plan document proposes to partly achieve it through convergence with other department and schemes. The Mission is of the view that barring a few exceptions, most of the districts have not tapped the other departments. **The Mission recommends that information on ongoing schemes and coverage of educational and other departments undertaking similar primary education related activities may be presented in the district plans (those districts which have not done so presently) so as to avoid repetition of efforts and duplication of activities.**



## **SECTION 3 : PROJECT CONCEPT AND COMPOSITION**

### **3.1 Objectives**

The general objectives of the proposed project both at the state and district levels are the same as national objectives. The national objectives are : (i) to reduce differences in enrolment dropout and learning achievement among gender and social groups to less than 5 per cent, (ii) to reduce overall primary dropout rates for all students to less than 10 per cent, (iii) to raise average achievement levels by 25 per cent above measured base line levels, and (iv) to provide access for all children to primary (I-V) schooling wherever possible or its equivalent non-formal education. The objectives of all the districts in Bihar DPEP provides for universal access, preventing dropout, raising the quality of education and promotion of community participation and local capacity building for decentralised educational planning.

### **3.2 Project Components**

The issues that emerged out of the various participating sessions and focused studies have formed the basis for strategy formulation. Following are the components for districts and state for third phase of DPEP.

#### **3.2.1 ACCESS**

Gross enrolment ratio of 64.28 per cent as well as Gross Access Ratio of 49.26 per cent of 17 districts under DPEP III indicate access as a major issue of all the districts. Both the state component and the district plan reflect this concern.

Growth of Primary Schools in the state has not virtually taken place during the recent years. BEP, being a process oriented project, did not have its focus on physical expansion. Initial attempts in the BEP districts did not get the desired momentum as it

was made essential as per the BEP norm that 20 per cent of the construction cost of school building would be borne by the community. Despite this disincentive, some new schools did come up through the active participation of people. BEP has succeeded in the evolution of functional Village Education Committee in every village of the seven districts through involvement of community. A few new school buildings under construction in BEP districts are intimately supervised and managed by the VECs. This is the achievement of BEP in community mobilisation, however limited the success story may be in physical terms. DPEP districts can profit from this experience in the expansion activities.

The district plans propose several activities to maximise participation in formal and non-formal systems of education especially in small habitations, in talas of big villages as well as in inaccessible tribal pockets. Proposals for access include the following :

#### *3.2.1.1 New Schools*

Opening of 3338 new schools have been proposed in 17 DPEP districts. While 2428 of the total schools will be constructed under the DPEP, the rest (910) will be taken up under various development programmes of the state. The district plans propose that 20 per cent of new schools will be opened in the first year and 40 per cent are likely to be completed in each of the two succeeding years.

In formulating plans for expansion priority has not been given to the existing schools that need immediate re-habilitation. About 20 per cent of the existing schools are in a dilapidated state. Rehabilitation of these schools would not only ease the overcrowding but also substantially create space for new entrants. From the children's security point of view also, rehabilitation needs consideration.

Further, the district proposals for opening of new schools are not supported by location specific details of habitations that qualify for primary schools as per the state norm. A

few districts, Ranchi and Dumka in particular, have presented a consolidated list of such habitations. Similarly, the proposals for constructing 910 schools under different Governmental schemes do not have the support of clear cut time-bound plan of convergence.

**The Mission recommends that**

- **Priority be given for rehabilitation of existing buildings and a revised proposal for new schools be made.**
- **Suitable location criteria for the new eligible schools be evolved early end.**
- **Revised plan documents may incorporate details of convergence scheme for construction of new buildings.**
- **Revised plans must address the issue of Access with relation to needs of special areas like Hilly tribal areas of Southern Bihar, industrial belts etc.**

*3.2.1.2 New Teachers*

About 9892 new teachers have been proposed to be inducted during the project period. An examination of the present teaching strength shows that about 6 per cent posts are lying vacant against the sanctioned strength approved by the GOB eight years back. The fact that new posts have not been sanctioned in last 8 years is a majour cause of concern. Unless new posts are created and filled, the induction of teachers under DPEP will have hardly any positive impact on the school system.

**The Mission recommends that**

- **Revised documents may have a list of sanctioned and, actual position of in primary schools teachers & primary section of middle schools and another list of new and additional teachers for formal P.S. under DPEP and**

- **Necessary steps may be taken by the Government of Bihar to initiate the process of sanctioning and filling-up of required teaching positions in the primary schools.**

### *3.2.1.3 Alternative Schooling*

Around 6250 alternative schools of different types have been proposed in the district plans which includes Alternative Schools for out of school children in schoolless habitations; Shiksha Premi Yojna in crowded schools; Residential Ashram Schools; Angana Vidyalaya for girls; Schools on Wheels; Shiksha Maitri Yojna for Primitive Tribes; Innovative NFE centres for matured and drop-out children, Angan Pathsalas, Special Schools (School DELA) and the like.

The state plan makes a distinction between Alternative Schooling and innovative NFE. Alternative schools are viewed as flexible non-grade institutions offering 4 hours of instruction to children of age group 6-14 under the guidance of class IX pass instructor (lady), to be paid an honorarium of Rs. 700/- and to be raised to Rs. 1200/- p.m. after six months. Innovative NFE centres, on the other hand, will provide condensed primary stage course to a wide range of left out and drop-out belonging to the age-group 9 - 14. The instructor (lady) will be at least middle pass drawing an honorarium of Rs. 500/- per month. It is asserted that the curriculum for NFE and Alternative School, though different, *"will be of comparable quality with respect to competencies acquired by children of formal schools"*. It is, of course, admitted that there will be a need to conceptualise various alternative models.

The planning for Alternative Schooling needs further clarity so as to avoid overlap of target groups. Further planning is also needed in order to decide the exact concepts and aims of various proposals. The feasibility of proposals for training of instructors and development of separate TLM needs to be examined objectively by the planners.

- (i) Among the wide variety of proposals, 'Shiksha Premi Yojana' stands out in terms of frequency of proposals. The scheme is primarily designed to address problems of overcrowding and inadequate number of teachers in schools. One female instructor is expected to coach a group of about 30-40 students of class I & II for 4 hours either in school premises or in a place provided by the community. Shiksha Premis are simply going to fill-up the gap of teaching strength of formal primary schools as tutors till the end of project period and as such the 'Yojana' is not alternative to formal schooling. The viability of the scheme needs to be ascertained before scaling. Evaluation of the programme in the area where it has already been initiated should be undertaken before scaling of the programme in new districts.
- (ii) Sitamarhi district plan proposes two categories of Shiksha Premis - one category to act as tutors in formal schools, as mentioned above and other to play the role of instructors of Innovative NFEs, as Stated in the state plan.
- (iii) Angana School is an Innovative NFE. Literally, 'Angana' means 'Courtyard'. It is a neighbourhood school for girls of 9+ age-group. Sitamarhi model of Angana school is meant for school drop-out / working children / girls / children in schoolless habitations. Again, Chatra model of Angan Pathsala (Innovative NFE) is for SC/ST children of age-group 6-11 in the remote habitations. Thus, the target group varies and with that varies the meaning of 'Angana'.
- (iv) 'School on Wheel' is an another variant of NFE proposed by the Chatra district for the children of nomads. The brief proposal refers to mobile schools which will be taken care by the mobile teachers (on a by-cycle) who will make themselves available to children according to their free time. The document does not reflect the clear concept of the school. It is understood that a similar programme is on in

one of the BEP existing districts. The experience needs to be documented and its applicability to the areas where it is being proposed should be examined closely.

- (v) All the districts propose to link opening of alternative schools to micro-planning exercises and these ensuring the need base. However, little attention since to have been paid with respect to overlapping clientele. For instance Sitamarhi proposes to initiate Angana school in selected blocks and also mentions 'complete coverage' of these blocks by Mahila Samakhya. Girls of age group 6-14 years are the target groups of both these NFEs. Some other plans suffer from this drawback and need to examine the matter closely.

It is estimated that by the mid project period, the number of para teachers will be very large and the two systems (FE and AS) will be of comparable size. The impact upon the quality of educational outcomes when the education of large numbers of children is entrusted to para teachers needs to be considered. Further, most plans suggest that these alternatives are an interim arrangement till the formal system is sufficiently expanded to absorb the students of the alternative system. In this case ground plans in terms of the number to be absorbed and provision for additional teaching staff will require to be laid.

Other concerns in this regard are related to **(a) cost effectiveness and (b) lack of clarity with linkages with the formal system.** One Charwaha School visited by the team was found to have been designed for 200 children but only had about one fourth that number regularly attending school. The initial data regarding the actual numbers to be targeted requires to be accurate to avoid wastage of resources. Further, the M.S.K. suggests a short period of residential education and vocational training (approximately 6 months each). It needs to be discussed among planners whether such short exposure to both primary schooling and vocational training will have any lasting effect upon the students. Also plans need to clarify how it is

envisaged that this vocational training will be utilized. Perhaps some thought may be given to the cost incurred and the final outcome.

DPEP objective of providing 'equivalent non-formal education' cannot be realised without evolving a sound policy on issues of materials and time period for these alternative models. **In view of this the Mission Recommends that**

- **Alternative Schools in problem pockets be initiated in the districts only after carefully deciding on workable models in terms of materials, time period and linkage with formal system for the specific target groups out of a host of models proposed. Further, AS be tried on a pilot basis & be evaluated for ensuring their viability and cost effectiveness.**
- **Existing SPY in BEP districts may be evaluated for impact before initiating in the DPEP districts.**
- **Angana schools for girls of age 9 and above may be opened only in Non-Mahila Samakhya blocks and be modelled after Jagjagi centres. Convergence with Mahila Samakhya training programme may be considered.**
- **A study of the ongoing Alternative Schooling like Charwaha School and Special Schools (Vishesh Shiksha Yojna) be undertaken and the findings be documented and disseminated for sharing experiences needed to evolve suitable strategies in alternative schooling and**
- **Quantum of honorarium and the minimum qualification of instructors of AS/NPE be made comparable in the districts.**

### **3.2.2 RETENTION**

#### **3.2.2.1 The Linkages underlying Retention and other Project Components**

Strategies for raising retention are based upon making provision to accommodate the increasing numbers that have or will be enrolled as well as making the school transactions attractive and meaningful enough for the children to want to remain in school. While discussing retention, it must be clarified that relevance, contextuality and quality of curriculum and TLM at all levels of schooling (in this case with focus upon pre-schooling and primary schooling) foster retention. Similarly, a sympathetic teaching learning climate will facilitate retention. Therefore, in many aspects, strategies for retention and those for access or quality improvement are inter-linked.

However, as reiterated over and over again in the SAS, the main causes for drop-out are poverty related. These must necessarily be tackled through convergence with other development schemes of the Government on a long term basis e.g., DWACRA, IRDP etc. Effective linkage between identified problems and interventions designed is required for targeting retention.

#### **3.2.2.2 The BEP Experience**

In the case of Bihar, the experiences of BEP have proved immensely helpful in developing strategies and interventions, specially in the case of planning strategies for retention.

The strengths and achievements of BEP have been examined by planning teams in order to provide a basis for plan formulation for DPEP in Bihar. The strength of BEP has been in developing a system in which community partnership and support played a vital role. VECs and Mahila Samoohs (of the Mahila Samakhya) were operationalized and formed as the backbone of the programme. Another element of strength lay in BEP's networks of



Cluster Resource Centres, package of teaching learning materials and holistic teacher training modules. Other supportive linkages were with ECCE and the Mahila Samakhya. Community mobilization and ownership and the assurance of quality of inputs have strongly helped in creating a climate for enrolment and retention in primary education under BEP, and are prominent features of the DPEP plans.

The strategies targeting retention planned and proposed by the 17 districts have been consolidated under the following main types, discussed and recommendations made.

1. **Proposal for Identifying need** : Micro-planning and School mapping to identify local needs and examine the possibility of raising retention through use of AS/NFE or FE and flexible school timings and contextual school calendar are planned..

**Concerns and Recommendations** : Micro-planning and school mapping, which are among the initial essential steps for planning access, also contribute to planning retention. Data with regard to drop-out (gender, social group and location wise) should be considered along with the results from micro-planning for designing interventions for retention. In the case of socially disadvantaged groups, the exact location of a school (with regard to social access) is of immense importance in enrolling and retaining children.

The problems of specific groups like girls, SC and ST children, disabled children and child labour must be identified carefully so that interventions may be designed that will correctly focus upon their needs and help to retain them in school.

With regard to moderate and mildly disabled children, an information base needs to be built up so that possibility of provision of aids and appliances may be examined through convergence schemes. Further the information base will also facilitate the designing of training/orientation modules for teachers dealing with disabled children who have been mainstreamed.

2. **Community Linkage** : Activization and orientation of VEC/TEC to undertake responsibilities, provide support to teachers and increase community involvement and ownership of the primary education system, formation of MTA/PTA and drawing support of Prerak Dals to strengthen contact with the community, cultural activities like Nukkad Nataks and Mahila Samakhya initiatives have been planned to bring attitudinal change in the community.

**Concerns and Recommendations** : In general, school policy should ensure a follow up of children who tend to stay away from school, before they finally drop-out, by school authorities. It is essential to draw upon the support of the community and community organisations like VEC, MTA, etc. for this purpose. Environment building operations which take place at the initial period of the project must stress these responsibilities of the community. Community mobilization has been a BEP strength. The BEP experience may be studied closely. For example, VECs in BEP districts have undertaken responsibility for supervision of civil works and have received training for this. Even members of Mahila Samoochs have taken part in this.

3. **Proposal for Designing Alternate Education Strategies** : Local specific and group specific needs are planned to be met through planning alternate education and NFE (Camp Schools, School Dela Yojna). Such schemes as free textbooks, uniform, contextual calendar, flexible timing, Tribal language inventory, book lady teachers for girls are part of this strategy.

**Concerns and Recommendations** : Group specific retention strategies are welcomed and need to be planned carefully. For example, when planning to retain girls thought needs to be given to toilets (with water available) presence of lady teachers, community mobilization (specially among women), formation of Mother Teacher Associations, incentives like free books and uniforms etc. and in

some cases, even girl child specific schooling facilities (as suggested in the Jagjagi Kendras).

The important role of the presence of toilets in retaining girl children in school has been emphasized by the SAS. In order to be actually beneficial the structure must have supply of water and must be maintained properly. It is recommended that training modules for VEC members, teachers, ICDS/ECCE workers should include orientation regarding the maintenance and use of toilets. It is further recommended that the provision of toilets for ICDS/ECCE centres may also be considered in order to familiarize the children with the use of toilets at an early age.

4. **Proposal for Improving School Climate :** This is planned through exhibitions, child centred learning methods, sports and cultural activities at school, awards to VEC for achievement and retention, exposure to staff and students through study tours, sensitizing teachers and concerned government official to the needs of the programme and allowing teachers to concentrate on school works by freeing them from other tasks. The school grant of Rs. 200 to the VECs are also to be used to improve school climate.

**Concerns and Recommendations :** Training and orientation of teachers and other government functionaries in this regard should be initiated.

5. **Proposal for Convergence with other State Government Schemes :** Mid day meals, proposed health check up, civil works under convergence and even linkage with the residential institution for SC/ST children run by the Welfare Department are all planned for contributing towards raising retention.

**Concerns and Recommendations :** It is recommended that district level discussions be immediately initiated among concerned department to chalk out a plan for operationalizing these linkages. With regard to civil work planned under

convergence with State Government schemes it is recommended that a time frame be drawn up for completion of the task so that it may help raise enrollment and retention as planned.

6. **Proposal for Support from the Administration :** Positioning of teachers against existing vacancies and sanctioning new posts according to need and strengthening pre-schooling system are planned to support retention.

**Concerns and Recommendations :** Important supportive measures for raising retention include strengthening both pre schooling and middle schooling. While it is commonly acknowledged that children exposed to pre-schooling (Bal Shikshan Kendras, ECCE centres, ICDS centres, Bal Jagjag centres) are more likely to remain in school, some thought may also be given to gradually expanding middle school facilities to absorb the expected larger enrolments from DPEP initiatives. When making provision for extra school places, concurrent arrangements for providing the required number of new teachers should also be made in the interest of maintaining quality of schooling.

7. **Proposal for Research and Studies :** More information is required and planned on access & retention patterns, reasons thereof and regional peculiarities to support retention - focused designing of interventions.

**Concerns and Recommendations :** There appear some discrepancies in the statistics quoted officially for retention and enrolment of children and the findings of the BAS/SAS in some districts (e.g., W. Champaran). In order to plan effectively for retention, these statistics need to be verified, and corrected if necessary, for more effective monitoring of retention/drop-out trends. Further studies and research must exercise caution in verifying statistics.

### 3.2.2.3 Mahila Samakhya

1. Mahila Samakhya operates in Bihar as a component of the Bihar Education Project. Between 1992-97, its coverage is concentrated in 26 blocks of the seven BEP districts. 1651 villages have Mahila Samoohs facilitated by Samooh level coordinators the Sakhis Sahyoginis are the motivating links between the village and district level (165 in number). MS has contributed significantly in building a climate sympathetic to educational needs. **An extension of MS activities in DPEP districts will support both enrolment and retention.**
  
2. Working in convergence with BEP, MS in Bihar has a marked focus on education. The BEP objectives too state women's empowerment as a basic objective. The significant achievements have been in the area of gender sensitization, women's mobilization and consciousness raising, thrift and credit activities, other economic empowerment activities, and convergence with other welfare activities in the district. The most noticeable educational interventions are the Jagjagi Kendras. NFE centres run for girls and women, and on demand, also run as Bal Jagjagis for small children.
  
3. MS proposals in the state plan emphasize on the interface with BEP in DPEP-III. MS focuses on :
  - **Increasing access and retention in primary, and continuing education, specially for girls. The Mahila Samoohs are seen as having a catalytic role.**
  - Making teaching learning process gender relevant.
  - Convergence with community mobilization activities (VECs, school supervision, involvement of MS personnel with VEC trainings etc.)
  - Mainstreaming MS experiences in formal learning processes.

- Assistance in development of alternative schooling forms for special focus groups.

In addition, specific Mahila Samakhyya interventions have been proposed for state and district levels plan documents.

4. **Coverage** : In the 7 BEP districts, MS will concentrate on complete coverage of blocks already taken up, expansion into a few selected blocks, and activities for gradual phasing out. In the new districts, MS interventions are proposed in selected blocks :

1.	Bhojpur	::	2 blocks (Total literacy district)
2.	Gaya	::	2 blocks (large number of Musahars)
3.	Darbhanga	::	2 blocks (Total literacy district)
4.	W. Singhbhum	::	1 block (witch hunting problem)

#### 5. **Issues**

- MS functions at present in an integrated scenario with BEP, though with functional autonomy. These proposals reflect this as the allocations to MS are shown as "grants to MS". At the district level, however, there are two lines of control - 1 of the district project co-ordinator and the other of the state component. This raises issues of relationship-whether hierarchy or control.

#### 6. **Concerns and Recommendations**

MS is a process oriented programme and its main strength is in climate building for change. In view of the wider agenda of MS, DPEP norms and targets may result in some restraints and constraints being experienced by MS. The

**possibility of MS functioning as an autonomous entity should be seriously considered.** Such an arrangement will be mutually beneficial to both DPEP and to MS. The contribution of MS in targeting a wider audience will certainly impact girls' enrolment and retention which is a primary DPEP concern. In this regard, the MP and Assam model of MS may be studied.

The mission suggests that Mahila Samakhya issues and proposals may be reviewed with regard to the possibility of phasing out some ongoing initiatives and expanding others. The need for this is felt as the programme has not had an external appraisal, and also because there is a strongly articulated demand for expanding it to all DPEP districts.

### **3.2.3 QUALITY IMPROVEMENT**

The need to improve the quality of primary schooling in Bihar is an important issue particularly when the low achievement scores obtained by children in the Baseline Assessment Studies are analysed. BEP interventions have been supporting primary education for six years. Some of the key areas where these interventions have had maximum impact include community mobilisation and participation, teacher training, textbook development and women empowerment. **DPPEP - III must learn from these inputs and utilise the processes and systems made available due to BEP activities.** The DPEP interventions proposed to focus on improving the quality of schools and the teaching-learning processes were evolved during the "Pedagogy Visioning workshop" at Ranchi & follow-up workshops at district & block levels, and these include.

#### **3.2.3.1 Development and Production of TLM**

The status of the BEP intervention for textbook development shows different processes that have been initiated already. The state plan mentions that one set of books for classes I & II have gone through the processes of (1) development, (2) integration of feedback

from teachers, pupils & experts (3) trialling (4) revision on the basis of feedback from trialling and they have now been commissioned for the BEP districts. Details with regard to the nature of feedback from teachers, pupils & experts, the basis and methodology followed for trialling etc. have not been provided. A well-planned rigorous trialling procedure is required to actually provide meaningful feedback to the textbook improvement process. **The Mission recommends that the steps and processes taken-up for trialling should be documented as part of the textbook development process already undertaken and details provided.** It is important to understand and appreciate the crucial role of the initial participatory exercises for curriculum and textbook development which will involve teacher participation also. **The grass-root level inputs are to be viewed as an essential ingredient in the relevance of textbook for teachers.** To maximise the acceptance and relevance of the curriculum and the textbooks which are being developed, teacher participation in the exercise has to be ascertained. **The mission is of the opinion that recognition of the rigorous grassroots participation in the TLM development must be ensured by the SLO. The active and meaningful participation of teachers & sub-district level functionaries will be possible only if enough resource material (TLM from other states & sources) is made available to the participants so that they can react and learn from these.** Since the state has already initiated several steps in the development of class 3, 4, 5 maths (Hindi) books, it expects to take up the rigorous participatory development steps for other books. (Box 3 - page 63 state component plan). This includes various language texts including tribal and minority groups languages. Districts have proposed specific interventions including the use of tribal language texts and Bridge Language Inventory (BLI).

The competency based books developed & commissioned for classes I & II have provided activities in the workbook format also. However, the activity based learning will require further inputs for teachers to be able to take up the child-centred approaches which are now being advocated. In their enthusiasm, the textbook developers have tended to overload information, many stories and narratives are presented in the Hindi language text book for class I. **Although sequenced and carefully phased, there is over**



**expectation in the way the MLLs identified are being dealt with. The Mission suggests that the first few months of class I should be taken up by activities to make the children adjust to the formal school set-up. A school readiness package should be included either in the teacher training programme itself or in the monthly cluster meetings before the beginning of the new school year.**

**It is mentioned that on completion of the process of textbook preparation, the functions of revision/review of curriculum and core textbooks will be transferred to SCERT. The Mission is of the view that important to recognise the implications of the strategy and the SLO and SCERT should carefully analyse the steps that need to be initiated to build the capacity of SCERT to take on the assigned responsibility since it will be a new role for the institution.**

#### ***3.2.3.2 Other Teaching Learning Material***

**The state proposes to develop various material after learning from the experiences of DPEP-I states. The Mission endorses the need to explore, examine and analyse a variety of TLM and support materials and suggests that this exercise should be carefully documented.**

#### ***3.2.3.3 Learner's Evaluation***

**The training component will also focus on the nature of the comprehensive & continuous evaluations while support systems for this exercise are to be developed during CRC meetings. The implications of these proposed activities have to be conveyed to the DLO and it is recommendations that district level organisations and individuals have to be identified and involved in the DPEP programmes and processes as early as possible.**

### 3.2.3.4 Training

An important focus of the quality improvements proposed is through clear role definition of the different institutions ((SCERT, DIETs, BRCs, CRCs, VECs, etc.) and individuals participating in the training; programmes which have been planned by the state and district teams and also through the training programmes developed and conducted for different components : Formal primary school teachers, NFE instructors, ECCE workers, master trainers, resource persons etc.

The delivery mechanism through which the state envisages the development and conduct of trainings includes the SCERT and other state level institution, DIETs, BRCs, CRCs, VECs and schools. **The requirements of the districts have to be clearly understood by the SLO and variations of "Similar" inputs proposed have also to be recognised. The different interventions proposed by the districts under alternate schooling (Shiksha Premi, Innovative NFE, school on wheels, Angana Vidyalayas etc.) have a variety of ramifications the resource persons who can be identified, their contribution to development of training programme and involvement in the delivery mechanism which have to be recognised and planned for. There is a need to examine the feasibility of the variety of models proposed since each model may have its own requirements for training, materials, evaluation etc.**

The phasing of implementation of training programme has to be initiated and this requires clear prioritisation of the steps involved in the identified processes. **The Mission considers one step that needs to be taken up on a priority basis is the formation of a core team that will function as a state Resource Group. Rather than embarking on the ambitious plan of involving a large group of institutions, the SLO can build on the systems and networks established for BEP activities and involve a broader perspective in the early stages itself.**

The Ujjala training package which has been developed under BEP focuses on attitudinal & motivational changes needed to deal with children in schools. **The success of this package can to be tapped/utilised for DPEP training programmes.**

Some DIETs have been providing SOPT (Special Orientation for Primary Teachers) trainings under the Operation Blackboard Scheme. **It is very important to ensure convergence of such trainings with the others envisaged under DPEP and also with the Ujjala training programme being given under BEP.** These trainings do not serve only an academic purpose, the lessons learnt have to be reinforced and consolidated over time. **Therefore, the Mission recommends that trainings build on the current understandings of the target group and avoid repetitious formats.**

**The Mission recommends that steps be initiated at the SLO to envision the requirements for working children and also for the disabled since these groups find curson mention in the plan documents.**

**The plan proposals do not reflect the use of the distance education mode for training.** The lack of any pre-service training requirement for teachers requires serious compensatory inputs to sensitise and orient them through in-service programmes.

The formulation of a training strategy paper has been initiated at the SLO. There is a need to elaborate on various technical issues involved in the training programmes planned under DPEP. Some of these issues which need careful consideration and elaboration include :

- (1) Steps to be taken to minimize transmission loss under the cascade model.**
- (2) Involvement of the grassroots level (Teachers) in the development of programmes.**
- (3) Prioritisation of the variety of issues that will form a part of the trainings to be undertaken.**

- (4) The alternative mechanisms to be adopted (if needed) in case the institutions identified for training are not available.**

The interlinkages between the systems and processes involved in the training exercise and those being set up for textbook development need to be clearly established. The mission is of the view that to ensure that these do not become 2 set of activities going on in parallel, the State and district resource groups will have to provide various form for sharing of experiences. Besides, a conscious effort will have to be made to ensure that the institutions (SCERT, DIET's, BRCs, CRCs etc.) and individuals identified for development and delivery of training programmes will be involved in the curriculum and textbook development process. The textbook board personnel who handle printing & publishing will also have to be involved in the development of the textbook process also.

Another avenue for ensuring the sharing of experiences is through documentation and newsletter distribution. The state proposal has mentioned that a wall-newspaper focusing on Alternative Schooling and NFE issues will be published, while this proposal is laudatory, newsletters covering a wider range of issues and documentation will have to be taken up both at the state and district levels. Ranchi district has also proposed the distribution of a newsletter. The Mission suggests that other districts should also consider this avenue for dissemination of information. The state proposal to organise educational and study tours and to ensure the sharing of experiences gained can be taken up at the district level to cater their own specific problems and issues.

The state has proposed to organise workshops to ensure convergence for ECCE component at the state and regional levels. The rationale for proposing 3 workshop and 3 training workshop sessions for each year has to be provided in detail.

### **3.2.4 CAPACITY BUILDING**

Capacity Building at all levels state, district, block, cluster, school and village is an important component of DPEP. This implies creation of management implementation structures, as also enhanced capacities of these structures for role performance at various levels. The existence of Bihar Education Project since 1991-92 has led to following noticeable achievements in this regard :

- **attitudinal change** at all levels about the urgency of UEE, and of the need to be flexible with existing structures.
- a **state level management structure** that is conversant with functioning in the mission mode; and of which gender sensitivity is an integral part, as also **district level project delivery structures** in BEP districts.
- **formation, mobilization, and trainings** for VECs in existing BEP districts.
- creation of the **Ranchi DIET**, and a **focus on all other DIETs** - mobilization of resource persons and volunteers to run DIETs even though staff is not in position and
- **creation of CRCs** and identifications of co-ordinators during trainings.

#### *3.2.3.1 Management Structures :*

##### 3.2.4.1.1 State Level

The proposed State level management structures vary **substantially from the indicative pattern** given in the DPEP guidelines. **The major variation is in the programme areas.** The management cost at the SLO (Rs. 696.00 lakhs) is 16 per cent of the total project cost of the State component is (Rs. 4232.637 lakhs). Special requirement for enhanced state management structure is argued on the basis of the **BEP experience of low fund utilization** and the **need for effective field monitoring** for catalyzing both the quantity and quality aspect of the programme.

### 3.2.4.1.2 Variation at a glance

The variation in the DPEP structure and BEP (under DPEP) proposals is presecuted in Table 3.1

**Table 3.1**  
**Staffing Pattern at the State Level**

<b>Proposed by State under DPEP-III</b>	<b>Posts admissible under DPEP parameters</b>
SPD - 1 Addl. Project Director - 1	SPD - 1 Addl. Project Director - 1
Accounts & Admn. (Total 8)  F.A. & C.A.O - 1 Admn. Officer - 1 Finance/Account officer - 1 Accountant - 2 Account Asst. - 2 Secretary - 1	Accounts & Admn. (Total 12)  F.A. - 1 Admn. Officer - 1 Jr. Accountant - 1 Desk. Officer - 1 Purchase Officer - 1 Audit Officer - 1 Head Accountant - 1 Sr. Auditor - 1 Deputy Accountant - 2 Jr. Auditor - 1 Cashier - 1
Civil (Total 4)  Architect/Engineer - 2 Asstt. Eng. - 2	Civil (Total 4)  Architect - 1 Engineer - 1 Draftsman - 2
MIS (Total 7)  Computer Programmer - 1 Asst. Com. Programmer - 1 Data Entry Operator - 5	MIS (Total 6)  System Analysts - 1 Programmer - 1 Data Entry Operator - 3 Computer Programmer - 1
Various Programmes (Total 36)  Project Officer - 6 Programme Officer - 8 Assistant Programme Officer - 7	Various Programmes (Total 3+40 consultants month per year)  Teacher Training Incharge - 1 Women Development Incharge - 1

State Resource Persons - 7 Assistant Resource Person - 7 Librarian - 1	Media & DDoc. Incharge - 1 Part time Expert upto 40 consultants month per year
Class III & IV staff (Total 23)  Sr. Stenos - 3 Stenos - 3 Office Asst./Storekeeper - 2 Purchase Asst. - 1 Technician/Com. Asst. - 2 Driver - 5 Daftari - 1 Peon/Night Guards - 6	Class III & V staff (Total 25 + driver as required)  Secretary -- 2 Steno Typoist - 4 Sr. Clerk -- 6 Jr. Clerk -- 1 Group C -- 1 Niak - 1 Driver - AAs required Peon/Watchman - 10

- In view of the fact that nodal state level institutionn such as the SCERT is in a poor shape, and SIEMAT will take time to come up, the state management structure size needs a specific review rather than a firm adherence to DPEP indicative structure.
- However, there needs to be a rationalization of size and phasing of the staff requirements in line with programme requirements.

#### 3.2.4.2 District Management Structure

While the state component proposal includes a note on DLO proposing 56 staff (as in BEP), the district proposals vary with respect to the management structures proposed. This includes staff in Group A, B and C. While Sitamarhi asks for as few as 18 Personnel in the DPO, Bhojpur asks for 58. In atleast six districtss, the staff requirement is similar at 55-58 (Vaishali, Rohtas, Bhojpur, Munger, Darbhanga, Hazaribagh). The linkage between the size of the staff required, and the needs of the district in terms of physical expanse, or programme requirements is not clear. Old BEP districts, with roughly the same geographical expanse have dissimilar staff requirements.

**Table 3. 2**

**Staffing Pattern at the district level**

<b>Proposed by State under DPEP-III</b>	<b>Posts admissible under DPEP parameters</b>
DPC - 1	Addl. DPC - 1 DPC (ex-officio) - 1
Accounts (Total 6)  Finance/Acctt. Officer - 1 Account - 2 Acctts. Asstts. - 3	Accounts (Total 8)  Finance/Acctt. Officer - 1 Junior Account - 1 Clerk - 1 Deputy Accountant - 1 Sr. Accountant clerks - 3 Cashier - 1
Civil (Total 6)  Assistant Engineer - 2 Junior Engineer - 4	Civil (Total 5)  Engineer - 1 Junior Engineer - 2 Draftsman - 2
MIS (Total 4)  Asstt. Cum. Programmer - 1 Data Entry Operation - 3	MIS (Total 4)  MIS Incharge - 1 Research Assistant - 1 Data Entry Operator - 2
Various Programmes (Total 19)  Programme Officer - 4 Assistant Pr. Officer - 5 Dist. Res. Persons - 5 Asstt. Res. Persons - 5	Various Programmes (Total 6)  Women Dev. Incharge - 1 Tr. Trg. Incharge - 1 Doc. & Media Incharge - 1 Part time experts - 3 consultant per year
Class III & IV staff (Total 20)  Sr. Stenos - 2 Storekeeper - 1 Office Asstt. - 1 Purchase Asstt. - 1 Stenos - 3 Asstt. Librarian - 1 Driver - 5 Peon / Night guard - 6	Class III & IV staff (Total 18)  Secretary - 2 Store - 1 Stenos - 3 Driver 1 and more as required Peon/Night Guard - 8 Group C - 3
<b>Grand Total - 56</b>	<b>Grand Total - 43 + drivers more as required</b>



**It is recommended, therefore, to develop by appraisal, a note on the SLO, DPO size, and its rationale. Existing BEP districts may indicate their existing structure, the variations proposed if any, and the rationale behind it. The issue of phasing must also be addressed to, specially in view of the fact that the programme has five years of experience of programme implementation.**

**The district management structure of DPEP districts consisting of two or more revenue districts needs to outline the specific co-operation mechanism between the 2 administrative districts, specially as these have implications for the constitution of Zila Karyakarni and the exercise of financial powers. The mission recommends that a district specific review be made of the management structures at DLO in case of DPEP educational districts covering more than one revenue district.**

### ***3.2.5 INSTITUTIONS***

#### ***3.2.5.1 SCERT***

1. The SCERT was established in 1981 after amalgamating the State Institute of Education, State Institute of Science Education, State Institute of English, Audio-Visual Education Office. The SCERT at present consists of a noticeable physical infrastructure (land, building, and hosted), a full time Director and seven departments covering the areas of language, science and maths, education technology, evaluation, social science and humanities, teacher education, UPE & NFE.

In addition, there are cells for specific purposes. The SCERT has a functional library and laboratories.

2. The SCERTs role in BEP has been limited, possibly in view of the constraints on its capacity elaborated later. Teacher training, curriculum development, and researches have been outside its domain. Some faculty members were initially associated with UJALA trainings. There is an MLL cell functioning at the SCERT under BEP. The transition plan mentions that this is going to be phased out.

3. The project proposals identify the role of SCERT to be nodal for the implementation of DPEP III, and for sustaining state initiatives in UPE. The strengthening of SCERT is proposed with a view to

- improving the **quality of school education**
- developing **need based curriculum**
- **teacher training (context & methodology)**
- **conduct of researches**

4. For achieving these objectives the activities proposed are

- hiring of additional staff on consultancy basis
- improvement of physical infrastructure by way of furniture, equipments, small quantum of civil works, strengthening of library and a social and cultural centre.

The proposed functions for the additional staff have been identified, the furniture and equipments detailed, as also the items for civil work.

The proposal of the **Social and Cultural heritage centre needs to be reformulated to bring out its clear linkage with PE** - how it is to be linked with the teacher training strategies, curriculum revision exercise, and who is to run the

centre - these issues are still inadequately conceptualized for consideration under DPEP.

5. **The state government's commitment with respect to making the SCERT functional, are important to elicit. The issues are as follows :**

- Of the 34 sanctioned academic posts 13 are vacant (all seven heads of department posts, 5 readers, 1 research officer).
- Further, the recruitments are not for a specific SCERT cadre, but from regular education department officials. Academic orientation of its staff is, therefore, not ensured. The transfers are frequent as officers prefer field postings.
- The budgetary allocations for SCERT, Government of India scheme allocations are not available to the SCERT on time leading to acute resource constraints.
- the academic control of SCERT over DIETs is not clearly established. Areas of friction and overlap with the Directorate are evident.

**The mission recommends immediate correctives with regard to these issues, indicating a time frame within which the institution is to be made minimally functional, and interim plans if required for undertaking the key activities to be performed by the SCERT in the absence of person power. These must be made available by appraisal.**

**Further, the capacity building plan for SCERT must indicate where the additional staff proposed under DPEP is to be placed and how the capacities of its new faculty members are sought to be augmented.**

### 3.2.5.2 BIHAR STATE TEXT BOOK PUBLISHING CORPORATION

1. Established in 1966, the corporation is the main state institution for the provision of publishing services to all forms of education both formal and non-formal. Under DPEP the corporation has been given the responsibility for developing new core text-books incorporating MLL principles. **However, the exact quantum of workload under DPEP is not stated in the proposals.**
2. The strategies with respect to the **printing section** include the demand for a desk-top publishing, training of technicians/officers, organized consultancy. On the publishing side capacity building of publishing staff, identification of panel of illustrators and designers, and augmenting of literary facilities is sought to be done.

The state government needs to clear up a payment of Rs. 20 crore towards text book subsidies to the corporation. **Release of this money by GOB may facilitate equipment purchase and modernization.**

### 3.2.5.3 SIEMAT

A proposal to set up SIEMAT at a cost of Rs. 1016.790 lakhs is included in the state component plans. The objective is to provide support to planning and management functions of DPEP, and to PE in Bihar. The organisational structure is outlined in terms of six departments and its functions have been identified. Its objectives are to provide professional and resource support in educational planning and management, organize orientation courses, induction and in service training programmes for educational administrators at all levels, documentation, research networking, and consultancy services. The departments identified are that of - policy & planning, educational management, training, research, evaluation and educational innovations, educational finance, and MIS. It is concerned to function as an autonomous body. The

operationalization is estimated to take two years. The UP, Orissa, and Madhya Pradesh model have been used in plan preparation. Site selection for construction has not been done yet.

#### **3.2.5.4 District Level**

##### **3.2.5.4.1 DIETs**

**In the district level model of decentralized planning and implementation of DPEP, DIETs are key institutions.**

**The existing scenario with respect to DIETs in DPEP districts is as follows :**

- (i) All except Darbhanga, Hazaribagh and East Singhbhum have DIETs. Ranchi DIET has been established by BEP.**
- (ii) These are mostly erstwhile Teachers Training colleges upgraded in 1993 and**
- (iii) The physical infrastructure - land and building - is available to these DIETs, though buildings need minor repairs.**

**The following are issues of concern to the mission**

- (1) DIET scheme money has not been made available to the DIETs and is held somewhere at GOB level and**
- (2) Regular cadre staff is not available in the DIETs.**

**The GOB is requested to accord priority to (1) & (2).**

**The Mission wishes to record its appreciation of the Simariya DIET which has been running without any staff on the basis of volunteerism and mobilization of resource persons on rotation as a result of BEP efforts.**

The mission also wishes to take note of the **GOB commitment to take-over the DIET at Ratu, Ranchi, district set up by BEP. The Ranehi DIET has played an important role in the process of plan preparation for DPEP, as also the Kumarbagh DIET, West Champaran, and Dumra DIET at Sitamarhi.**

The DIETs in BEP districts have been imparting trainings in the UJALA module, ECCE trainings, NFE trainings with NGO support, VEC trainings, and setting up clusters. In the non-BEP districts, however, the DIETs have not had such an augmented interactive role.

**The mission also wishes to take note of the functional Gaya DIET with only the Principal being a regular DIET staff appointment, and without receiving DIET scheme allocations.**

The Mission was informed of 188 persons having been selected for posting in 13 DIETs. It recommends the drawing up of a clear DIET workplan, that begins by making a clear statement of sanctioned posts, vacancy, normal availability of facilities, augmentation under DPEP.

**The Mission recommend that a plan for DIET capacity building, on the lines of that proposed for SCERT be made available by appraisal.**

#### 3.2.5.4.2 Block Resource Centre

The Block Resource Centres are proposed to be new structures under DPEP. **The plans in this regard are not a straight jacket proposal of one for every block. Innovative district level thinking is firmly evident.** Most districts propose the BRC jurisdiction to coincide with that of the educational range/area (e.g., Darbhanga, Bhojpur, Gaya, Vaishali). Rohtas has in every subdivision (7). Hazaribagh proposes for every 3-4 blocks. Bhagalpur proposes to converge its existing resources - 8 new BRCs and 3 primary teacher training colleges will be used as BRCs. Sitamarhi proposes to convert the Dumra

DIET to a BRC after a new DIET is set up. Chatra proposes 3 BRCs to provide nodal linkages in terms of geography.

**BRCs are new structures, not yet setup under BEP.**

With regard to the appointment of BRC co-ordinators, all BEP districts propose rotation, and selection not on the basis of a traditional interview method, but during 3 day workshops, from a panel of middle-primary teachers, HMs., educational administrators. This draws from the BEP experience of setting up clusters.. The strategy with regard to BRC location & appointment is missing in Purnia and Chaibasa documents. On the whole, with regard to BRC location and appointment, innovative, decentralized planning is apparent.

The functions proposed for the BRCs are to act as a link between DIETs and CRCs, trainings at sub-district level (NFE, VEC, Teachers), to act as a resource centre for academic purposes. Buildings and physical infrastructure have been proposed for BRCs.

#### 3.2.5.4.3 CLUSTER RESOURCE CENTRES

1. CRCs are in the process of being identified and set up in all BEP districts. A cluster is identified by teachers themselves during the course of the UJALA module training. Area proximity is the initiating criteria, though the delimitation is done by teachers themselves. A cluster normally consists of 8-10 schools (about 35-40 teachers) and co-ordinatorship is on rotation.
2. In existing BEP districts, 20 CRC buildings have been constructed in West Champaran, East Singhbhum is in the process of constructing 16 (of total 96) through BEP funds. In Sitamarhi, all the proposed CRCs have been set up and DPEP is visualized as only strengthening them in Ranchi.

The district proposals of the old BEP districts must document their existing status with respect to CRC establishment, and construction, as also the processes that have gone in. This will be a valuable resource support for new districts and will enable DPEP interventions become an additionality to BEP.

3. The existing BEP practise is sought to be continued and extended to the districts that continue with the programme and the new districts. Most district proposals have proposed physical infrastructure and equipments for a cluster in accordance with DPEP norms. The infrastructure support is to come from the HM of the schools and the academic support from the CRC co-ordinators who are to be appointed on rotation. The rotation period proposed varies from one year to three months. **The latter appears to be a very small duration.** The objective is to train a large number of masters with the capacity to take responsibilities.

#### 3.2.5.4.4 VILLAGE EDUCATION COMMITTEES

The difference between BEP and non-BEP districts is most pronounced in this regard. All BEP districts have Village Education Committees constituted through mobilization of the community. Animators (Prerak Dals) were identified from the community and trained by BEP. In the constitution of VECs, adequate representation was given to women, and minorities. The VECs have been given trainings in micro-planning. A module for the same PRASOON has also been made by BEP. The VEC involvement has been in the areas of planning (school location and facilities), management of schools (grants to schools by BEP for improving facilities were given through VECs), construction (CRC and school buildings), school supervision (teacher absenteeism and attendance), enrollment (enrollment drives and persuading the community to send their children to school).

The VECs in BEP districts have been involved in the planning process and this is evident in the Ranchi, Sitamarhi, West Champaran, and Chatra proposals that have a clear local



vision of issues and problems. The planning process perse has been intensely participatory in there districts.

In the non BEP districts, VECs exist under the old Mukchiyas and there are admitted as being defunct (Purnia document). In the TLC districts - Hazaribagh, Bhojpur, and Buxar, Village level literacy committees exist but these do not find a mention in the plan documents.

**It will be instructive for the existing BEP districts to make a mention of their experiences and status with respect to VECs. A qualitative difference must emerge in the plan proposals with respect to the activities proposed for VECs in BEP & non-BEP districts. The extent of capacity as well as readiness to undertake various activities would be different in old & new districts.**

#### *3.2.5.5 CAPACITY BUILDING STRATEGY*

1. As envisaged by the Identification Mission (DPEP III) Aide Memoire, a note on State, district, and sub-district capacity building strategy has been prepared by BEP-SLO. The note identifies the state, district, sub-district level institutions, their roles, training needs, and imparting agencies. While this exercise has been done with a fair amount of detailing for the SLO and the DLO, **the strategy with respect to SCERT, BSTBPC, DIET, BRC / CRC needs to be elaborated in a similar manner.**
2. **The Capacity Building strategy for SCERT and DIET need to be given a priority as these institutions are not in full readiness for DPEP implementation. A time frame, with a detailing of the interim arrangements (whether resource persons would be mobilized & trained as master trainers till staff is in position, who would undertake the trainings etc.) need elaboration in the capacity building note.**

3. For the identification of clusters for CRCs and its co-ordinators, there is an existing practice (UJALA module trainings are used). **The capacity building note could elaborate on the existing arrangements and possible modifications.**

#### *3.2.3.5 Monitoring, Research and Evaluation*

The state plans to make use of monitoring, research and evaluation exercises to examine and analyse its programmes and future activities. The need to focus on qualitative indicators to provide data which can be meaningfully utilized is mentioned in the state plan. Some priority areas in each of the 3 components have been identified for future action. **The mission is of the view that the SLO must examine the available data and analyses for similar studies conducted under BEP and also study the methodologies and results of studies initiated by IDPEP I states to consolidate on their findings for their own activities. The districts may also be involved in the process of examining, sharing and disseminating such information to ensure that they can initiate steps to take up these activities on their own.**

Besides examining the qualitative indicators the state will also ensure regular monitoring of quantitative, physical targets through MIS.

#### *3.2.3.6 Management Information Systems*

The Mission is of the view that fairly good plans are proposed to develop MIS both at the state and district levels. In the light of recent revision in computer hardware and software prices, **the Mission recommends that the project cost of MIS component may be revised.**

The Mission also observed that majority of districts do not have proper information systems which is also true for old BEP districts. The Mission is of the view that case studies of each of the seven BEP districts may be prepared so as to know reasons of failures & successes, if any.

The Mission observed that both the state and district plans have not proposed activities relating to dissemination of information. **The Mission recommends that the state and district plan may also carry dissemination plan along with details of publications and its frequency.**

#### *3.2.5.6 DRAFT TRANSITION PLAN*

The mission was also given draft transition plan where the following issues were made with regard to management structures :

In districts where DPEP educational district comprises of 2 revenue districts, the district level EC would be chaired by the D.M. of the educational district, and all the revenue districts would be represented by the DDCs.

The Mission, however, **observes possibility of friction between two different district administrative set ups** which may raise issues of commitment to and involvement with DPEP. Also, the DSEs formally split their working time between two districts. In this scenario, **the possibility of making the commissioner the head of the district level committee may be explored.**

## SECTION 4 : CIVIL WORKS

### Introduction

Bihar has an existing education project (BEP) since 1991-92. The various achievements of Civil Works under this programme are formation of VECs, use of innovative technologies and construction of a few CRCs and Mahila Kutirs on a participatory mode. The construction of schools through VECs is yet to start on a large scale.

Construction of New School buildings, additional class rooms, repair of old schools, construction of BRCs, CRCs, provision of Drinking Water facilities & toilets are the various components of Civil construction under DPEP which are needed for access, retention and environment building. One of the important items in this regard is attractive, functional and cost effective school buildings suitable for the new paradigm of child centred teaching. DPEP in Bihar has an added-advantage owing to the already existing BEP, which has prepared a base work and general awareness in the state. One of the important items of DPEP in Bihar would be community participation in Civil construction from the site selection to accounting work, which is evident in the annexure 4.1 (report on Sitamarhi district).

The cost of SIEMT building has been estimated to be Rs. 250.00 Lakhs in the State plan document. A special emphasis should be given on cost saving aspects of the design and a detail plan and basis of estimation should be furnished with the document. On page number 113 of the state plan document, construction cost of Mahila Shikshana Kendra has appeared, which should be in the respective district documents. The state plan proposes an estimated amount of Rs. 93.16 lakhs regarding capacity building and construction of innovative construction. The entire set of activities should be done within Rs. 50 lakhs, which is allocated for innovation in civil works.

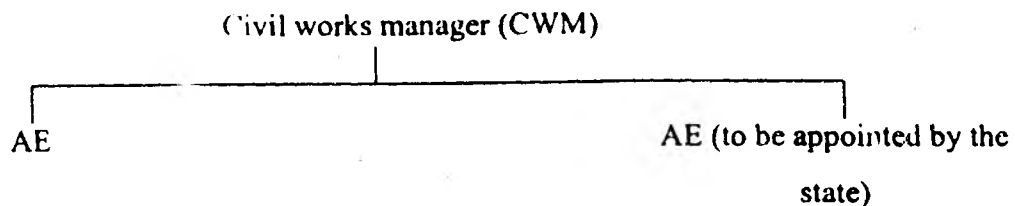
**General observations on the District plan documents: It is suggested that a section should be added to the documents describing the various civil components under DPEP and State convergence, basis of costing, a clear-cut management structure and a summary sheet for civil works costing. Some of the documents (eg, Dumka) have showed expenditure on boundary wall, where as a number of civil works components in the district were not be covered due to the budgetary constraint. Hence it is suggested that such components should be constructed by community participation or convergence.**

It is also noticed from the district documents that large number of school buildings and repair of existing school buildings are needed and the State Govt. proposes to attend this item partly from their JRY, EAS and convergence of other funds.

#### **Recommendation**

**The repair of all school buildings, which have been proposed to be covered under convergence, should be given high priority.**

**State Level Office:** The Civil works team at state level has the following structure.



At present the CWM is operating with the help of three local architects and one NGO for the old districts under BEP. However, the SPO wants to retain the consultants till the civil works are over.

Civil works of West Champaran district is under an architect in DPO . The volume of civil construction under DP/EP is too big and hence a proper management structure for monitoring and control is necessary. The SPO has decided to appoint 2 AEs & 4 JEs/ supervisors for each district.. The number of the supervisors / JEs should be such that one would look after 3 to 4 sites only. For the recruitment of staff, various Government agencies have been addressed and an advertisement in the news paper is also in the process.

**Civil works manual:** The civil works team has developed a **construction manual which is good.** The following additional points may be added.

- (a) **VEC training component should include preventive maintenance aspects.**
- (b) **A training module on “how to use and maintain toilets” should be added.**

#### **Recommendations**

**It is recommended that a management training for the state level / core group & the DPO/Engs should be conducted, so that simple graphical method of data monitoring can be done. Local engineering colleges may be involved for this purpose.**

**The DPEP envisages construction of approximately 20% of the total number of new schools in the first year of DPEP. The remaining 80% schools should be distributed equally in the second & third year. Phasing of school construction is related to the teachers appointment. Therefore, school mapping exercises should preferably start with the school buildings to be taken up in 1<sup>st</sup> year.**

**Micro-planning exercise should be done at the earliest. Resource mapping should also be completed so that contextual technologies can be selected for the respective villages. Along with this, the ongoing identification exercise of agro-climatic zones**

**should be coupled with resource mapping exercise, so that realistic estimates can be prepared.**

### **Innovation Fund**

The purpose of innovation fund is to promote cost effective contextual technologies along with capacity building at district and state levels. Cost effective technologies are in the realm of professional experts and generally urban centred. **Innovation fund should attempt to bring it down to the level of VEC through state & district level architects and engineers.** The SPD and his civil works team has already progressed in this regard by planning various programmes. The following are the suggestions towards implementation of this programme in the light of experience of some states.

**Conducting a training programme with the help of professional experts for these technologies which can be implemented within the state. The state level core team, district level engineers and some of the govt. engineers should attend the training and after that, the trained people will move to the sites for prototype construction.**

**After training, the civil works manual should be expanded into two volumes in which the second part should be exclusively for the cost effective technologies. There should be an abridged version of this in Hindi specially designed for the VEC.**

**After the buildings are over, the civil works manager should form a monitoring cell which will inspect the buildings after every rainy season. This will enable the CWM to assess probable life cycle cost of such technologies, which should be shared with all involved with the project. End result of this process would be the development of capacity at village level.**

**District Level :** Due to VEC's entry in the construction work at district level, there will be a more or less general method of operation. Hence, district-wise description has not

been provided. However in the annexure 4.2, relevant information on the districts visited has been presented. Annexure 4.3 describes financial aspects of civil works.

**Following are the various aspects of Civil Construction :**

**Location and site planning :** In some of the new districts, school mapping exercise is already started, and few have begun micro-planning. From site visits and presentation by district level people it is understood that VEC has been and would be involved in all the above activities. However, during visits, the Mission members felt that a few sites were not located as per the guidelines of civil works manual and that has increased foundation cost due to extra plinth height.

**Design :** Some of the designs are suitable for the new teaching method . They may be upgraded by adding small elements like ventilators below window sill, built in storage and wooden reapers for display. Designs should consider future expansion which can be facilitated by minor alterations. The toilets are to be provided with a small water tank for proper cleaning. Plinth areas of BRCs and CRCs are to be finalised on a more participatory way.

### **Recommendations**

**Designs should be modified to take care of the provision for future expansion.**

**Designs should incorporate elements for the disabled children.**

**Materials and Technology :** Many parts of Bihar have an abundance of good quality bricks across the villages, which are affordable (Rs. 1.00-Rs.1.10/pc). The present system of construction, uses both solid and rat trap walls in 1:6 cement mortar. The roof is pyramidal in shape and is of RCC or filler slab. In one village near Muzaffarpur an entrepreneur produces micro concrete tiles which are popular in the localities and that is



evident from a few MCT roofs on both sides of the road leading to Sitamarhi from Muzaffarpur. MCT roof should be encouraged since it is cost effective and low energy consuming. Country clay tiles are manufactured in many parts of Bihar. A large number of families have their livelihood on that. In parts of north Bihar stone slabs are available which can be used for roof.

There are various potential materials which can be used in buildings that will be cost effective and belong to local style. The civil works manual though quite exhaustive should explore usage of other materials also & technologies that can be used in Bihar. Therefore a resource mapping exercise should be carried out to identify sources and costs of these materials so that prudential decisions can be made in this regard.

### **Recommendations**

In north Bihar & Parts of south Bihar emphasis should be given on brick intensive building systems due to its availability, quality & cost. MCT roofing, filler slab, stone roofing & rat trap bonded wall should be used where ever resources are available.

**Quality Control and Management :** The training programme offered by the state level consultant and district level engineers under BEP is good. A few buildings visited by the team showed good quality of construction which reflects the people's concern over these new buildings which has resulted from the training programme.

The same mechanism will be adopted by the state for all the DPEP districts. A special care is to be taken at the time of scaling up the project in the first three years of DPEP. At that time number of Supervisors should be more (as already thought of at state level) so that a fortnightly monitoring of site conditions would be ensured. This data would flow to the CWM through the District Programme Co-ordinator, which will enable him to decide upon his interventions.

Village roads in Bihar are not in good condition, hence mode of transport for the Supervisors should be planned for at the district level. In the first two years, civil works engineers/supervisors should get a higher priority at district level regarding the use of vehicles.

**Cost :** The general trend of civil works costing in Bihar is on the lower side which is a good sign. There has been a sincere effort to cut down costs at every stage. The present costs are maintainable, may be, for the first year, but due consideration has to be given on the construction works to take place in the second and third year. Considering the sociological conditions of Bihar, it is recommended that more labour intensive technologies should be used, e.g., rat trap wall which is more labour intensive than solid wall.

The SPO has taken a good decision by replacing MB system with a more simplified billing process, which has eased out many complexities and dependence of VEC on others. But for a proper assessment of project status in terms of expenditure, the total money spent on the day of laying DPC, before & after roof casting should be recorded along with inventory of residual materials at site. This will give them a clear picture of the status of construction as against the approved estimation of the project. The training component for VEC may include this part.

### **Recommendations**

**A detailed costing should be prepared for all civil works components as per the latest schedule of rates.**

**For the non conventional items, theoretical analysis of rates should be treated as lump sum amount and that should be verified later during construction.**

**VEC :** Through BEP, Bihar has already established that community participation in civil construction is a feasible solution which lowers cost, improves quality and develops ownership. In Sitamarhi and Chatra, VECs have constructed a number of CRCs & Mahila Kutirs which are much better than the conventional construction works carried out by other mechanisms. Discussions with the SPD, SLOs/DLOs revealed that Sitamarhi model is feasible for all the districts. Such concerted effort of activating VEC for construction work will add a new dimension to DPEP. Women in Sitamarhi have taken a very active role in this programme, and in one of the Mahila Kutirs visited by the team it was found that the procurement, supervision and account keeping all were done by them. By and large, the community will develop sense of ownership which will help in maintenance of the buildings in future. A sense of quality consciousness is bound to develop in the rural areas which will have its effect in other building works in the form of a more ordered future environment.

#### **Recommendation**

**Sitamarhi model should be accepted as a general delivery mechanism of civil works construction.**

## SECTION 5 : PROJECT COSTING AND SUSTAINABILITY

### 5.1 Overall Project Cost

State Component Plan and District Plans of 17 districts envisage an investment of Rs. 695.69 crores under DPEP-III in Bihar. The details are as follows :

(Rs. in crore)

Sl.No.	Districts / State Component	Costs
1.	Munger	39.94
2.	Vaishali	38.13
3.	Purnia	40.12
4.	W. Champaran	35.76
5.	Chatra	36.91
6.	East Singhbhoom	37.10
7.	Bhagalpur	39.86
8.	Muzaffarpur	39.23
9.	Dumka	39.21
10.	Rohtas	37.49
11.	Sitamarhi	36.80
12.	Gaya	41.41
13.	W. Singhboom	39.99
14.	Ranchi	34.58
15.	Hazaribagh	39.11
16.	Bhojpur	38.05
17.	Darbhanga	39.67
18.	State Component	42.33
19.	Total	695.69

The following observations are offered :

- The state component plan accounts for about 6% of the total project cost spread over 5 year period. As there is no mention in the DPEP guidelines about the ratio of investments at the SLO to the overall project costs, it is very difficult to assess the reasonableness of this component vis-a-vis total project cost.
- The expenditure on management at SLO roughly works out 16.5% of the state plan component. This needs to be looked into as it constitutes a high percentage on management alone.
- Almost all the District Plan proposals are ambitious in so far as cost estimates are concerned. In case of two districts (Purnia and Gaya), the investment proposals go beyond Rs. 40 crores; 7 districts are above Rs. 39 crores, while others are around 35 crores and above. The district plans beyond 40 crores need pruning. Of the 17 districts, 7 are BEP districts and the cost estimates of these districts range between 35 crores (Ranchi) to Rs. 39 crores (Muzaffarpur). Since these districts have already availed of the benefit of good amount of investments under BEP, they need to project their needs on realistic basis. From their plan proposals it appears as if they are starting from the scratch as in the case of other new districts. In fact the costing in case of all the districts needs to be done on realistic basis.
- It is observed that all the district plan proposals have proposed roughly 15% - 20% of the district project cost, for expenditure in the very 1<sup>st</sup> year of the programme. In case of Civil works some of the districts have proposed 30% of expenditure in the very first year. Based on the earlier experiences, this seems to be on high side and needs to be costed for on realistic basis keeping in view the absorption capacity of the programme.

- Although district investment proposals indicate the % of expenditure proposed on Management, Civil Works and Programme, the component-wise details of items has not been indicated. Analysis of component-wise expenditure may be seen in Para 5.3.
- Recurrent costs over the 5 year project period have not been worked out in case of certain districts/state component plan. The Mission is of the view that Recurring and Non-Recurring costs need to be worked out separately so that the state is aware of its burden which it is to take over at the end of the project period. This is very important from the sustainability point of view.
- **Convergence** : Convergence both in terms of funding as well as programme activities with other related schemes in primary education need to be specified in the plans. For example, no. of school building to be constructed / repaired / additional class-rooms to be constructed through JRY or other schemes of the GOB need to be spelt out separately.
- The district/state component plan need to provide sufficient data / information on the ongoing GOB/GOI schemes. Certain district plans provide this information whereas some others lack the same.
- The Missions' comments on the State Finance Study conducted by A.N. Sinha Institute, Patna, may be seen in the Annex 5.1.
- District Specific Observations on the cost estimates of some selected districts are enclosed as per the Annex 5.2.

- **State Component Plan**

- (i) At the State level the Civil Works have been costed for Rs. 93.16 lakhs. This does not seem to be correct. In fact the Civil Works at State level account for Rs. 300 lakhs (Rs. 250 lakhs for SIEMT building + Rs. 50 lakh on account of Innovation Fund). The costing needs to be amended accordingly.
- (ii) One (New) Mahila Shikshan Kendra @ Rs. 5 lakhs and 14 (old) Mahila Shikshan Kendras (MSK) are envisaged @ Rs. 3.53 lakhs per MSK during the entire project period. This expenditure (54.42 lakhs) constitutes Civil Works and need to be reflected in the Civil works component unless Mahila Samakhya has to be treated entirely different from DPEP. It is also shown as a state level activity. In the Mission's view the MSKs establishment seems to be the District level activity and need to be reflected in the concerned District Project Plans.

## 5.2 Recurring & Non-Recurring Costs

### DPEP-III Bihar (1998-2003)

SNo.	District/State	Recurring	Non-Recurring	Total
1.	SLO	Not worked out	Not worked out	4232.63
2.	Munger	2451.26(61.37%)	1542.64(38.63%)	3993.90
3.	Vaishali	1843.97(48.36%)	1969.16(51.64%)	3813.13
4.	West Champaran	1492.13(41.72%)	2084.14(58.28%)	3576.28
5.	Purnia	Not worked out	Not worked out	4011.74
6.	Chatra	1323.47(39.45%)	2031.74(60.55%)	3355.21*
7.	E. Singhbhoom	Not worked out	Not worked out	3709.62
8.	Bhagalpur	Not worked out	Not worked out	3986.29
9.	Muzaffarpur	1805.36(46.01%)	2188.08(53.99%)	3923.44
10.	Dumka	2426.19(61.87%)	1495.14(38.13%)	3921.33

11.	Rohtas	28477.37(75.95%)	901.645(24.05%)	3749.01
12.	Sitamarhi	959.991(29.48%)	2296.42(70.52%)	3256.33
13.	Gaya	Not worked out	Not worked out	Not worked out
14.	W. Singhbhum	22665.32(55.66%)	1733.22(44.34%)	3999.54
15.	Ranchi	Not worked out	Not worked out	3458.53
16.	Hazaribagh	12900.63(33.00%)	2619.56(67.00%)	3910.19
17.	Bhojpur	Not worked out	Not worked out	3804.59
18.	Darbhanga	Not worked out	Not worked out	3967.43

1. The Recurring & Non-Recurring Costs over the 5 year project period have not been worked out at the state level as also in case of 7 districts (Purnia, E. Singhbhum, Bhagalpur, Gaya, Ranchi, Bhojpur and Darbhanga). The Recurring & Non-rec. costs need to be worked out separately for the state level and the 7 districts so that the GOB's recurring liability at the end of the project period is known right now. This would help the GOB in planning their investments and eventually taking over the entire recurring liability at the end of the project period.
2. **Recurring Costs** : This basically comprises salaries, maintenance vehicle/equipment, Civil Works Maintenance. There are wide variations in the rec. costs in various districts ranging from 29.48% (Sitamarhi) to 75.95% (Chatra). This could be attributed to different perceptions in the districts regarding the categorisation of expenditure i.e. Recurring & Non-Recurring. The same distinct between Recurring & Non-Recurring expenditure needs to be followed by all the districts. These definitions would be as per the system followed in DPEP. On the whole the recurring component in respect of 10 districts works out slightly more than 49%. Going by these estimates, the recurring liability of the GOB at the end of the project period would be around 342 crores.



3. **Non-Recurring Costs** : These mainly comprise civil works, vehicles purchase, equipment, furniture, training costs, etc. The non-rec. component roughly works out 51%, i.e. Rs. 354 crores, of the total project costs. However, here again there are large variations ranging from 24.0% (Rohtas) to 70.5% (Sitamarhi). The project costs (Recurring & Non- Recurring costs) in respect of Rohtas and Sitamarhi need to be looked into in particular to ascertain as to how there are large variations in computing the Recurring & Non- Recurring costs.

### 5.3 Cost Analysis of Various Programme Components

The following are the component-wise programme costs :

(Rs. in lakh)

SNo	District/State Component	Civil Works	Management	Programme	Total
1.	State	300.00 (7.08%)	625.00 (16.44%)	3336.64 (78.83%)	4232.64
2.	Munger	838.50 (20.99%)	234.46 (5.87%)	2920.93 (73.14%)	3993.89
3.	Vaishali	903.10 (23.68%)	202.36 (5.31%)	2707.67 (71.01%)	3813.13
4.	Purnia	824.90 (20.56%)	312.78 (7.79%)	2874.06 (71.65%)	4011.74
5.	W. Champaran	812.15 (22.70%)	185.09 (5.17%)	2579.04 (72.13%)	3576.28
6.	Chatra	902.26 (24.44%)	216.53 (5.86%)	2571.94 (69.70%)	3690.73
7.	E. Singhbhum	805.77 (21.72%)	207.24 (5.59%)	2696.61 (72.69%)	3709.62
8.	Bhagalpur	922.68 (23.14%)	227.82 (5.72%)	2835.79 (71.14%)	3986.29

9.	Muzaffarpur	920.30 (23.46%)	148.50 (3.78%)	2854.64 (72.76%)	3923.44
10.	Dumka	853.10 (21.56%)	243.13 (6.20%)	2825.10 (72.24%)	3921.33
11.	Rohtas	845.82 (22.56%)	176.71 (4.71%)	2726.48 (72.73%)	3749.01
12.	Sitamarhi	827.55 (22.48%)	241.70 (6.56%)	2610.40 (70.96%)	3679.65
13.	Gaya	1020.01 (24.63%)	244.35 (5.90%)	2876.92 (69.47%)	4141.28
14.	W. Singhbhum	985.01 (24.62%)	239.82 (5.99%)	2801.71 (69.39%)	3999.54
15.	Ranchi	811.95 (23.48%)	181.73 (5.25%)	2464.85 (71.27%)	3458.53
16.	Hazaribagh	951.00 (24.31%)	190.10 (4.86%)	2769.46 (70.83%)	3910.56
17.	Bhojpur	840.00 (22.07%)	169.09 (4.44%)	2795.50 (73.49%)	3804.59
18.	Darbhanga	960.44 (24.20%)	164.15 (4.13%)	2842.88 (71.67%)	3967.47
	Grand total	15455.33 (22.21%)	4281.56 (6.15%)	49832.83 (71.64%)	69569.72

The following observations are offered the investment proposals :

- (1) **General** : In the case of Purnia and Gaya districts the plan proposals go beyond the prescribed ceiling of Rs. 40 crore. Of the remaining district plan proposals, seven are above 39 crore while others are between 35 - 38 crores. The Rs. 40 crore ceiling is the upper limit and as such the costing needs to be on realistic basis and well within the ceilings.

- (2) The overall **Civil Works** Costs comes to 22.21% (Rs. 15455.33 lakhs) of the total project cost. However, in some of the districts (Chatra - 24.44%, Gaya 24.63%, W. Singhbhum - 24.62%. Hazaribagh 24.31%, Darbhanga 24.20%), Civil works costs marginally exceed the 24% limit. This needs to be looked into and revised to ensure that the prescribed ceiling is not exceeded. In case of the remaining districts the civil works costs work out in the range of 21-24%. At the state level, however, the Civil Works costs comes to 7.08 per cent which mainly accounts for Construction of SIEMT building at a cost of Rs. 250 lakhs and Innovation Fund of Rs. 50 lakhs. The costing for Civil Works at State level (Rs. 93.16 lakhs) does not seem to be correct. This needs to be modified accordingly.

During discussions at the SLO, it was indicated that the salary of civil works consultants, supervisors, etc. has been costed for under civil works component. This seems to be contrary to DPEP guidelines and need to be included in the management component.

3. **Management** : As for Management, the overall management costs work out 6.15%, while the state level Management costs work out 16.44%. The state level management costs seem to be on high side probably because the management envisaged at SLO is more than what is provided in the DPEP Management scheme. This needs to be looked into and re-costing done accordingly.

In the case of 3 districts (Purnia - 7.79%, Dumka 6.2% and Sitamarhi - 6.56%), the management cost overshoots the 6% ceiling as provided in the DPEP scheme. This is again probably because the management envisaged at district level is not on the pattern of DPEP management. It needs to be brought down accordingly to ensure that the ceiling is adhered to.

In few districts, the management costs work out between 3.78% - 4.86% (Muzaffarpur 3.78%, Rohtas 4.71%, Hazaribagh 4.86%, Bhojpur 4.44%, Darbhanga 4.13%). This seems to be rather on low side. May be that certain programme personnel i.e. Civil Works Engineers, supervisors, consultants, etc., have been costed for under the 'Programme' component. This aspect needs to be looked into and the costing redone accordingly.

4. **Programme** : The overall programme costs work out 71.64%, while at the state level it is 78.83%. In most of the districts the programme costs is 70% and above. However, in 3 districts (Chatra 69.7%, Gaya 69.47% and W. Singhbhum 69.39%) it is marginally below the 70% ceiling prescribed for this component. This may be looked into and revised to bring it to 70 per cent. Programme component is the vital component for improving access, retention and quality of education and as such needs due focus.

#### 5.4 Cost Analysis In Terms of Access, Retention, Quality & Capacity Building

(Rs. in lakh)

SNo	District/State Component	Access	Retention	Quality	Capacity	Total
1.	State	53.700 (1.26%)	374.100 (8.85%)	1146.672 (27.10%)	2658.165 (62.81%)	4232.637
2.	Munger	1393.414 (34.88%)	764.460 (19.14%)	1361.529 (34.10%)	474.491 (11.88%)	3993.894
3.	Vaishali	1960.880 (51.42%)	136.240 (3.58%)	1131.450 (29.67%)	584.560 (15.32%)	3813.130
4.	Purnia	1401.870 (34.95%)	1325.800 (33.05%)	1011.410 (25.21%)	272.660 (6.79%)	4011.740
5.	W. Champaran	1676.500 (46.87%)	603.570 (16.88%)	509.580 (14.25%)	786.630 (22.00%)	3576.280

6.	Chatra	1907.817 (51.70%)	759.447 (20.58%)	550.683 (14.91%)	472.787 (12.81%)	3690.734
7.	E. Singhbhum	1535.880 (41.40%)	611.360 (16.48%)	1149.870 (31.00%)	412.510 (11.12%)	3709.620
8.	Bhagalpur	1433.570 (35.96%)	1028.790 (25.82%)	524.770 (13.16%)	999.160 (25.06%)	3986.290
9.	Muzaffarpur	1537.120 (39.18%)	501.570 (12.78%)	1186.940 (30.25%)	697.810 (17.79%)	3923.440
10.	Dumka	947.800 (24.17%)	1299.390 (33.14%)	1191.520 (30.39%)	482.620 (12.30%)	3921.330
11.	Rohtas	1062.038 (28.33%)	882.978 (23.50%)	1082.868 (28.88%)	721.127 (19.23%)	3749.011
12.	Sitamarhi	1356.350 (36.86%)	841.500 (22.87%)	799.250 (21.72%)	682.550 (18.55%)	3679.650
13.	Gaya	2156.370 (52.07%)	487.439 (11.77%)	968.408 (23.38%)	529.058 (12.78%)	4141.276
14.	W. Singhbhum	1412.190 (35.31%)	581.570 (14.54%)	1064.980 (26.62%)	940.800 (23.53%)	3999.540
15.	Ranchi	1357.169 (39.24%)	817.629 (23.64%)	1102.007 (31.86%)	181.729 (5.26%)	3458.534
16.	Hazaribagh	607.505 (15.54%)	1910.851 (48.86%)	600.783 (15.36%)	791.419 (20.24%)	3910.558
17.	Bhojpur	1791.090 (47.08%)	226.097 (5.94%)	1509.565 (39.68%)	277.840 (7.30%)	3804.592
18.	Darbhanga	1407.450 (35.48%)	606.412 (15.28%)	991.600 (24.99%)	962.011 (24.25%)	3967.473
19.	Grand total	24998.713 (35.94%)	13759.260 (19.77%)	17883.885 (25.71%)	12927.867 (18.58%)	69569.729

The following observations are offered on the costing in terms of Access, Retention, Quality and Capacity Building :

- (1) There are wide variations in the costing for these components (Access, Retention, Quality, Capacity Building)-in districts. It is, therefore, difficult to comment on the reasonableness of the estimates for each of these components
  
- (2) **Access :** The Access component generally comprises of New School Buildings, Additional Classrooms, Salaries of Additional Teachers, Honorarium to Para Teachers / NFE Instructors/supervisors, etc. It accounts for 35.94% of the total project cost. At the SLO, provision for Access accounts for 1.26% of the total state component plan. In the districts there is wide variation ranging from as low as **15.54% in Hazaribagh to 52.07% in Gaya**. The District plan proposals in respect of Hazaribagh and Gaya districts are 39.1 crores and 41.41 crores respectively. This leads us to believe that no uniform norms have been followed while categorising various activities. It is possible that some activities that are placed under access in one district, might have been put under retention or Quality or capacity building in the other districts. For example, in Gaya district activities under Access account for 52.07% of the district project cost while under retention it is 11.77% only. Similarly, in Hazaribagh activities under Access account for 15.54%, while retention constitutes 48.86%. Such variations need to be looked into and a uniform pattern need to be followed to avoid large variations. This would ensure uniformity and would be helpful in the assessment of performance of various districts.
  
- (3) **Retention :** This component comprises Repairs of school building, Toilet and Drinking Water facilities, free textbooks to SC/STs and Girls students, grants to schools for development, grants to teachers for TLM, Awards to VECs, etc. It accounts for 19.77% of the total project cost. Here again there is wide scale of variation ranging from 3.58% (Vaishali) to 48.86% (Hazaribagh). In case of

Bhojpur it is 5.94% while in Purnia it is 6.79% of the district project cost. This goes to show that no uniform pattern has been followed and the districts have put same activities under different components (Access, Retention, Quality, Capacity Building). A uniform pattern, therefore, needs to be followed while categorizing various activities under the 'Retention' component.

4. **Quality** : The Quality component accounts for 25.71% of the overall project cost. This basically covers construction of BRCs, CRCs, Training of Teachers / Instructors / Supervisors, Teaching Learning Material, Books and Libraries. At the district level there is wide ranging variation from 13.16% (Bhagalpur) to 39.68% (Bhojpur) of the total district project cost. The variation could be again attributed to the placing of various activities under different components by the Districts. While one district would place certain activities/group of activities under Quality, the other district may place such activities under 'Retention' or Capacity Building component. There is, therefore, a need for adopting Uniform pattern for categorizing various activities under different components.
  
5. **Capacity Building** : Capacity Building normally includes expenditure on salary of DLO staff, office expenses, furniture/equipment, vehicle, MIS, Newsletter, etc. Overall it accounts for 18.58% of the total project costs. At the state level it accounts for 62.8% of the state component plan. In districts, however, there is wide range of variation from 5.26% (Ranchi) to 7.30% in Bhojpur and the highest being 25.06% in case of Bhagalpur. The variation is again on account of no uniform pattern being followed for placing of various activities under different components. For example, in Ranchi salary of staff, furniture/equipment, vehicles, office expenses, MIS in respect of DLO have been placed under Capacity Building component, while in case of Bhagalpur construction of BRCs/CRCs, equipment for DIET have also been included besides DLO staff salary, furniture/equipment, vehicles, office expenses MIS, etc.

It is suggested that a uniform pattern be followed while categorizing various activities under different components i.e., Access, Retention, Quality and Capacity Building. This would help in proper monitoring and assessing the performance of the various components on uniform basis.

## **5.5 Sustainability**

There are three conditionalities of DPEP that bind any participating state in financial terms.

- 15% share of the DPEP budget to be borne by the state government.
- The cost incurred on education must be maintained in real terms every year as per the 1995-96 level.
- The recurring liabilities of the project after expiry must be borne by the state government.

**The condition of State finance, especially in the education sector provide some pointer towards financial sustainability analysis.**

The state's overall budgetary situation in case of Bihar reflects that both revenue and capital receipts have been rising over the years. The increase in the capital account exceeds the expenditure whereas that in the revenue account has not kept pace with the increase in expenditure. This has led to large deficits in revenue account leading to transfer of funds from capital to revenue account.

However, this rather undesirable situation does not seem to have affected education sector adversely. There has been a steady growth in expenditure on education over the past 10 years which is about 400% on the non-plan side and 200% on the plan side. The share of primary education is very high in total expenditure on education. This has raised in the



range of 64-70% in the last 10 years. This percentage is one of the highest in the country as in most states it is around 50%. These are very positive signs pointing towards the fact that the state should be able to meet first two conditions. In this regard, Bihar's performance vis-a-vis Bihar Education Project in last six years also send positive signals. GOB has always seen releasing its share to BEP council on time reflecting its commitment to such an endeavour.

As far as the third commitment is concerned, the absolute amount would be large as compared to other DPEP states because of large number of districts. However, it is not possible to estimate recurring liability the end of the project as the cost estimates are going to be raised. However, this analysis could be made at the time of appraisal when final cost estimates are available.

## **SECTION 6 : BENEFITS & RISKS**

### **6.1 Benefits**

- About 65 lakh children will be the direct beneficiaries of the programme inputs.
- The inherently insular nature of formal schools will be slowly reduced with the active involvement of various community members and other stakeholders in the construction, development and functioning of the schools. The sense of ownership will be widespread in these community members.
- There will be constant capacity building of VECs, district and state level engineers and architects through their active participation in the construction process.
- The institutional capacities of SIEMT, SCERT, DIETs, BRCs, CRCs, VECs etc will be built and/or augmented to ensure maximal academic and supervisory support.
- The DPEP concept and philosophy will lead to a change in perception of community with regard to investment in primary education being viewed as a vehicle for change and socio-economic development.
- The deprived and minority sections of the society - tribals, scheduled castes, girls disabled etc. will be provided more equitable scope for benefitting from the education process.
- The enhanced inputs by way of both physical and financial commitments made for DPEP interventions will help create a climate for increased demand which will lead to greater State commitment for fulfilling its educational responsibilities.
- The convergence with other governmental departments will benefit the educational department (school buildings water, sanitation).
- The MIS provides a system for data analysis for monitoring various processes at the state & district levels.

## 6.2 Risks

- The VECs are envisaged as crucial agencies in the community participation and ownership which will lead to increased enrolment, decrease in drop-out and improvement in achievements besides monitoring teacher attendance and school development. Being recent entrants into such roles, their effectiveness is an unknown factor in the actual success of the programme.
- Lack of coordination amongst the different departments and agencies (Health, Welfare, Rural development etc.) both at the planning stage and ever during implementation may affect the success of the programme.
- The poor institutional capacity at the State & district levels - e.g., SCERT, DIETs etc. may lead to ineffectiveness on fulfilling their assigned roles.
- The inherent deficiencies of the educational system, if not heeded immediately, will act as a drag to the entire programme.
- There is a danger of an imbalanced growth in the achievement of goals in the project districts and non-project districts, leading to further disparities.
- Approximately 50% of the programme costs are recurring and these will have to be borne by the state at the end of the programme period. Keeping in mind the precious financial condition of the state, it may be difficult for the state to shoulder this burden.
- Quick changes of the personnel in the project implementation offices are likely to affect the efficiency and momentum of the project implementation.

## **SECTION 7 : SUGGESTIONS & RECOMMENDATION**

### **PLANNING PROCESS**

The Mission recommends that the planning teams of these districts should try to use school mapping exercises for planning purposes and that should be reflected in the revised plans.

The Mission is of the view that so far as possible all the recognised educational institutions including those of the private ones, if any, may be considered and presented for educational blocks. In view of this, the Mission recommends that while revising documents due consideration may be given to the following points :

- (i) In view of different dates of reference (March, June, October, December etc.) referred in the district plans, the Mission recommends that numeric information on enrolment, institutions and teachers may be presented, so far as possible, with references to a single point of time.
- (ii) Each table, diagram and annexure presented in the document should have its number, clear title, year for which information is presented and complete source of information.
- (iii) The figures referred in the text should be available in the corresponding table/annexure and the consistency of data presented should be maintained throughout the document.

The Mission recommends that projected age-specific population (6-11 years) may be used to compute out-of-school children as well as additional children that would require to enrol in year 2002-03 to achieve UPE. Block level disaggregation could be attempted, if possible.

The Mission is of the view that the study has not been able to adequately fulfil its objectives and recommends that they should be revised in the light of above comments and the Terms of References of the Finance Study should be followed entirely. The revised draft should be made available to DPEP Bureau by April 20, 1997.

The Mission recommends that information on ongoing schemes and coverage of educational and other departments undertaking similar primary education related activities may be presented in the district plans (those districts which have not done so presently) so as to avoid repetition of efforts and duplication of activities.

## **PROJECT CONCEPT AND COMPOSITION**

### **ACCESS**

The Mission recommends that for New Schools

- Priority be given for rehabilitation of existing buildings and a revised proposal for new schools be made.
- Suitable location criteria for the new eligible schools be evolved early end.
- Revised plan documents may incorporate details of convergence scheme for construction of new buildings.
- Revised plans must address the issue of Access with relation to needs of special areas like Hilly tribal areas of Southern Bihar, industrial belts etc.

The Mission recommends that

- Revised documents may have a list of sanctioned and, actual position of in primary schools teachers & primary section of middle schools and another list of new and additional teachers for formal P.S. under DPEP and
- Necessary steps may be taken by the Government of Bihar to initiate the process of sanctioning and filling-up of required teaching positions in the primary schools.

For Alternative Schools the Mission recommends following :

- Alternative Schools in problem pockets be initiated in the districts only after carefully deciding on workable models in terms of materials, time period and linkage with formal system for the specific target groups out of a host of models proposed. Further, AS be tried on a pilot basis & be evaluated for ensuring their viability and cost effectiveness.
- Existing SPY in BEP districts may be evaluated for impact before initiating in the DPEP districts.
- Angana schools for girls of age 9 and above may be opened only in Non-Mahila Samakhya blocks and be modelled after Jagjagi centres. Convergence with Mahila Samakhya training programme may be considered.
- A study of the ongoing Alternative Schooling like Charwaha School and Special Schools (Vishesh Shiksha Yojna) be undertaken and the findings be documented and disseminated for sharing experiences needed to evolve suitable strategies in alternative schooling and
- Quantum of honorarium and the minimum qualification of instructors of AS/NPE be made comparable in the districts.

## **RETENTION**

Data with regard to drop-out (gender, social group and location wise) should be considered along with the results from micro-planning for designing interventions for retention.

The problems of specific groups like girls, SC and ST children, disabled children and child labour must be identified carefully so that interventions may be designed that will correctly focus upon their needs and help to retain them in school.

With regard to moderate and mildly disabled children, an information base needs to be built up so that possibility of provision of aids and appliances may be examined through convergence schemes.

It is recommended that training modules for VEC members, teachers, ICDS/ECCE workers should include orientation regarding the maintenance and use of toilets. It is further recommended that the provision of toilets for ICDS/ECCE centres may also be considered in order to familiarize the children with the use of toilets at an early age.

It is recommended that district level discussions be immediately initiated among concerned department to chalk out a plan for operationalizing linkages with other department for health check-up, civil works, etc.

There appear some discrepancies in the statistics quoted officially for retention and enrolment of children and the findings of the BAS/SAS in some districts (e.g., W. Champaran). In order to plan effectively for retention, these statistics need to be verified, and corrected if necessary, for more effective monitoring of retention/drop-out trends. Further studies and research must exercise caution in verifying statistics.

In view of the wider agenda of MS, DPEP norms and targets may result in some restraints and constraints being experienced by MS. The possibility of MS functioning as an autonomous entity should be seriously considered.

## **QUALITY IMPROVEMENT**

The Mission recommends that the steps and processes taken-up for trialling of text books should be documented as part of the processes already undertaken under BEP and details provided.

The mission is of the opinion that recognition of the rigorous grassroots participation in the TLM development must be ensured by the SLO. The active and meaningful participation of teachers & sub-district level functionaries will be possible only if enough resource material (TLM from other states & sources) is made available to the participants so that they can react and learn from these.

The Mission suggests that the first few months of class I should be taken up by activities to make the children adjust to the formal school set-up. A school readiness package should be included either in the teacher training programme itself or in the monthly cluster meetings before the beginning of the new school year.

The Mission is of the view that the SLO and SCERT should carefully analyse the steps that need to be initiated to build the capacity of SCERT to take on the assigned responsibility of revision and review of textbooks & TLM since it will be a new role for the institution.

The Mission endorses the need to explore, examine and analyse a variety of TLM and support materials and suggests that this exercise should be carefully documented.

It is recommended that district level organisations and individuals have to be identified and involved in the DPEP programmes and processes as early as possible. It is also important to recognise that the requirements of the districts have to be clearly understood by the SLO.

The Mission considers the formation of a core team that will function as a state Resource Group as an important step that has to be taken up on a priority basis. The SLO can build on the systems and networks established for BEP activities and involve a broader perspective in the early stages itself.

The success of the "Ujjala" training package can to be tapped/utilised for DPEP training programmes. It is very important to ensure convergence of various trainings that are with the others envisaged under DPEP and also with the Ujjala training programme being given under BEP.

Therefore, the Mission recommends that trainings build on the current understandings of the target group and avoid repetitions formats e.g., SOPT and Ujjala teacher training.

The plan proposals do not reflect the use of the distance education mode for training and this should be rectified. The Mission recommends that both the state & district terms explore the available programmes at the SIET and examine the new developments in this field.

The Mission recommends that steps be initiated at the SLO to envision the requirements for working children and also for the disabled since these groups find cursory mention in the plan documents.

Some of the issues with regard to teacher training which need careful consideration and elaboration include :

- (1) Steps to be taken to minimize transmission loss under the cascade model.

Micro-planning exercise should be done at the earliest. Resource mapping should also be completed so that contextual technologies can be selected for the respective villages. Along with this, the ongoing identification exercise of agro-climatic zones should be coupled with resource mapping exercise, so that realistic estimates can be prepared.

The following are the suggestions towards implementation of this programme in the light of experience of some states.

Innovation Fields related suggestion are as follows :

- After training, the civil works manual should be expanded into two volumes in which the second part should be exclusively for the cost effective technologies. There should be an abridged version of this in Hindi specially designed for the VEC.
- After the buildings are over, the civil works manager should form a monitoring cell which will inspect the buildings after every rainy season. This will enable the CWM to assess probable life cycle cost of such technologies, which should be shared with all involved with the project. End result of this process would be the development of capacity at village level.

Designs should be modified to take care of the provision for future expansion.

Designs should incorporate elements for the disabled children.

In north Bihar & Parts of south Bihar emphasis should be given on brick intensive building systems due to its availability, quality & cost. MCT roofing, filler slab, stone roofing & rat trap bonded wall should be used where ever resources are available.

A detailed costing should be prepared for all civil works components as per the latest schedule of rates.

For the non conventional items, theoretical analysis of rates should be treated as lump sum amount and that should be verified later during construction.

Sitamarhi model should be accepted as a general delivery mechanism of civil works construction.

## **PROJECT COSTING AND SUSTAINABILITY**

In case of two districts (Purnia and Gaya), the investment proposals go beyond Rs. 40 crores these should be reworked.

It is observed that all the district plan proposals have proposed roughly 15% - 20% of the district project cost, for expenditure in the very 1<sup>st</sup> year of the programme. Based on the



earlier experiences, this seems to be on high side and needs to be costed for on realistic basis keeping in view the absorption capacity of the programme.

The Mission is of the view that Recurring and Non-Recurring costs need to be worked out separately so that the state is aware of its burden which it is to take over at the end of the project period. This is very important from the sustainability point of view.

Recurring & Non-Recurring. The same distinct between Recurring & Non-Recurring expenditure needs to be followed by all the districts. These definitions would be as per the system followed in DPEP.

In some of the districts (Chatra - 24.44%, Gaya 24.63%, W. Singhbhoom - 24.62%, Hazaribagh 24.31%, Darbhanga 24.20%), Civil works costs marginally exceed the 24% limit. This needs to be looked into and revised to ensure that the prescribed ceiling is not exceeded.

As for Management, the overall management costs work out 6.15%. This needs to be looked into and re-costing done accordingly.

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## EDUCATIONAL PROFILE OF DPEP DISTRICTS IN BIHAR STATE (17 DISTRICTS)

Sl. No.	District	Population in lakhs	Area sq.kms.	No. of Admn. Block	Literacy Rate (Total)	Female Literacy Rate	SC Female Literacy Rate	GER %age	Retention Rate %age	Gross Access Ratio	No. of Primary Schools & U.P.S.	No. of Primary School	No. of Primary School without building	Children age group of 6-11 yrs*
1	Bhojpur	28.804	3961.12	27	47.18	27.12	8.66	69.97	39.34	68.91	2243	1795	302	451260
2	Rohtas	29.001	7201.36	29	45.41	27.03	9.38	61.11	42.49	58.44	2405	1924	298	454433
3	Gaya	26.648	4940.85	22	40.47	24.20	4.72	62.07	28.40	38.08	1985	1679	143	417530
4	W. Champaran	23.337	4444.38	21	27.99	14.41	3.17	61.90	26.89	59.53	1624	1340	127	385848
5	Sitamarhi	23.915	2628.16	21	28.12	15.31	2.06	65.00	21.03	71.64	1575	1238	254	374609
6	Muzaffarpur	23.539	3122.78	17	36.11	22.33	4.59	74.00	22.50	74.79	1981	1532	137	462820
7	Vaishali	21.461	1995.19	14	40.56	24.08	7.40	62.52	35.38	60.42	1367	1032	42	336224
8	Dharbhanga	25.110	2504.28	13	34.94	20.09	4.74	61.31	51.45	66.80	1543	1168	250	393376
9	Purnia	44.746	7930.19	35	26.29	14.36	4.81	50.72	70.56	42.53	2742	2255	142	701031
10	Munger	30.602	6398.74	30	41.58	25.34	7.54	62.66	51.01	61.66	2522	1978	156	479438
11	Bhagalpur	32.025	5632.12	27	38.89	24.38	7.70	63.27	64.05	46.91	2592	2094	169	501710
12	Dumka	14.957	5518.34	17	34.02	17.91	10.59	70.67	31.41	33.86	1728	1462	56	234331
13	Hazaribag	22.308	7276.98	25	40.73	23.11	8.69	55.94	29.99	50.46	1555	1236	89	349481
14	Ranchi	22.140	7573.68	26	51.52	36.57	19.82	81.99	31.27	39.31	1913	1405	47	346886
15	E. Singhbhum	16.131	3533.35	13	59.05	45.50	28.35	69.38	55.67	55.10	1222	935	68	252740
16	W. Singhbhum	17.880	8014.76	32	38.92	22.44	18.09	73.36	33.11	40.61	2241	1857	236	280136
17	Chatra	6.127	3706.22	7	27.84	14.39	2.52	63.09	29.73	38.09	608	500	96	95999
	<b>Total of District</b>	<b>408.731</b>	<b>86382.50</b>	<b>376</b>	<b>659.62</b>	<b>398.57</b>	<b>152.83</b>	<b>1108.96</b>	<b>664.28</b>	<b>907.14</b>	<b>31846</b>	<b>25430</b>	<b>2612</b>	<b>6497710</b>
	<b>Total of Bihar</b>	<b>863.745</b>	<b>168886.26</b>	<b>721</b>	<b>38.48</b>	<b>22.89</b>	<b>7.33</b>	<b>63.10</b>	<b>38.61</b>	<b>51.16</b>	<b>66335</b>	<b>52614</b>	<b>6077</b>	<b>13533532</b>

\* Note : Calculated by the Mission based on figures given in the state plan document.

**DISTRICT PLANS****BHAGALPUR**

Bhagalpur, the land of ancient seat of learning "Vikram Shila University", is situated on the banks of the Ganges and comprises of two revenue districts of Bhagalpur and Banka. The total population is 33,11,697 of which male are 17,52,690 and the females 15,59,007. The decennial rate of growth of population is 23.68%; SCs constitute 10% while STs constitute 4% of the total population; the total population of school going (6-11 years) children is 6,15,876. Overall Literacy rate is 38.89% (M-51.32% and F-24.38%); Literacy rate of SC and ST being 20.19% and 19.76%. Overall drop-out rate is 49% while for SC and ST it is 58% and 56% respectively, the number of primary schools is 2110 while the middle schools number 466; the number of teachers in existence is 7721 with female teachers constituting only about 20% of the total teachers strength; overall teacher pupil ratio is 1:52. The total enrolment in class I-V being 4,01,577. The total number of blocks is 27.

The district plan has been prepared through an intensive participatory planning process. Although district project plan contains lot of information, it needs to be re-written with proper sequencing and chapterization. The findings of both the BAS and SAS have been shared at the state/district level through workshop and the findings and the suggestions that emerged therein have been addressed to in the district plan. Pedagogy Visioning Workshop was conducted at District, Sub-division and block levels.

Main areas of concern are geographical remoteness, cultural diversity, social disparities, working children including cattle grazers, flood prone areas, migratory population, Parda system and early child marriage. It is not clear from the plan if proper Micro-planning and school mapping has taken place. However, during discussions with the district team at SLO it was indicated that the Micro-planning exercise has already been undertaken in the district.

At present GOB is providing scholarship to SC/ST/OBC students. GOI Mid-day Meal scheme is in operation in the district. There is no information in regarding to other ongoing GOB/GOI schemes in the district.

- District project plan needs to be rewritten with proper sequencing and chapterization.
- Source and year of the Data utilized in the plan formulation needs to be mentioned.
- Costing of various components needs to be redone and reflected properly in tables, Recurrent and Non-Recurring Costs need to be worked out separately.

- DIET needs to be operationalized early.
- MIS component needs to be rewritten. It does not talk of PMIS.
- District level Project Management should be on the DPEP Management pattern.
- Orientation of Educational officials / VEC members need to be focused.

**BHOJPUR**

- 1 The "education district" comprises of Bhojpur and Buxar administrative Districts. The Mission met the District Planning Officers headed by the DDC on 9.3.97 at Patna.
  - 1.1 It comprises an area of 4098 sq.km. with a total population of 2.88 millions, situated at an average altitude of 193.00 Mts above M.S.L. and bounded by river 'Sone' on the Eastern side and Ganges on the Northern side.
  - 1.2 Males constitute 54% and females 47%. It has 19 Education Circles (25 Admn. blocks). The literacy rate among female is 22%. (shown as 27.21% in the write-up to be corrected). SCs constitute 14.4% and the STs population is 0.25%. The drop-out in girls is 51% (1988-1992-Cohort) against 48% for boys.
  - 1.3 There are 1860 primary schools and 294 villages tolas yet to be covered by Primary Schools or Alternative Schools within a distance of 1km. 146 schools are required within the Parameters (150-300 population) & 1km. distance. Of 1860 schools 416 have no buildings. The teacher pupil ratio is 1:56 and 688 posts of teachers are vacant.
2. There is one DIET and 60% of the posts are vacant. The amount of Rs. 10.00 lacks indicated in the write-up for repairs is to be deleted. (This however do not find a place in costing).
3. Baseline Achievement Survey (BAS) and Social Assessment Study (SAS) made, indicate lower enrolment of girls over boys and lower enrolment in rural areas over urban areas. It indicates lack of buildings. (in number of villages), facilities like drinking water, toilets etc. in schools, and the need for provision of Mid-day meal for the girls of SC/ST & BCs and lack of proper training to teachers, and burden of other department work on teachers.
4. Adequate data has been presented but some in-consistencies in the figures shown in the tables and write-up should be set right.
  - 4.1 Block-wise enrolment data may be presented at least for 2 years.

5 **Access**

Block wise data as to how many villages/tolas do not have school facility within 1km. distance (150-300 population) should be furnished instead of district level data, to assess the location of schools.

6. **Target Fixation**

This exercise has been undertaken arbitrarily. Specific targets for enrolment, retention and achievements are not available. Further, these need to be enumerated with reference to block-wise, disaggregated data, phased out annually.

7. **Special Education of Disabled Children**

**The conception of problems and issues in this regard appears well thought out, specially in view of the fact that the focus group under DPEP is to include this section of the child population.**

8. **Innovative Scheme**

**The feasibility of the Innovative micro project proposed for adolescent girls needs to be carefully examined. The acceptability of shifting residential school in tents where girls from deprived classes will be expected to live for 6 months, may be limited to the extent, where beneficiaries accept.**

**The Mission therefore suggests that a study/survey to assess the needs of the target community be undertaken and their receptivity to such a scheme should also be analysed before embarking this scheme.**

9. **Quality Improvement**

The proposal to rotate the CRC co-ordinator every 3 months from among the teachers at the cluster in order to help build their capacities will not be practical since a specific training programme for CRC co-ordinators at BRC/DIET is planned. Co-ordinator undergoes the training, it becomes important to utilise the expertise gained for some time atleast for one year, particularly since there will be a time lag involved even if all the cluster teachers are expected to undergo the training.

**The Mission therefore recommends that CRC co-ordinator be separately assigned for the task for one year atleast.**

**Targets**

10. **Linkage with Economic Support Scheme**

As poverty is one of the main reasons for reduction of literacy rate suitable linkages made to improve the economy of the poverty sections (SC/ST) in DPEP areas, should be highlighted.

**11. Civil Works**

**Unit costs are to be supported by estimate. A small write-up on civil works indicating overall costs may be supplemented. The overall costs are within 24%.**

## DARBHANGA

Darbhanga or Dwar-Banga occupies about 2504 sq.kms. to the north of Bihar. The eastern portions of the district consists of large tracts of sandy and marshy land drained by the Kosi river. The most fertile area is perhaps in the south of the district. The Burhi Gandak, Baghmati, Kosi and Kareh are the main rivers.

The total population of Darbhanga is 2510959 according to the 1991 census. The Scheduled Caste population forms 14.56% of the total. The female literacy is 15.88% with Kuseswasthan block having only 6.57%.

The number of children in the age group of 6-11 in 1996 was 409607 and there exist some 1491 middle and primary schools to serve this number. The teacher pupil ratio is 1:67. The physical and infrastructural amenities are rather poor as is evident from the fact that only 739 of existing schools have drinking water facilities and 30% require urgent repairs. The total retention rate is 62%. The BAS shows the drop-out rates for SC students to be generally higher and the reasons are mainly poverty related. The BAS also indicates the achievement levels to be low.

### PLANNING PROCESS

The plan document was developed after a series of workshops and meetings took place at the district, block and village level in which administrative and education department officials and representatives of the community participated. The meetings discussed problems and issues regarding primary education. Suggestions made during this process helped to support the planning process. Finally the SAS also helped in identifying the problems of social inaccessibility of children of disadvantaged groups and for fixing access and retention targets.

### CONCERNS AND RECOMMENDATIONS

1. As the opening of new formal schools (175), Non-Formal Education centres and Alternate schools are part of the strategy to net so-far-unreached children, specially among the disadvantaged sections of society, it is recommended that micro-planning in identified villages and tolas/habitations should be initiated on a priority basis. This will serve the double advantage of orienting the community to the needs of primary schooling and facilitating the identification of the location, strength, social composition and age groups of the unserved child population. This information is required in order to decide what kind of primary schooling facility should be provided in which area. New formal schools in villages and tolas/habitations not having primary school according to state norms and some form of AS or NFE in unserved tolas/habitations failing to meet state norms for formal schools will need to be planned for.



It is further recommended that based on the results of micro-planning, the tolas/habitations requiring intervention (according to type) may be prioritized so that where required, civil works may be started.

2. The SAS indicates that some 30% of schools require urgent repair works which will be undertaken under convergence with existing state government schemes. Other activities for increasing retention also envisage convergence with existing state government schemes and departments such as health care for primary & pre-primary children. It is recommended that district level discussions be immediately initiated among concerned departments to chalk out a plan operationalizing these linkages. With regard to civil works, it is recommended that a time frame be drawn up for completion of the task so that it may help raise enrolment and retention as planned.

Another point to keep in mind is that of convergence with residential schools run for SC girls by the Welfare Department. The training needs of these teachers may be kept in provided for so that quality inputs are uniformly raised.

3. The strategy of introducing the primary school teacher to the children of the Bal Shikshan Kendra is welcomed. It is recommended that as both the ICDS scheme and the Bal Shikshan Kendra are planned as programme inputs; the qualification, training and orientation of Sevikas/Didis/Chhoti Didis, the playing learning materials and other facilities provided should be of comparable quality. Programme inputs of uneven quality and quantity should not be provided in different parts of the district. In the same manner the job responsibilities, time required and initial qualification expected of the Sevikas and Didis may be reviewed for parity since these will form the basis of comparable quality of outcomes of the programmes. Further it is of importance that the pre-schooling schemes should strengthen their schooling readiness component. Training modules for Sevikas/Didis and schooling readiness materials should be prepared on priority at the DIET.
4. With regard to the various schemes of AS that have been planned (Angana Schools, Shiksha Karmis in new schools, Shiksha Premis in schools having high enrolment) it is recommended that they may be reviewed with regard to the age and social composition of the target group so that there may not be unnecessary duplication of schemes serving the same group while some other groups may be left unserved. Decisions regarding what type of educational facility to be provided at what location should be based on the findings of micro-planning and schools mapping and these tasks initiated at the earliest.
5. While preparing the details of the schemes it is recommended that thought may be given to qualification acceptable for Angana workers, Shiksha Karmis and Shiksha Premis. the training needs for upgrading their teaching skills should be assessed and training provided so that there is no dilution of quality. A realistic

suggestion regarding the remuneration of all above mentioned categories of employees may be made on the basis of job responsibilities and qualification.

6. Finally the implication on project management and monitoring needs to be considered before initiating a multiplicity of similar alternative schemes. Perhaps these schemes may be tried out on a pilot basis before going to scale.
7. The document has suggested the upgrading of the Teachers' Training College at Madhopatti to the position of a DIET as no DIET has been sanctioned at Darbhanga under the central scheme. However, after visiting the proposed site, the mission team expressed concern regarding the suitability of the proposal. The proposed institution is presently without electricity, in a delapidated state, without proper approach roads, and not served by the public transport system. It would not be cost effective to invest money in repairs to the large complex. It is therefore recommended that an alternative existing institution be identified keeping in mind the required facilities and accessibility by public transport. The staff for the DIET should also be positioned and oriented for their tasks on an urgent basis specially since the plan envisages that all training required for quality enhancement of teachers will be carried out by the DIET.
8. Similarly while locations for constructing BRC are identified steps need to be taken for the placement of appropriate persons as BRC co-ordinators. CRC co-ordinators may be similarly identified and their training started.
9. The plan document has clearly mentioned the strategies for academic supervision, support and monitoring. The plan must further detail the use of the EMIS and PMIS for monitoring purposes.
10. With regard to teachers evaluation, it has been suggested that teachers will be evaluated on pupil achievement. Since many variables contribute to pupil achievement besides teachers' input, it may not be a very fair method of evaluating teachers. A participatory method of teacher evaluation may be used. Such a method will itself throw up suggestions for correction.
11. The intervention to introduce flexible timings and contextual calendar is welcomed. So is the suggestion for the introduction of health care for primary school children through convergence.
12. It is recommended that the DPEP guidelines may be kept in mind when drawing up the final project management structure at the district level.

With regard to the institution of awards for various categories and the costing for capacity building, it is recommended that DPEP guidelines may be followed.

## DUMKA

Dumka district is located in the eastern-southern part of Bihar with a predominant tribal population (41.55% of total population). They constitute the special focus group along with the SC population representing 6.95% of the total population of the district (14,95709). The district has 14 blocks.

The literacy rate is 27.9%. Male literacy is 40%, while female literacy is low 14%. SC and ST literacy rates are 17% and 19% respectively. Gross enrolment ratio is 81.92, girls (general) have a GER of 73.65% which is lower than that of ST girls (80.60%).

Drop-out rate is the highest among ST girls (70.30%). General drop-out rate is 58%.

There are 152 NFE centres in 14 blocks, 40 special schools under the National Child Labour Programme and 4 residential (co-education) schools under Tribal Welfare Department. The district has initiated 'School Dela Campaign' with mother committees for each primary and middle school to ensure proper teaching-learning process. The campaign has had its impact. The district has identified 657 uncovered village block-wise having population size (150-300). The list has been narrowed down to 450 villages (SC/ST) having no school within 3 km on average.

### Observation

A very well prepared document on the whole. A few proposals are, however, not very convincing. It is not clear how Special schools, as conceived, can cater to the needs of migratory child labour. Integration of the monitoring system of formula schooling with that of special school, having a different curricular programme may not work out. Proposal to open NFE centres (100) on a pilot basis in a district that has NFEs in all the blocks is not sound. However, the district plan has come out with a clear civil works management plan.

### District Specific Recommendations

- Needs of the target group for special school are to be assessed before initiating the venture.
- A study needs to be undertaken to assess the functioning and actual coverage of NFE centres before initiating 100 sub centres.
- Awards for best performing schools should be restricted to block level.

- Proposal to construct 375 new schools under of JRY and integrated Tribal Development Programme requires elaboration regarding the time frame for construction.

## GAYA

1. Gaya district is located in the central part of Bihar, south of the divide of the Ganges. The place is famous for Bodhgaya, Gautam Buddha attained his enlightenment here, and for the Vishnupada temple associated with the shraddha Pitripaksha rites of Hindus. The region is also known for land & wage struggles of the poor. The total population of the district is 26,64,803. The population break-up reveals a very small number of Scheduled Tribe population (0.05% of the total), Scheduled Castes constitute a significant portion of the population (32.27%). The literacy rate is 40.47%, of which the female literacy rate is only 24.04%. In the rural areas, the corresponding rates are as low as 35.61% and 18.97%.

The 24 administrative blocks of the district are divided into 19 educational blocks. Drop-out rates vary across these, the lowest coming from remote blocks Amas, Barachatti. In addition, the BAS across show, low mean achievement.

2. These observations were derived in discussion with Sri Moin, Principal Gaya DIET, the D.M., D.D.C., D.S.E., and other representatives of the DPEP planning team.
3. The planning process has included participation at various levels - district, area, block and villages, and with various groups - teachers, NGOs, women's groups. The BAS and SAS have also been used for identification of problems and issues. The plan has made a district specific identification of the focus group as consisting of women, working children, SCs, and minority.
4. The district has a DIET (upgraded PTTC for women) with a regular Principal, Building and land. Other positions, however **need to be filled at the earliest**.
5. The plan needs **improvement** in the following aspects :
  - \* **Costing** : The working of unit costs - a unit cost is not the same as total cost but the cost for an identifiable unit.
  - \* **Statistics** : All statistics need to be presented clearly with date, year and source. Further, data presented need to be **consistent** in terms of revenue / educational blocks.
  - \* **Targets** : These need to be **realistic, disaggregated** for blocks & groups, and **specific** for each intervention area.
  - \* **Focus Group Strategies** : These need to be worked out early and activities need to be linked clearly to each of them.

- \* **Madrasas** : If the district feels it necessary to link up with Madrasas for education of an identified focus group, in this case the Muslim girl child, the proposal needs to be reworked along the guidelines for alternative schooling/innovative NFE or as an innovative activity. Further, the activity proposed, must demonstrate a link to the target focus group.
- 5. The proposal for Shiksha Premis does not appear to be a worked out model for alternative schooling linked to specific groups, but a mere **substitution** for regular responsibilities. Further, its growth appears to outstrip that of the formal system - at the end of 5<sup>th</sup> year, while 906 Shiksha Premis are required by the formal system, the additional teacher recruitment is only 726.
- 6. **Buildings for Madrasas / additional rooms is not permissible** under DPEP. Now is the honorarium @Rs. 300, and book bank.
- 7. **Civil Works** : 200 new school buildings, 300 additional classrooms, 5 BRCs, 150 CRCs apart from drinking water facilities and toilets in Schools are proposed conventional despites adopted in JRY. EAS and other schemes are proposed the Block personnel and VECs.

Cost estimates have to be substantiated with detailed estimates innovative low cost technologies acceptable to the community may be adopted as is being done in the adjacent Chatra district. A separate note indicating civil works component and methodology proposed to be followed in construction is to be indicated.

**HAZARIBAGH****(1) Profile**

Hazaribag is a new district covered under the DPEP III which comprises of two administrative districts, namely, Hazaribag and Kodarma. The total population of the district was 2.23 million in 1991 which has increased at the rate of 2.91 per cent per annum. Sex ratio was 934 female per thousand male population. The district is predominantly a rural district (80%). The SC (15%) and ST population constitute more than 25 per cent of the total district population. The literacy rate of the district in 1991 was 32.06 per cent. The district has 18 blocks amongst which Barkatha had the lowest literacy rate (18.78%). The literacy rate of Schedule Castes population was as low as 6.53 per cent in 1991 as compared to 2.12 per cent female literacy.

**(2) Participatory Planning Process**

The Mission is of the view that the district has adopted participating planning process and documented details of different meetings (36) organised for this purpose along with dates and events. But number of participants has not been reported so as the meeting-wise functionaries at different level. One fails to get idea about the nature of participation and discussion that took place in these meetings. **The Mission recommends that number of participants may be added to the statement.** However, the Mission was informed that due representation was given to every section of the society. The district planning team constituted for the purpose visited about 50 villages to invite discussion and identify problems relating to access, retention and quality of education which are properly documented. High teacher pupil ratio, less number of instruction rooms, bad condition of school buildings and a large number of school less villages were identified as problems related to access. Whereas poor economic conditions, feudal nature of the rural society, class conflict, attack on students by wild animals, non-availability of textbooks and teaching learning material were identified as problems of retention. In appropriate teaching method, irregular supply of basic teaching materials, unattractive text books etc. were some of the major problems that were identified to quality of education.

The problem of focus groups, such as, SC, ST and girls were adequately identified. However, the Mission is of the view that Baseline Assessment Study conducted is not fully utilised and presented in the document.

### (3) The Management Structure

The Mission is of the view that 56 positions proposed for District Project Office is on higher side which may be substantially reduced in accordance to the DPEP guidelines.

The Mission envisages administrative difficulties as the district comprises of two revenue districts. The Mission is of the view that the district needs to be firmed up how DPEP would develop convergence and linkage mechanisms with district administrative structures. Specially, how the district executive committee, purchase committee and construction committee will be constituted and which of the two district collectors were head it.

The district do not have DIET and is totally dependent on DIET of adjoining Chatra district which is located in Samaria block and is itself not equipped to handle requirements of its own officers. **Keeping in view the importance of DIET for the DPEP project, the state Government needs to immediately firm up its plan for a DIET in the district.**

### (4) Database and Targets

The Mission is of the view that adequate statistics is presented in the document but still the same has certain limitations. **The recommendation on Database, Population and Targets presented in the main report is also applicable to the district.**

Further, in view of the limitations in grade-wise enrolment, the Mission recommends that reliable statistics may only be used in the document i.e., Enrolment in grade II (28394) in 1993 and grade II (37739) and grade IV (24815) in 1995 has been found to be higher than enrolment in grade III (28555) and grade III (38038) and grade V (25216) next year respectively. The Mission also noticed that SAS data referred in the text is not available in the annexure.

### (5) Strategies

The problems identified are proposed to be improved upon through the community participation and awareness campaigns for which a number of programmes are proposed under, access, retention and achievement components. **The Mission recommends that block-wise number of habitations having population 300 and above and not having primary schooling facilities within one km. may be considered to estimate number of schools which are to be opened.** The district proposed to open 150 new schools but the Mission was informed that it has decided to reduce it to 40. The district wants to capitalise its experience of TLC and to introduce alternative schooling in a big way for which it



required to train a large number of instructors. It is proposed to open new schools in urban areas and alternative schools in rural areas.

The District Administration envisages that out of the 40,000 TLC volunteers, it expects that about 20,000 will be identified for the DPEP activities and 16,000 would take up as NFE instructors. **The Mission is of the view that the proposal needs to be re-examined since the DPEP believes in strengthening of existing systems and the sustainability of a parallel set-up.**

**(6) Civil Works**

In addition to schools, the district has proposed to construct buildings for 6 BRC and 190 CRC in the first two years of the project. It proposes to construct 60,000 classrooms under the centrally sponsored JRY and other schemes for its alternative schooling programme. It also proposes to construct 100 toilets and install hand pumps in about 100 schools. The total construction cost proposed is Rs. 959.40 lakh which is within 24 per cent of the total project cost. **The Mission recommends that the district should develop its procurement plan as well as the construction manual.**

- (7) The District Plan must make a mention of the total literacy campaign being undertaken in the district. There is good possibility of making use of the community mobilization structure (VLCs) set up during TLCs for DPEP, specially in view of the fact that VECs under Mukhiyas are non-function.

## MUNGER

Munger, the educational district of Central Bihar, covers four administrative districts - Munger, Jarnui, Lakhisarai and Sheikhpura. The total population of the district, according to 1991 census, is 0.6 lakhs. There are 29 administrative blocks and 31 educational blocks. General literacy rate is 41% (56% male literacy and 25% female literacy).

Gross enrolment ratio is 66.27. GER for boys is 77.85 and that for girls, 53.14. BAS reported a general decline in enrolment in III, IV and V, indicating problem of drop-out. The drop-out rate is 46.66%. Out of 1205 Anganwadi Kendras in 10 blocks 632 are operational. There are 7 Charawaha Vidyalays.

### Observation

The plan document has not been able to bring into focus the specific educational problems of different blocks and administrative districts. No data base of the tribal dominated Jarnui district has been provided. Blocks with predominant SC population (Lakhisarai, Sikandara, Lakshmipur) have just been mentioned. Similarly, the problems of flood prone area of Munger have not been highlighted. There has been a repetitious presentation of the same set of data in the first three chapters. No data has been furnished for +9 children (girls and child labour).

Unmarked pages and long list of strategies, some of which have little linkage with issues, have affected the quality of the document.

### District Specific Recommendations :

- The revised plan document should give an analysis of problem pockets and target groups and the educational profile of the district should contain relevant data.
- Strategies, suggested should have proper linkage with the issues.
- Innovative intervention like 'Jnan Deep' as an alternative schooling should be on a pilot basis. The proposal to open 200 such schools needs to be reconsidered.
- Proposal for convergence with nine agencies needs a clear detailing out with regard to strategies for linkage in a given time frame.
- Awards should be as per DPEP guidelines.

A study of Charawaha Vidhyalayas needs to be undertaken to assess their efficacy.

## PURNIA

Purnia district is located in the north eastern part of Bihar. As an educational district it includes three revenue districts-Purnia, Araria and Kishanganj. Araria and Kishanganj are muslim dominated areas having a large immigrant population. The district is subdivided into four sub micro regions : Koshi flood plan, Central Purnia Plan, Parman Kankai plan and Mahnanda Flood Plain. There are 27 blocks and 2499 villages, 79% of which are small habitations.

The population, according to 1991 census is 44.74 lakhs, about 92% of population live in villages. Percentage of literacy is 26; female literacy is only 14%. The lowest female literacy rate is in Kishanganj (5.89%) with none of the seven blocks showing a percentage higher than 7. Araria comes next with an average 9.19% female literates. Purnia (old district) has 10.50% of female literates.

The document shows an enrolment figure of 51% in the age group 6-11. Girls' enrolment figure (38.5%) is very low compared to that of boys (62%). 46% of SC boys and 31.4% of SC girls are in the school. Dropout rate among girls is high (44%).

The district had identified 548 habitations without school and 34,389 child labour.

### Observation

The plan document has analysed the educational problems well but has not been able to link them with suitable strategies. The rationale for opening new schools and alternative schools (Angana Pathsalas) has not been spelt out. No intervention has been proposed for child labour. Proposal for integration with ongoing programmes is not backed up with sufficient data. Two strategies, among others, for improving retention-'improving school environment' and 'scholarship linked with attendance' have not been elaborated.

Rs. 98 lakh have been provided for awards and Rs. 5 lakhs, for innovation without any mention in the relevant chapter. Project cost exceeds the ceiling of 40 crores.

### District Specific Recommendations

- Location criteria should be evolved for opening new schools, keeping in view the very low female literacy areas.
- The revised document should clearly spell out the target group for whom Angan Pathsalas are proposed. Further, a sound strategy should be evolved for this innovative experiment.
- Awards should be only for best performing schools at the block level.

- Innovative project involving Rs. 1 lakh should bbe undertaken from the second year only.
- Project cost should be scaled down to the ceiling cof 40 crores.
- The duration of refresher course should be six dayys, not seven.
- Proposal for 15 days subject specific training for rminority teachers need elaboration.

## VAISHALI

Vaishali, the central north district was carved out of Muzaffarpur district on 2<sup>nd</sup> October, 1972. There are 16 blocks and two sub-division.

As per 1991 census, the total population is 21,46,065 (with 11,17,437 male and 10,28,628 females). Literacy rate is 31.97. Male literacy is 56% while female literacy is 24%. Blockwise, Raghapur has the lowest literacy rate (19.88). SC literacy rate in rural area is 14.47%.

Gross enrolment ratio is 71.47% and that of SC girls is 54%, SC boys and 65% for SC girls. The total number of villages is 1402 and there are 1366 schools that cater to the primary education need. Besides, there are Charawaha Vidhyalaya, 1100 NFE (200 spl. NFE + 900 NFE) centres in 11 blocks and ICDS centres in 4 blocks.

### Observation

Basic statistical figures were partly updated during district visit by the mission. Disaggregate data pertaining to flood prone zone, disabled children, mushroom, small habitations have not been presented. It is not clear how a district with a wide NFE coverage has proposed opening 1050 'Siksha Premi' schools. Issues and strategies do not have proper linkage.

### District Specific Recommendations :

- Recent data base on all habitations should be furnished to justify the proposal for opening 246 schools.
- Shiksha Premi schools/camp schools should be initiated strictly on a pilot basis.
- A study should be initiated to study the functioning of Charawaha Vidhyalaya.
- Awards to Mandalis on performance is not recommended.
- Awards to schools are to be restricted to BRC level.

## WEST SINGHBHUM

West Singhbhum is the largest district of Bihar spread over an area of 8012.10 sq.km. It is divided into 23 administrative blocks and 26 education blocks. The literacy rate is 39% while the female literacy rate is 22%. The scheduled tribes comprise 54.69% (9.78 lakhs) of the total population (17.82 lakhs). The main tribes in this region include the Ho, Birhores, Paharias and Sabors.

There is a high drop-out rate in the 6 to 11 age group (over 72.33% for S.T. girls). The long distance of school from the village is a major issue affecting access and retention. The district also has to deal with the problem of language with a large tribal population and also Bangla-speaking migrants.

The report needs to reflect the nature of the participatory planning exercises which were initiated at the district and sub-district levels. A detailed account of the participating members & the issues discussed during these meetings needs to be presented while. The strategies and interventions which have been presented as Chapter V can be included.

The district report has presented issues and data in a repetitive form. Clear, precise and complete presentation of data and problems and issues must be ensured. Prioritisation and sequencing of issues and strategies should be carefully presented. Chapterisation and page numbering should also be provided. The recommendations made by the mission on the presentation of the database and on the target setting for the programme (which form a part of main report recommendations) must be followed by the district team to provide some coherence and clarity on the emerging issues.

The detailed presentation in the Annexure on the Baseline survey data is not required. Instead a brief synopsis of major findings should be provided.

The Welfare department runs 8 residential schools while there are 1364 NFE centres and 273 special centres. The existing number of primary schools is 2235. The district plans have proposed the construction of 100 new school buildings, (to partially cover the 144 buildingless schools spread over the district) 350 additional classrooms, 6 BRCs, and 184 CRCs besides 105 toilets, 1757 urinals and 100 drinking water facilities in existing schools. The primitive tribes group are concentrated in the 2 adjoining blocks of Chandi and Nimdih. A proposal for a residential school for primitive tribes group (total population 3025) has been made. It has been presented as a micro project & DPEP does not fund micro-projects. However, some comments are made on the proposal in case it can be examined as an innovative scheme. The costing for this construction should include drinking water, & sanitation facilities rather than presenting them as separate items. However, it is more important to ensure the realistic assessment of the existing 8 residential schools and the needs and perceptions of the target group (PTG) before embarking on the proposal. The expectation that an NGO can be involved in the early phase of setting up this institution needs to be carefully examined and (detailed rationale

for taking that particular course of action needs to be provided). The total cost of civil works calculated for the district does not include the cost for construction of the residential school. If it is included, the civil works proposed exceed the permissible ceiling of 24%. The unit cost provided in the plan should be supported by detailed estimates for all the civil works proposed.

The district report does not have a chapter on Capacity Building at the district and sub-district levels where the district project office, DIET, BRCs, CRC, VECs roles and functions are provided. The primary teachers training institute located in Gamharia block was developed to function as a DIET. The neighbouring district of East Singhbhum where BEP is being implemented since 1992 were utilising the DIET for their activities but now that West Singhbhum will also need such facilities, the Gamharia DIET will revert back to West Singhbhum. The district report should further highlight the existing structures and available personnel at the DIET and their expected role under DPEP.

There is a need to clearly rationalise the number of new teachers who will be hired under DPEP. The district has proposed 100 new schools and 350 additional classrooms while only the salary of 200 teachers is being provided for under DPEP funds.

Activities such as coaching-centre for drop out girls have been costed but no explanation of the activity proposed is available in the plan.

Mahila Samakhya activities for women's empowerment will be taken up particularly in the Tonto block which has the lowest literacy rate of 5.9% for female.

## CHATRA

The district of Chatra, created on March 31, 1991 was a subdivision of the Hazaribagh district. The under-development in the region together with the social tensions, in particular the influence of "Naxalism" and the difficult terrain (60% forest) led to the creation of the district. The total area of the district is 3706 sq.km. and it is populated by 6,12,713 people. The district comprises of 6 educational blocks but for administrative purposes there are 10 blocks. The district plan should report data using the same units consistently to facilitate comparison. The literacy rate is only 21%, with a male literacy of 32% and female literacy of 11%.

The Scheduled Tribes constitute 32.42% with the Birhors (semi-nomadic aboriginal tribe) and Parraihis among the poorest tribes while the uraons are economically better off. The Bhuiyans constitute 20% of the Scheduled Castes and these are the poorest section of SCs. The district has a high rural population (91% in 1991) and the sex ratio in the region has steadily deteriorated (from 1054 in 1951 to 954 in 1991). The special focus groups in the district are therefore the STs (Birhors), SCs (particularly the Bhuiyans) and girls. Currently primary schools are to be found in 668 village only and the pupil-teacher ratio is 86 : 1.

### **BEP achievements :**

The BEP was started in Chatra district in 1993 in Chatra & Simaria blocks and the other blocks were gradually included. The note worthy aspects of the programme are community mobilisation (both through primary education and Mahila Samakhya) and the building constructions. The district visit by the mission members on March 6, 1997 reveals strong readiness for DPEP implementation.

One indication of BEP mobilisation was observed in the Simaria DIET. This was a primary teacher's training institute which was upgraded to a DIET in 1993. It has no regular faculty other than an acting principal in position. However, with the mobilization of humans and resources for BEP trainings, the DIET has become functional. The resource persons identified during BEP trainings are running the DIET trainings on rotation and are undertaking trainings for primary teachers, non-formal education instructors, ECCE Sanchalikas and Sevikas and VEC members. Over 1400 primary teachers have undergone the Ujjala training (10 day intensive programme) within the last 10 months. The mission members consider it a standing example that institutions like the DIET can fulfil their role if the people involved (even though not "regular staff") are willing & motivated. At present this DIET is under the administrative control of the BEP-DPO.

Chatra has 45 CRCs which are operational. The clusters were identified during trainings and workshops by the participants themselves.



## **DPEP Proposals :**

The DSE for Chatra is also the DSE for Hazaribagh & (Koderma revenue) districts. There is a need to focus on the convergence issues which should be clearly established in the district plan documents.

Under DPEP, Chatra proposes to set-up 3 BRCs to provide strategic resource support to the entire district while CRCs are to be set-up for every 10 to 15 schools.

The construction of new school buildings, additional classrooms, drinking water and toilet facilities in schools, BRCs & CRCs proposed for construction in the first three years DPEP implementation, at a cost of Rs. 902.60 lakhs. It is proposed that new innovative low cost technologies adopted in the BEP period will be utilised while the construction is to be through the VECs. The sites visited by the mission members were found to be suitable models. It is recommended that the windows may be kept not more than 2 feet above the floor level for better ventilation and for providing children better opportunity to observe nature and the environment around the school.

It is important to ensure that the district plan document should establish clear linkages between (i) the participatory planning exercises, (ii) the problems and issues which emerged and their prioritization based on their correspondence with DPEP concerns, (iii) the goals and objectives of the programme in Chatra, (iv) the targets set for the plan period and (v) the strategies which are proposed as interventions during the project period.

So far as the database on the access, retention, achievements are concerned, the district must refer to the analysis and comments made in the main report on these components.

The scheme of providing SC/ST girls who have completed 5 years of schooling with bicycle, as an incentive is not permissible under the DPEP guidelines.

- \* The proposal for school on wheel has not specified the target age of children who will be catered to nor has it clarified which teachers will take up the assigned task at an honorarium of Rs. 1000 p.m. Similarly, little information has been provided about how the innovative NFE scheme will differ from the NFE scheme (other than the target age of children).
- \* There are a variety of proposals put forward as alternative schooling schemes - SPY, school on wheels, innovative NFE, etc. There is little evidence of clear understanding of the logistics involved in the different schemes.

## WEST SINGHBHUM

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There is a high drop-out rate in the 6 to 11 age group (over 72.33% for S.T. girls). The long distance of school from the village is a major issue affecting access and retention. The district also has to deal with the problem of language with a large tribal population and also Bangla-speaking migrants.

The report needs to reflect the nature of the participatory planning exercises which were initiated at the district and sub-district levels. A detailed account of the participating members & the issues discussed during these meetings needs to be presented while. The strategies and interventions which have been presented as Chapter V can be included.

The district report has presented issues and data in a repetitive form. Clear, precise and complete presentation of data and problems and issues must be ensured. Prioritisation and sequencing of issues and strategies should be carefully presented. Chapterisation and page numbering should also be provided. The recommendations made by the mission on the presentation of the database and on the target setting for the programme (which form a part of main report recommendations) must be followed by the district team to provide some coherence and clarity on the emerging issues.

The detailed presentation in the Annexure on the Baseline survey data is not required. Instead a brief synopsis of major findings should be provided.

The Welfare department runs 8 residential schools while there are 1364 NFE centres and 273 special centres. The existing number of primary schools is 2235. The district plans have proposed the construction of 100 new school buildings, (to partially cover the 144 buildingless schools spread over the district) 350 additional classrooms, 6 BRCs, and 184 CRCs besides 105 toilets, 1757 urinals and 100 drinking water facilities in existing schools. The primitive tribes group are concentrated in the 2 adjoining blocks of Chandi and Nimdih. A proposal for a residential school for primitive tribes group (total population 3025) has been made. It has been presented as a micro project & DPEP does not fund micro-projects. However, some comments are made on the proposal in case it can be examined as an innovative scheme. The costing for this construction should include drinking water, & sanitation facilities rather than presenting them as separate items. However, it is more important to ensure the realistic assessment of the existing 8 residential schools and the needs and perceptions of the target group (PTG) before embarking on the proposal. The expectation that an NGO can be involved in the early phase of setting up this institution needs to be carefully examined and (detailed rationale

for taking that particular course of action needs to be provided). The total cost of civil works calculated for the district does not include the cost for construction of the residential school. If it is included, the civil works proposed exceed the permissible ceiling of 24%. The unit cost provided in the plan should be supported by detailed estimates for all the civil works proposed.

The district report does not have a chapter on Capacity Building at the district and sub-district levels where the district project office, DIET, BRCs, CRC, VECs roles and functions are provided. The primary teachers training institute located in Gamharia block was developed to function as a DIET. The neighbouring district of East Singhbhum where BEP is being implemented since 1992 were utilising the DIET for their activities but now that West Singhbhum will also need such facilities, the Gamharia DIET will revert back to West Singhbhum. The district report should further highlight the existing structures and available personnel at the DIET and their expected role under DPEP.

There is a need to clearly rationalise the number of new teachers who will be hired under DPEP. The district has proposed 100 new schools and 350 additional classrooms while only the salary of 200 teachers is being provided for under DPEP funds.

Activities such as coaching-centre for drop out girls have been costed but no explanation of the activity proposed is available in the plan.

Mahila Samakhya activities for women's empowerment will be taken up particularly in the Tonto block which has the lowest literacy rate of 5.9% for female.

**MUZAFFARPUR**

Situated on the river "Budhi Gandak", Muzaffarpur is one of the prominent districts of North Bihar and Headquarters of the Tiruhhat Division comprising of the districts of Muzaffarpur, East Champaran, West Champaran, Sitamarhi, Sheohar, Vaishali and Darbhanga. The plains off Muzaffarpur district are fertile; forest area is almost non-existent and Mango, Litchi,, Bamboo, Shisham, Babul, etc., are found in abundance.

It has 15 community development blocks, 24 Educational Circles, 1729 habitated villages and 100 uninhabited villages; population is 29,53,800 (Males - 15,51,530 and Females - 14,02,070) with male-female ratio being 904; decennial population growth rate is 25.99% which is higher than the state average; SC and ST population accounts for 15.72% and 0.04% respectively of the total population.

Literacy rate of the district is 35.37%, male literacy being 48.3% and the female literacy 22.43%; literacy rate of SCs & STs is 11.17 per cent and 27.62 per cent respectively. There are 2140 govt. primary schools and 397 middle schools, while the number of teachers is 3747 at the primary and 3573 at the middle level. Overall drop out rate is 54%.

Muzaffarpur is a BEP district (UNICEF assisted) and is fortunate in that it already has got the launching pad for the smooth take off of DPEP. This really augurs well for the DPEP and the educational processes that are proposed to be taken up for achieving the goal of UPE.

The main achievements of IBEP have been the establishment of district level management structures, community participation, child-centred activity-based teacher training, empowerment of women, etc. BEP has also contributed to increase in the enrolment, particularly of girls, leading to construction of more school buildings including sanitation and drinking water facilities. VECs are functioning and their members have been oriented/ trained. About 100 CRCs have also been operationalised. Achievement level of the students has also improved marginally; Environment building and Micro-planning has already been done with the help of VECs and the community members; a well equipped computerised MIS is already in place and necessary data base has since been developed; a large number of Resource Persons have been trained and retrained in almost all critical areas like teacher training,, NFE, ICDS, micro-planning, etc. and this Resource base would be helpful in the execution of DPEP.

The district perspective plan of Muzaffarpur has been prepared through an intensive participatory process to reflect the thinking and views of a cross-section of the society i.e., parents, teachers, community, academicians, NGOs, ICDS workers, etc. The participatory process included meetings, conventions, sharing workshops at the districts, block and village level. The process has also been documented well. Based on the problems identified, strategies/interventions have been proposed.

The main areas of concern as mentioned in the plan are poverty, social disparities, working children, Siblings Care, early child marriage, flood prone areas, seasonal migration of wage earners, feudal set-up of the society, etc.

Various education related schemes are already in existence. Some of these are supply of free text books to all SC/ST and girl children, mid-day meal programme, scholarships to children of disadvantaged groups, ICDS centres, Mahila Samakhya for empowerment of women.

### **District Specific Recommendations**

- Source and year of the data utilized in the plan formulation, etc., need to be specified.
- Mahila Samakhya, presently in operation in 3 blocks of the district, need to be extended to all blocks.
- Interventions for Musahars community children need to be focused.
- Since there is sizeable population of SCs, specific interventions/strategies need to be thought of for these categories.
- The scheme of awards to VECs / schools / clusters need to be looked into as per DPEP norms.
- Muzaffarpur is a BEP district and it already has got established management structures at the district level. The project management therefore need to be limited to the DPEP management pattern.

**EAST SINGHBHUM (JAMSHEDPUR)****(1) Profile**

The East Singhbhum is an old BEP district which has nine blocks spread over 3533 sq. kms. Of the total 1770 villages, about 158 villages are uninhabited. The district population in 1991 was 1.61 million which has increased at the rate of 1.69 per cent per annum. The male and female distribution of population was 52.47 and 47.52 per cent and the rural and urban distribution 53.68 and 47.31 per cent respectively. The Scheduled Castes and Scheduled Tribes population constitute about 2.40 and 14.85 per cent of the total district population. The male and female literacy rate was 60.26 and 38.12 per cent as compared to the state average of 52.49 and 22.89 per cent, thus showing a high differential in male/female literacy rate. Jamshedpur being predominantly an urban block has the highest population (50.52 %). The Dumaria block of the district has the lowest literacy rate (23.19%) as compared to 11.64 per cent female literacy which is also lowest in the district.

**(2) Participatory Planning**

The Mission observed that the district has adopted participative planning process to develop the plan and has adequately documented the details of different meetings, seminars, workshops, micro planning and social assessment studies conducted for the purpose. However, the findings of micro planning exercises conducted in 60 villages have not been properly disseminated and utilised. At the district level, a team comprising of 25 members was constituted with Deputy Commissioner of the district as its Chairman. During the period October 1996 to January 1997, about fourteen meetings were organised at different levels to identify issues and problems relating to access, enrolment, retention and achievement which is properly documented. Mostly problems identified were measured in quantitative terms. However, the details of issues discussed, suggestions accepted and rejected etc. have not been adequately reported. Teachers, Head Masters, DIET faculty, CRC Co-ordinator, BEP Karmis and Resource Persons, Education Department functionaries and NGOs participated in the meetings. The document do not reflects on to how many such meetings were held at the village/panchayat level, what type of decisions were taken and how many people actually participated at different level. **In view of this, the Mission recommends that number of participants be included in the statement.** Unawareness of community, infrastructure facilities, drinking water, lack of importance of girls education and proper convergence with other Government Departments were some of the problems identified. Some of the suggestions emerges out of the meetings were of the following nature; (i) enrolment building and community mobilisation through awareness campaigns should be intensified, (ii) micro planning exercises should be conducted widely to ensure access (iii)

stress to be given to opening of NFE and ECCE centers and (iv) to ensure involvement of local institutions and NGO's to mobile community.

The district has not undertaken school mapping exercise.

**(3) The Database**

The Mission is of the view that though statistics at the district level is presented but the same has not been fully utilised in formulation of plan. Whatever data is presented that relates to year 1996 which in Missions view is not adequate to capture trend. The Mission also took note of facts and figures presented in the state plan and observed that different figures of enrolment, retention and access have been presented in both documents and the sources used are also not same.

(4) SAS

The Social Assessment Study was conducted by the XLRI, Jamshedpur in 20 villages to know specific problems of girls and tribal children with respect to access, enrolment, retention, achievement and community participation. The Mission is of the view that the study did not come out with new findings that was not known to the district. The study identified out of school children, girls and SC and ST children as disadvantage groups but the Mission is of the view that the plan failed to give specific attention to the problems of disadvantaged groups while setting the targets. Even it identified Dumaria, Ptamda and Dhalbhumgagh where highest number of illiterate population concentrates but no specific attention is given to these areas.

(5) MIS

Management Information System plays an important role in efficient monitoring of the programme. The Mission observed that the district proposes to develop three separate MISs one each for Project monitoring, database and financial aspects which in Missions view should have been integrated in one software. **The Mission recommends that EMIS related activities may be given top priority so that the same is commissioned as proposed.**

(6) Population

Invariably population at the district and block level for year 1996 has been presented which is taken from the 'Balpanji' and the same has been utilised for making projection at the district level. The Mission is of the view that the methodology used for projections is not appropriate. The district population is projected (1991 to 2002) by assuming that it will increase at the rate of 1.69 per cent per annum but the time period between which the growth rate is computed is not mentioned. The same growth rate is applied to project SC and ST population and population of age-group 6-11 years. **The Mission therefore recommends that population projections may be revised in the light of the above observations.** The Mission is of the view that a little care in projections would have improved the reliability to a great extent. **The Mission also recommends that population projections (6-11 years) exercises may be undertaken at the block level and be utilised in formulation of plan and also in setting up of targets.**

(7) Access

So far as the access is concerned, number of habitations without schooling facilities is used as a basic indicator to know number of new schools which are to be opened. The Mission is of the view that it would have been better if the same is



linked to the corresponding rural population to know how much percentage is access to schooling facilities.

ECCE centers are in existence in 5 blocks as compared to 7 blocks having non-formal education centers. About 75 out of the total 1025 primary schools in the district did not have buildings in 1996 and in as many as 48 schools, it was under construction. More than one third (488) of the primary schools did not have drinking water facility as compared to about 963 (83.7%) without toilet facilities. The plan proposes to open 250 new schools in addition to which it has also proposed to construct 300 additional classrooms. But how the villages where schools are to be opened and schools where additional classrooms are to be constructed will be identified is not mentioned in the document. The Mission therefore suggests that micro planning and school planning exercises which are undertaken may be used for the purpose. **The Mission recommends that a consolidated statement including the names of villages/habitations where schools are to be opened may be prepared and annexed to the document.**

#### **(8) Enrolment**

The district level enrolment at the primary level is presented for the period 1991 to 1996 but the same at the block level is reported only for the year 1996. The date of reference reported is March 31 which may not be true, as enrolment statistics is collected as on September 30 each year. The break up of SC and ST and rural and urban distribution of enrolment is also not presented. Further, **the Mission observed that enrolment ratio at the block level has not been presented which is otherwise essential to know present status of universal enrolment. The Mission therefore recommends that the same may be presented at the block level and for target groups.**

During 1991 to 1996, enrolment at the primary level increased by 26.96 per cent which according to document is due to adoption of the district under the BEP but block-wise progress has not been presented. The corresponding achievement rate is still very low. The baseline and other studies conducted in 1995 reveals that only 25 and 50 per cent students of grades I and II and III and V had masterly level.

The Mission appreciates the survey which has been conducted in the district to estimate under-age and over-age children in primary classes but non computation of the estimate at the block level has marred its utilisation. The document presents incidence of under-age children in primary enrolment (26%) but it is silent on over-age children.

## **(9) Teachers**

The mission is of the opinion that practically no data is presented on number of teachers and its male & female, rural & urban, SC & ST and trained & untrained distribution. The state still has a number of single teacher primary schools but the same is also not reported in the document. The district has proposed to appoint 500 new teachers with a provision of 100 and 300 teachers in the first and second years of the plan period. All teachers of the district have already been given a ten day motivation training and 11 day subject specific training.

The DIET is in the existence in the district but it is not adequately staffed but from the plan document it is not clear what is the total strength of the DIET. The main problem identified relates to lack of faculty and faculty related functionaries. The District Project Office is at present located in the DIET. The district also has a practising middle school which is also located in the DIET campus but is in a deplorable condition. The primary teachers training institute is located at the Chakulia which is about 80 kms. from the district headquarters which has recently come under the control of the DIET. The district has a plan to convert it into a Block Resource Centre.

## **(10) Targets**

The district has not undertaken enrolment projection exercises and targets on GER are fixed in an arbitrary manner. Even targets on retention and drop-out rates have also been fixed without considering the actual situation. The Mission observed that targets have not been set at the block level and for focus groups. The Mission also observed that population projections attempted at the district level has not been used to estimate future enrollment. The Mission is of the view that admission rate would have been used to know coverage of child population (age '6') and also to identify disadvantage groups and areas. The retention rate computed is not free from errors and even the basic grade-wise data used in computation has limitations. **The Mission recommends that grad-to-grade drop-out rate may be used to identify the grade which has high incidence of drop-out. Similarly, the targeted achievement levels has been just added so that it shows an increase of 25 per cent as provided in the DPEP guidelines which also needs revision.**

The Mission is of the view that though the district plan has referred to the problems of focus groups but no attention is paid as to how their level will be improved.

## **(11) Strategies and Interventions**

It seems from the plan document that adequate attention is paid to improve access, retention, enrolment and quality as a number of programmes have been proposed

which would have been more meaningful had they been linked to the corresponding targets. Opening of new schools, Akshar Niket, alternative schools, extension of infrastructural facilities, convergence with Government Departments are some of the strategies identified for improving access. Women empowerment, community mobilisation, micro planning and emphasis on innovation are suggested for improving the retention.

**In the light of the above suggestions and the recommendations presented in the main report, the Mission recommends that the same may be incorporated in the revised plan document.**

## RANCHI

1. Ranchi district is situated in the Chotanagpur Plateau of Bihar. As per 1991 census, it has a population of 22,14,048 (47.94% female, and 52.06% male). The Schedule Tribe population is significantly high at 43.56% the total population. Various tribal - linguistic groups inhabit the region, constituting themselves into district social-linguistic zones. The region is rich in mineral resources, yet agriculture is the main source of employment engaging as much as 67.3% of the population and mining only 5.1%.
2. The district is a BEP and TLC district. Further, Mahila Samakhya activities are also going on in 3 blocks of the district under BEP. The literacy rates are high in the district but gaps are wide between urban and rural rates, male and female population, and general and Scheduled Tribe population. The district covers 24 educational blocks of which the plan proposals identify 9 as being concentrated pockets of low literacy rates. The Baseline Survey show low achievement scores.
3. The planning process for DPEP exhibits evidence of being **intense, participatory and organised**, having made adequate and **convergent use of the mobilization potential generated by BEP**. Apart from the BAS, SAS, and visioning-cum-input workshops (held in other districts of Bihar also), the district did the following in addition:
  - \* Participatory Rural Appraisal - PRA in 111 villages of 4 blocks conducted by MS, NGO and VEC.
  - \* Teacher Perception about UPE were collected from 1052 teachers across 9 blocks.
  - \* Micro-planning was done, on the PRASOON model developed incorporating a number of techniques, in 5 Panchayats of 4 blocks.

The impact of this process is evident in the clarity with which problems and issues have been identified, and matching strategies proposed. Further, the plan proposals show a **high readiness for delivery of activities** as the agencies for convergence for different activities have been identified, and some degree of commitment reached with them.

4. The plan document needs refinement in the following aspects :
  - (a) **Target Fixation** : These have to be disaggregated and phased.
  - (b) **Disabled Children** : The plan must make an estimate of the quantum of the problem at hand.
  - (c) DIET capacity building could include strengthening its library.
  - (d) The district planning team was of the view that in addition to a-c, it would include proposals for recurrent training of teachers at BRC level from 3<sup>rd</sup>

year of project, sinking tubewells in some schools, revision in textbooks to be distributed on the basis of disaggregated enrolment projections.

5. The proposals with regard to the DIET at Ratu, set-up by BEP, need to be viewed **specifically** in view of the GOB and GOI commitment communicated to the mission about its take-over.
  - \* DIET staff salary is normally not reimbursed under DPEP.
  - \* Computer room, hardware and software proposed are normally not provided for a DIET.
  - \* DIET proposal for 2 vehicles is **not admissible** under DPEP.
6. The proposal for cordless telephone and Pager at DLO is **not admissible** under DPEP.
7. The district proposal with regard to vehicles (mopeds for BRCs instead of vehicles) appears to be **innovative** specially in view of the terrain.
8. The provision for para teachers **appears to be a substitution of a regular state responsibility**, the numbers proposed are very high at 400. In any case, these posts ought to be created even under existing state norms of Teacher Pupil ratio of 1:50.

### **Civil Works**

Construction of 100 school buildings for new schools, 50 school buildings for Buildingless schools, 300 additional class rooms, 7 BRCs & 85 CRCs & 1 Ashram School is proposed as a cost of Rs. 811.95 lakhs is proposed under DPEP. This is within 24% (23.47%) of overall programme cost.

The **unit costs are to be substantiated by a sample detailed estimate**. The location for all the **new schools are yet to be identified**. VECs already formed should be fully involved in the identification of sites.

A **separate note indicating the proposed methodology and total cost of Civil works may be incorporated**. Adoption of **low cost environmental friendly technologies can be studied**.

## ROHTAS

- 1 The Education district comprises of 'Rohtas' and Kaimur Administrative district. It has 22 Educational Circles (29 Admn. Blocks) with a total population of 2.606 million, the male and female %ages being 52.83 and 47.16. SCs and STs constitute 19.89 and 1.73 percent respectively. The percentage of SCs in this dist is higher than Bihar state average (14.55). The workers constitute 37.49% of which 91% are engaged in Agriculture and allied works.
- 2 The literacy rates among males and females are 61.5% and 27.03% and hence emphasis to be given to address females particularly belonging to SCs & STs.
- 3 Of 2405 Primary Schools, 163 have no buildings.
- 4 The Mission met the dist. teams at Patna on 9.3.97 and had discussions.
- 5 **BEP Achievements** : Rohtas is one of the 3 districts selected under BEP in 91-92. Achievements made under the project include, Community Mobilisation in 2 blocks, formation of VECs, starting of construction of school buildings with innovative technologies through VECs (apart from departmental) training of Anganwadi Sevikas for ECCE, training of Sikhsha Premis for 'Alternate Schooling' and conducting Mahila Samakhya.
  - (i) There are about 70 - 80, 2 teacher schools and at some areas teachers pupil ratio is 1:100. Teacher absenteeism lead to monitoring system involving VECs. Areas where there are no primary schools for a population of 300, special education centres are run and over 30,000 children were enrolled in 1996.
- 6 **Participatory Planning** : This has been undertaken by District level, Block level, Cluster and Village level meetings and workshops involving officials, non officials, NGOs, teachers and community.
- 7 BAS and SAS studies were conducted in a few selected villages. School mapping and micro-planning exercises are done in two blocks.
 

**Recommendation** : These exercises may be completed in other areas also for any mid level corrections.
- 8 **Project Planning** : The data presented has to be consistent for educational blocks since this has implications for developing goals and targets for DPEP.
  - (i) DPEP should develop a mechanism for proper linkage and convergence with district and Admn. structures especially at E.Cs level, purchase

committee constitutions since one DSE/DCO has to look after two revenue districts. The State Project Director however clarified that this will be taken care off.

9. **Mahila Samakhyas**

**The convergence with Mahila Samakhya needs to be clearly worked out and duplication avoided.** The Micro project proposed for residential 6 months schools in tents for 10-14 years girls is similar to the design for Mahila Sikshana Kendras. Such gender specific interventions may be located in a wider structure of mobilisation of women such as the ones undertaken by Mahila Samakhyas.

10. **The Angana Vidyalaya concept is similar to the Jagjagi concept. Convergence and Co-ordination issues need to be worked out.**
11. **DIET :** It is in operation at Sasaram. Full staff are not in position. The DIET should be made fully operational including civil construction before DPEP additionality is sought for. The amount of Rs. 10.00 lacks indicated for repairs to DIET in the write-up may be deleted (It is however not provided in costing).
12. **Targets (I)** Targets on enrolment should be based on enrolment projection exercises which should also be used to fix targets of retention rates.
13. **Unit Costs :** Unit costs are worked. For Civil construction also similar costs may be worked out.
14. **Civil Works :** A small write-up on Civil works indicating overall works and costs may be supplemented. The abstract however indicates that it is within 24%.

## SITAMARHI

Sitamarhi, a BEP district, is situated on the Indo-Nepal border. The educational district of Sitamarhi comprises two revenue districts - Sitamarhi and Sheohar. It is a predominantly agriculture based district. There are total 22 blocks - 17 in Sitamarhi and 5 in Sheohar. 11 blocks of Sitamarhi revenue district are under Mahila Samakhyas coverage.

As per 1991 census, the total population was 23,89,185 (12,68,469 were males and 11,20,716 are females) representing 2.77% of total state population. The literacy rate is 22.9%. Female literacy is abysmally low (12.5). Gross enrolment ratio is 82.57. The lowest enrolment is reported to be in Baiairania block. Retention rate is 35%.

The specific problems mentioned are poor communication network, periodic migration resulting from annual flood, poverty and child labour in minority blocks.

A number of education related schemes are operational like-District Mass Education, Mid-day Meal and Operation Blackboard.

### Observation

The document bears the mark of some serious exercise. A major drawback is the lack of consistency in quoting figures of school-less habitations, of infrastructural facilities, of age-specific number of children and total enrolment. No data has been provided in respect of the number of school children of the flood prone zone. No need assessment has been made of Mushahars and child labour. The outcome of participatory planning process has not been presented in the relevant chapter. The proposal to introduce shift system is commendable.

### District Specific Recommendations

Sequencing of chapters and data tables needs attention.

Relevant data with regard to school going children of flood prone areas and other target groups should be incorporated to establish proper linkage with interventions suggested.

The revised plan document should provide sufficient data on the Deptts/Agencies, proposed to take up construction work of building-less buildings.

Angana should be opened in non-MS blocks, patterned after jagjagi model and instructors therein trained through M.S. developed module.

Rs. 2 lakh provided for innovative school design is not recommended.

Fund for innovative projects should be utilised from 2<sup>nd</sup> year onwards.



Awards to VECs is not recommended. Further, awards to best performing schools should be restricted to BRC level.

**WEST CHAMPARAN****DISTRICT PROFILE**

West Champaran lies to the north-west of Bihar along the Indo-Nepal border covering approximately 5,228 sq.km. About 3000 sq.km. have highly alluvial soil brought down by the Gandak and other rivers flowing through the district. The area produces large quantities of rice and about 75% of the total sugar production of Bihar.

However, where the rivers bring alluvial soil on the one hand, they create wide spread destruction on the other. The 'Diara' (reverine) area stretches over about 800 sq.km. of infertile sand and swamps susceptible to annual flooding. During this period, the area remains virtually in-accessible and general disruption of life takes places. This coupled with a poor law and order situation makes it almost impossible for any form of primary education to continue in a systematic manner.

The 'Tharuhat' or 'Bahar' lies at the foothills of the Siwaliks extending over 4 blocks and is similarly remote and inaccessible with poor law and order situation. The total population of W. Champaran is 23,30,610 (1991 census) with a very unfavourable sex ratio of 877:1000 (Bihar 917:1000). This is reflected in the low female literacy rate of 14% (as against 37% for males) and a very high drop-out rate of 85% between I-V for females (as reported by the BAS). The projected population on the basis of an annual growth rate of 1.86% is 2558933 for 1996.

The Scheduled Castes form about 14% of the total population and are educationally very backward as are the Muslim groups. The Scheduled Tribes form only 1.3% of the population.

The plan document has projected that about 1 lakh additional children required to be enrolled during the project period in order to reach a GER of 95% for girls and 100% for boys. An interesting fact is that recent enrolment and awareness campaigns have raised ST enrolment to 96%. However, while the total enrolment was 269048 in 1995, official verification has brought it down to 221433 in 1996. In view of this anomaly, it is suggested that the figures be further verified to reach a realistic target for additional enrolment.

The district has been divided into 23 educational blocks with 1359 revenue villages. There are at present 1713 institutions (primary, basic and middle schools) for primary education in the district. The total teacher vacancies are presently around 600. The teacher pupil ratio shows wide urban-rural differences with 15% of the schools having a teacher-pupil ratio of 1:90.

The BAS has indicated poor achievement levels for both mathematics and language. Since the DPEP aims at a 25% point rise over baseline achievement, the mean achievement (Language and Mathematics) may be quoted in percentages.

## **THE PLANNING PROCESS**

The district plans were formulated on the basis of participatory planning exercises by district and block level administrative and educational officers and representatives from the community. The plan tabulates the issues and concerns that emerged.

## **CONCERNS AND RECOMMENDATIONS**

1. Some editorial corrections require to be made. Page numbering, quoting sources for statistics, table numbering and titles need to be added. Further, statistics quoted in different parts of the document also differ; e.g., the total enrolment for 1996 is quoted both as 221433 as well as 151322.
2. While the plan document has elaborated the issues discussed during the workshops/meetings for plan formulation, further elaboration is required of the strategies and interventions suggested during this process. It also needs to be mentioned how these were included in the designing of interventions and strategies for DPEP. The plan details the BEP experiences (W. Champaran is a BEP district) but must also mention what corrective measures, if any, required to be taken on the basis of these experiences for preparation of DPEP plans.
3. The plan is based upon placing 350 new schools and alternative schools in unserved tolas habitations. While the plan gives the total number of such tolas, it would need to prioritize which ones to target first and on what basis. Micro-planning exercises would need to be initiated in these villages on priority in order to identify the location for new schools.
4. The plan document indicates, that only 127 new schools (of 350 required) are to be built under DPEP while the rest may be built under convergence with state schemes. Similarly, of the 400 additional classrooms required only 275 are to be built under DPEP. Since the success of the plan for enrolling the additional 1 lakh children is largely based upon new schools, it must be considered whether civil works under convergence will be completed within the required period. The plan might indicate the outcomes of district level discussions among concerned departments regarding the need to complete civil works under convergence with others schemes well within the project period.
5. The document finds the presence of toilets to be important in retaining girls. Presently these facilities exist in only 5% of primary schools. However, merely the presence of a toilet structure does not always ensure its proper use. It is recommended that training for the maintenance & use of toilets be included in the

training packages for VECs, teachers and ICDS/ECCE workers. A regular supply of water for the toilets must also be ensured. Some thought needs to be given to providing toilets for ICDS/ECCE centres so that children are familiarized with its use in early years.

6. The plan mentioned that 3600 teachers have received Ujala training in 1996 under BEEP, but since it also identified the poor quality of classroom transactions to be a major cause of poor retention (Chap VI), further intensive training is required on methodology, and content specially for teaching classes III, IV and V and may be planned for.

Since the proportion of multi-grade teaching situation is high, special emphasis must be given to multigrade teaching in teacher training programmes.

7. With reference to Chapter VI, 'Improving Quality', it is appreciated that a holistic approach has been taken in reviewing and reformulating the curriculum, teaching methods, TLM, text books, teachers handbooks, teachers training, supervision and evaluation. Some thought needs to be given to the time requirement and capacity available for undertaking such change. In this connection the plan needs to mention capacity already available at the DIET and project future needs. It is also recommended that a core resource group be identified and capacity enhanced for undertaking this task.
8. The programme for pre-schooling has been carefully worked out. It may be considered that programme components with regard to schooling readiness and early stimulus may be of comparative quality in Bal Jagjagi Kendras, ECCE centres and ICDS centres. Further the training inputs, and remuneration honorarium for Sevikas, Bal Mitras and ECCE workers need to be rationalized.
9. With regard to the initiatives suggested under alternative schooling and NFE, the target group and location for each need to be carefully worked out so that they may not overlap and are able to provide efficient coverage. A multiplicity of initiatives should not result in some tolas or groups being served by many schemes and some not being reached. The issue of management and monitoring needs of a multiplicity of educational schemes on the ground should also be considered.
10. The qualification and training of the instructors and Shiksha Premis should be realistically matched to the job requirements. The district already has some 4.3% of the teachers who are 8<sup>th</sup> class pass (Chap II). A assessment of the training needs of these teachers may be made so that training modules for Shiksha Premis are developed in a need based manner. A study to understand the impact (upon educational outcomes of the) ( of the use of para teachers) may be initiated before going to scale with the Shiksha Premi Yojna.

11. The plan mentions that parents may often be too indifferent and ignorant to appreciate the need to monitor their child's achievement. Forming of Parent Teacher Associations or Mother Teacher Associations may help alleviate these circumstances and help monitor teacher performance.
12. With regard to the planning of awards for VECs etc, it is recommended that the DPEP guidelines may be followed.
13. With regard to the finalization of the management structure at district level, the same recommendation is made.

## Participatory Planning Process

District	Period	No. of Meetings held	No. of Participants
East Singhbhum	17.10.96 to 13.1.97	14	Not Reported
Hazaribagh	1.9.96 to 22.2.97	36	Not Reported 1211
Chatra	5.11.96 to 27.11.96	10	Not Reported
Ranchi	19.11.96 to 17.1.97	99	Not Reported
West Champaran	26.12.96 to 26.1.97	8 19	563
Rohtas	27.10.96 to 28.11.96	15	450
Sitamarhi	6.9.96 to 27.12.96	39	Not Reported
Muzaffarpur	3.10.96 to 7.1.97	20	635
Gaya	18.9.96 to 19.1.97	40	Not Reported
Vaishali	23.8.96 to 31.1.97	20	Not Reported
Bhojpur	14.10.96 to 6.1.97	21	987
West Singhbhum	15.9.96 to 24.1.97	9	454
Bhagalpur	Not Reported	8	227
Munger	26.8.96 to 22.2.97	18	Not Reported
Gaya	18.9.96 to 19.1.97	40	Not Reported
Dharbhanga	26.10.96 to 1.12.96	Not Reported	Not Reported
Purnia	26.11.96 to 15.1.97	18	Not Reported

Source : DPPEP District Plans.

## THE SOCIAL ASSESSMENT STUDY

The Social Assessment Study is a basic requirement in the process of preparing the Project Perspective Plan for the district under DPEP III (Bihar). The SAS is expected to focus on the specific problems of SC, ST and girl child and other dis-advantaged group including economically backward and disabled children.

The specific objectives of the study were to :

- (a) To study the existing social structure and relations and analyse their impact on the education system.
- (b) To study the pattern of access and exclusion to schooling and identify constraints of location, gender, social, economic and cultural factors to access.
- (c) To study patterns of child labour.
- (d) To study constraints to women/girls' educational development.
- (e) To document the various developmental schemes being implemented in the district.
- (f) To assess the perceptions of the community regarding primary education.
- (g) To examine whether the TLM in use is contextual. *ent*
- (h) To identify community participation and centers of excellence.

The methodology followed and the research design have been discussed in chapter II (Planning).

The study is expected to provide a strategy for formal and non-formal education programmes for each district.

The major findings of the SAS are as under :

1. A paucity of schools, specially for serving the child population in remote and inaccessible areas. In some areas the existing school structure could not accommodate the presently enrolled children. Additional classrooms are required to retain children from over crowded schools. Extensive repairs to existing structure are also required.

A related infrastructural drawback is the insufficient water and other sanitary facilities available in schools.

2. When discussing access, it must be mentioned that the overtones of social accessibility of certain communities to schools are deeply entrenched in the society and are more difficult to remove than are the paucity of structural facilities.
3. There are at present large numbers of vacant teachers posts in each district (e.g., Darbhanga total teacher vacancy as on 31.12.95 was 213, Sitamarhi was 292). This obviously contributes to raising the teacher pupil ratio (Darbhanga 1:67) and impacts the quality of classroom transactions. Finally it has a negative influence upon retention.
4. The quality of classroom processes, lack of child centred methods and activities, uninteresting teaching learning materials are to blame for the waning interest of students and community in education. Similarly, the teachers inability to transact



teaching in tribal and local dialects causes alienation and drop out among the rural population.

5. Other school related factors which were identified as causing a lack of enthusiasm in the clentele population are rigid school timings and non-contextual school calendars. The SAS has established that agricultural and cattle grazing time requirements of the rural child are not considered by the uniform school calendar implemented by the state and affects enrolment and retention.
6. The SAS strongly suggests that the main reason behind low enrolment and retention is based on poverty related factors.
7. There is a certain apathetic attitude among the communities with regard to education. They largely perceive education as a mainly unproductive endeavour and cannot see the links and benefits to be derived from education, which will directly impact their lives.

Similarly the social attitude with regard to the education of girls, the existing early marriage system and dowry system restricts the access and retention of the girl child. Attitude with regard to the muslim girls are also not supportive of access and retention of girls.

8. The SAS points to the lack of functioning VECs/TECs as organisational supports for contacting the community and building a climate for change.
9. Another weak link in the educational structure identified by SAS has been the weak monitoring and supervision processes. The regular processes for monitoring and supervision fail to function as per requirement.

## **Concerns and Recommendations**

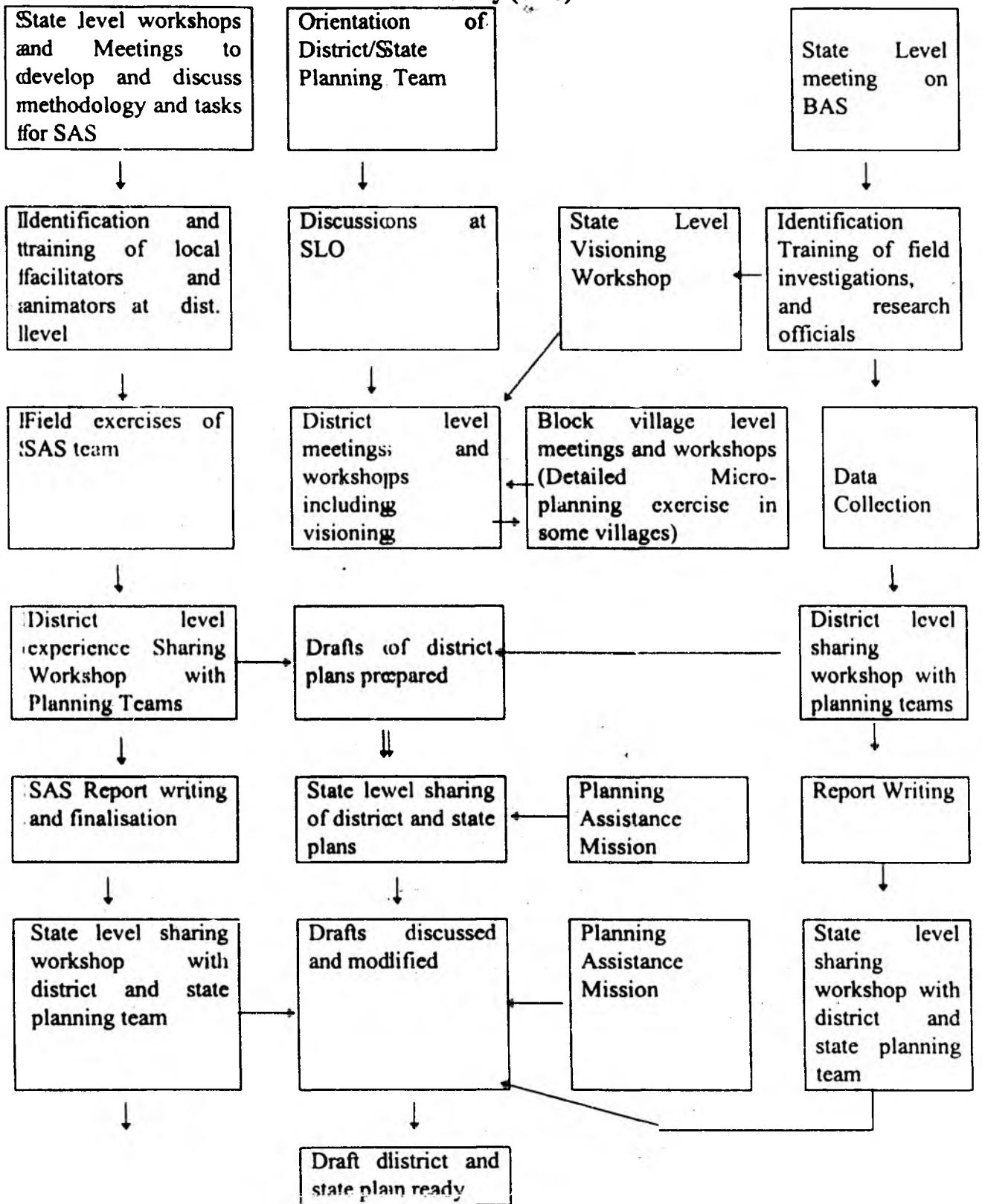
1. The SAS has formulated some general recommendations for each district based on the above findings as per the TOR. While such recommendations are of importance in setting the direction of the planning process, they are not of great support when planning detailed activities. For example almost every district plan document has suggested the need to initiate micro-planning and school mapping in unserved habitations and tolas before establishing the requirement and positioning of new schools. It would have been helpful if the SAS could have anticipated this need and analysed secondary block level data (as available with district administration) and made recommendations for prioritizing the unserved tolas in which micro-planning activities should be initiated. Stronger linkages among the SAS teams and the requirements of the planning teams are needed.

These recommendations could have been framed after discussion with the district administration so that identification and micro-planning activities in the selected tolas were expedited.

2. Similarly in case of individual identified reasons for non-enrolment and retention (cattle grazing 27%) interventions suggested should be targeted very specifically for the affected group. In this case, a rapid assessment could, have been made to establish to what extent the state initiative of Charwaha schools (for this target group) was able to relieve the problem, the possible lacuna in design and suggestions for modification before expansion.
3. However, in the case of Bihar, a point to be noted and appreciated is that the wider use of the PRA methodology was made. PRA was used not only to collect information but also to orient those from whom information was collected regarding the role of this information in the planning process. Further, local facilitators and animators were used for PRA who were trained and who would

later be in a position to contribute substantially to the micro-planning process. Thus PPA served the double purpose of information/data collection and orientation of the community in the basic requirements of planning for educational development.

**Process of Plan Preparation including Participation, Social Assessment Study (SAS) & Baseline Study (BAS)**



## Civil works

### State Project Office

Civil works manager of the state project office along with four local architects and NGOs have formed a core team. The consultants engaged for monitoring and control of the construction work under BEP have been allocated the following districts;

Jyoti Thomas	Muzaffarpur
Sandeep Jha	Sitamarhi
Vinay Tiwari	Chatra, Rohtas
Society For Rural Industrialisation (Dr. A.K. Basu)	Ranchi, Jamshedpur
N.G.O.	
JE (DPO)	West Champaran

Following are the responsibilities of the consultants.

- (a) Preparation of designs of BRC/CRC/class room etc.
- (b) After approval of the designs by the CWM, estimates are prepared by the consultants & CWM.
- (c) VEC training, site selection & site planning.
- (d) Supervise execution with the help of Supervisors.
- (e) VEC accounts checking.
- (f) When the money is used up, the books are checked and on satisfactory performance a statement goes to the DLO (DPC) for further release of money.

District Programme Co-ordinator checks and releases the money to the VEC.

Present Status of Construction under BEP (as on 1/3/97)

Districts	CRC	BRC	New School	Addl. Class	Toilet	Mahila Kutir
Sitamarhiis	8+2c	-	5	-	-	4
Rohtas	15+2c	-	7	-	-	4
Chatra	6+3c	-	3	-	-	4+1c
Ranchi	12+2c	-	-	-	-	8
W. Champaran	17+2c	-	-	-	-	11
Muzz.	25+0c	-	-	-	-	-
Jamshedpur	6+2c	-	-	-	-	2

"c" indicates completed building.

**REPORT ON SITAMARHI**

Name of the village : Do-ghara Shahbajpur  
 Name of the school : Madhya Vidyalaya (upto class 7)  
 Existing class rooms: 7 nos.  
 VEC established on : 26.01.1994  
 Number of Members : 15  
 Adhyaksha - 1 Umashankar Prasad (Former Mukhiya)  
 Secretary - 1 Ajay Kr. Singh (Head master)

**Members**

Lady -	1
Muslim -	1
SC -	2
Backward community	3
General	6
Category	

The 15 members form the executive committee of VEC. Following are the sub-committees for construction of the CRC building at Do-ghara Shahbajpur.

Procurement (material)	2 EC members + 2 from the village
Procurement (manpower)	3 EC members + 2 from the village
Supervisor	3 EC members + 2 from the village
Accounting	Head master + 1 EC member

Advisory Committee 4 EC members + 1 village businessman + 1 farmer.

EC conducts meetings once or twice in a month, but if situation demands the frequency increases.

Once in a month a general body meeting is called upon where all the villages can go through the accounts etc. and put forward their suggestions.

One of the meetings conducted on 18/12/96 had an agenda on cost appraisal of CRC. It took 4 hours to resolve all the problems.

The following instalments were received by the VEC.

1 <sup>st</sup> -	13/9/96	25,000 (almost up to plinth)
2 <sup>nd</sup> -	10/10/96	35,000
upto date		1,25,000 the building is in a completion stage.

Estimated cost 1,30,000      Area 676 ft.

Community contribution

(a) Sramdan

(b) Bamboos

The existing school has been upgraded by the following contributions of the community

(a) Furniture for class room.

(b) Painting of the building.

(c) Cost Rs. 96,000.

The Supervisor/Architect/Engineer. visits the site once or twice in a week and checks the daily expenditure record maintained by the headmaster.



## PROPOSED FOR DPEP

(Rs. in lakhs)

SNo	District	BRC		CRC		New School		Addl. Class Room		Toilet		Drining water facility	
		No./Unit Cost	Total Cost	No./Unit Cost	Total Cost	No./Unit Cost	Total Cost	No./Unit Cost	Total Cost	No./Unit Cost	Total Cost	No./Unit Cost	Total Cost
1	Chatra	315.90	17.7	301.50	45	2002	400	3001	300	3050.18	54.9	305	7.629
2	W. Champaran	615.90	35.4	401.50	60	1772	354	2751	275	2751.18	49.5	275	0
3	Sitamarhi	416.0	24	0	0	15111.84	277.84	3071	300	7510.18	75.1	251	10.04
4	E. Singhbhum	315.9+113.0	35.4	801.5	120	1502	300	3001	300	1051.18	21.9	1440.25	36
5	Rohtas	616.0	36	1261.5	189	1102	220	1200.5	60	800	26	15000.05	75
6	Bhojpur	615.9	35.4	2371.5	355.5	2001.65	165	1001	100	400	34	5420.05	27.1
7	Muzaffarpur	215.9	11.8	1001.5	150	1602	320	2501	280	3000.18	54	5000.035	17.5
8	Munger	815.9	38.5	230	345	1752	350	501.0	50	500	30	500	25
9	Purnia	815.9	47.2	2021.50	303	2322	464	0	0	6400.16	102	0	0
10	Bhagalpur	515.9	29.5	2001.50	300	752	150	2601	260	200	0	450	0
11	Dumka	716.0	42	1451.40	215	752	150	2501	250	2000.15	30	5000.2	100
12	W. Singlbhum	615.90	35.4	1841.50	276	1002	200	1001	100	1050.18	18.9	1000.25	25
13	Darbhanga	515.90	29.5	1701.50	255	1752	350	1401	140	2000.18	36	9520.08	73.16
14	Vaishali	415.90	23.6	1511.50	226	2072	414	1501	150	2500.18	45	5000.05	25
15	Gaya	415.90	23.6	1501.50	225	2001.7	340	3000.85	255	5000.10	50	6000.06	30
16	Ranchi	717	49	851.37	176.45	1501.95	292.5	3001	300	0	0	0	0
17	Hazaribag	615.9	35.4	1901.5	285	1502	300	2451	245	1000.18	18	1000.28	28

## STATE FINANCE STUDY

The Bihar State Finance Study on Education was conducted by Dr. DD Guvu of AN Sinha Institute of Social Studies, Patna. The purpose of this study is to analyse the trend and problems of state finances in relation to the expansion and enrichment of primary level education.

The following are the observations on the study report :

- (I) **State Government (Overall Budgetary Position) :** Although Revenue (Non-Plan) and Capital (Plan) receipts have been on the rise over the years, the expenditure exceeds the receipts in the Revenue account (non-plan) while the receipts are in excess of the expenditure in the Capital (Plan) account. The increase in non-plan (Revenue) expenditure has been 250% over the period 1985-86 to 1991-92,

There is general tendency of growing deficit in the State Govts. budget. The plan expenditure, (capital) meant for development purposes is being curtailed and diverted to meet the growing non-plan expenditure.

The Study Report does not indicate the status of finances for the year 1992-93 onward. In the absence of information relating to the years 1992-93 onward it is difficult to comment on the figures of the State Governments.

- (II) **Government of Bihar Status of State Finance :** In case of Bihar, the receipts under Revenue (Non-Plan) account have been on the increase over the years. In the case of Capital account, the trend is not uniform and there have been less receipts in certain years (i.e. 1992-93 onwards) as compared to the immediate previous year.

The Revenue account again shows deficit from the year 1989-90 onwards and there has been rise in the deficit almost every year. The capital account, however, shows surplus from 1990-91 onwards.

While during the 7<sup>th</sup> plan period, the actual plan expenditure was higher than the proposed plan expenditure, during 8<sup>th</sup> plan period the actual expenditure was less than the proposed expenditure.

**The deficit in the non-plan budget has been met by the surplus under the plan budget.**

- (III) Revenue Expenditure and Interest Payments : There has been growing burden on account of the interest payment liabilities of the GOB. The interest payments which were only 9.31% of the total revenue in 1985-86 rose to 23.52% in 1995-96.

**This means that lesser funds are available for developmental schemes.**

- (IV) Expenditure on Education in Bihar : (a) In Bihar, there has been steady growth in expenditure on education over the past 10 years which is 400% on the non-plan side and 200% on the plan side.

(b) While overall expenditure on primary education has been on the rise over the past 10 years, in terms of percentage of the total education budget it has been in the range of 64% - 70%. However, there has been decline in expenditure in the primary education sector vis-a-vis total education budget starting from the year 1993-94 onwards i.e. 68.19% in 1993-94; 65.98% in 1994-95 and 63.16% in 1995-96. This is an area of concern where the Govt. of Bihar need to ensure chanced allocations for the primary education Sector in the years to come.

**(V) Schemewise Expenditure Analysis :** The following is the analysis of expenditure on various educational schemes in Bihar :

(a) **Adult Education Programme :** A general trend of decline in expenditure on Adult Literacy Programme has been observed. During the 7<sup>th</sup> plan period the trend of plan expenditure was on the increase (from Rs. 4.86 crore in 1985-86 to Rs. 10 crore in 1991-92). Overall Rs. 20 crores were spent during the plan. However, during 8<sup>th</sup> Five Year Plan a declining trend in expenditure has been observed.

(b) **OBB Scheme :** Of the total amount of Rs. 42.01 crore released by GOI under this schemes only Rs. 5.76 crore could be utilised leaving thereby an unutilized amount of Rs. 36.24 crore. To this amount if the GOB share is added, the total unutilized amount works out Rs. 58.53 crore. **This would show that there has been a tendency of keeping the GOI funds by the GOB with it and not utilizing the same for the purpose for which these were sanctioned.**

(c) **NFE :** As against the total allocations of Rs. 140 crores for NFE to GOB during 6<sup>th</sup>, 7<sup>th</sup> and 8<sup>th</sup> five year plans, the total expenditure has been only Rs. 9.63 crores and remaining amount (Rs. 130 crores) remained unutilized. **This also shows a declining trend in expenditure. In fact during the VIII plan period no expenditure was incurred.**

(d) **Expenditure on education related activities by other Department :** In this sector there has been declining trend in the expenditure from Rs. 80.39 crore in 1993-94 to Rs. 79.90 crore in 1994-95 to Rs. 66.21 crores in 1995-96. This sector includes expenditure by the Department of SC, ST and OBC welfare; Department of science and technology, Department of Industry, Department of Health, etc. The main items of expenditure in this sector are scholarship, salaries, grants assistance. The expenditure on primary education incurred by

**the departments other than educational department constitutes roughly 6% of the total expenditure on this sector.**

- (e) DIET Scheme : The study is silent about the assistance provided by GOI to GOB for establishment of DIETs under the CSS of DIETs. Here no figures relating to grant in-aid and expenditure incurred have been given. It is understood that an amount of Rs. 35 crores (approx.) was released by GOI to GOB under this scheme sometimes around 1988-89 which still remains unutilized.
- (VI) The study does not take into account the Teacher vacancies lying vacant at present in Bihar and the probable quantum of funds that would be needed to fill up such posts. DPEP is only an additionality and it does not provide for salaries on account of filling up of existing vacant posts in primary schools.
- (VII) The Finance study also does not speak of the present resources of the State Govt and how the GOB intends to meet its 15% share of expenditure on account of DPEP. This is very important in view of the fact that the study itself talks of the general financial situation of the state being precarious due to mounting deficit.
- (VIII) The GOB is required to take over the recurring liability of the programme at the end of the 5 year period. The Finance Study is silent about the sustainability aspect of the project and also as to how the GOB propose to take over this burden. This need to be highlighted in the report if such a study is to be meaningful in the DPEP context.
- (IX) The Mission is of the view that the study on State Finances has not been able to focus on the basic objectives underlying such a study. In fact the Report need to incorporate objectives of Finance Study as in the TORs.

**DISTRICT SPECIFIC OBSERVATION ON COST ESTIMATES (SIX DISTRICTS ONLY)**

**General :** The costing in case of all the 17 District Plans and the State Component Plan has been done starting from the year 1998-99 onwards. This perhaps needs reconsideration and may be done from 1997-98 onwards as the DPEP III is envisaged from the year 1997-98 itself.

Vaishali	West Champaran	Ranchi	Muzaffarpur	West Singhbhum	Rohtas
<p><b>Teachers Salary :</b></p> <p>Costing for Additional Teachers has been done but the same has been mixed up with the costing for new teachers. Additional teachers are to be provided from 3rd year consequent upon increase in enrolment due to DPEP interventions. This needs to be looked into. Costing has been done @ Rs. 5000/- per month</p>	<p>- Costing for new teachers has been done from the very first year onwards. However, there is no mention as to whether these are additional teachers or not. In case these are additional teachers posts, then provision has to be made from the III year onwards.</p> <p>- Costing has been done @ Rs. 3500/- per teacher</p>	<p>- Salary of new teachers is being provided from the 2nd year onwards. There are probably Additional Teachers and provision for such teachers has to be made from 3<sup>rd</sup> year onwards.</p> <p>- Costing has been done @ Rs. 4140/- per month per teacher.</p>	<p>Salary of Additional teachers has been provided from the very first year itself. Additional teachers are to be provided from 3rd year onwards consequent upon increase in enrolment due to DPEP interventions. This needs to be looked into. Costing has been done @ Rs. 5000/- p.m. per teacher.</p>	<p>- Salary of Additional Teachers has been provided from the 2nd year onwards. This, however, should be from the 3rd year onwards.</p> <p>- Costing has been done @ Rs. 3500/- p.m. per teacher.</p>	<p>- Salary of Additional Teachers has been provided @ Rs. 4400/- per month per teacher from the very 1<sup>st</sup> year; Provision for salary of such teachers needs to be made from 3<sup>rd</sup> year onwards as per DPEP norms. This may be looked into.</p>

<p>per teacher. In some other districts this has been done @ Rs. 4400 / Rs. 3500 p.m.</p>					
<p><b>Honorarium to S.P. Teachers :</b></p> <p>Honorarium to SP teachers has been provided @ Rs. 1200/- p.m. from the very first year itself, which is incorrect. As per the scheme, an SP Teacher would get Rs. 700/- p.m. during the first six month and Rs. 1200/- thereafter subject to satisfactory performance. This may be looked into and costing redone accordingly.</p>	<p>- The provision for Hon. to SP Trs. has been made @ Rs. 1200/- p.m. from the very first year itself. This is not as per the SP scheme. Provision for Hon. to SP teachers need to be @ Rs. 700/- p.m. during first six months and Rs. 1200/- p.m. thereafter subject to satisfactory performance. This needs to be looked into and proper recosting done.</p>	<p>Provision for Hon. to S.P. Teachers has been made @ Rs. 800/- per month per SP Teacher. This is different from the provisions of scheme of S.Premi proposed by GOB i.e., Rs. 700/- during 1st six month &amp; Rs. 1200/- p.m. thereafter subject to satisfactory performance. This may be looked into and the costing rectified accordingly.</p>	<p>This has been costed for @ Rs. 1200/- p.m. from the very first year itself, which is incorrect. As per the scheme, an SP Teacher would get Rs. 700/- p.m. during the first six month and Rs. 1200/- p.m. thereafter subject to satisfactory performance. This needs be looked into and recosting done accordingly.</p>	<p>- Provision has been made for SP teachers @ Rs. 1500/- p.m. per teacher from the 2<sup>nd</sup> year onwards. - This is on the high side vis-a-vis provisions of the SP scheme. It needs to be looked into and re-costing done as per the scheme.</p>	<p>- Provision has been made for Honorarium to SP Teachers @ Rs. 1200/- from the very beginning. As per the SP Scheme, para teachers are to be paid @ Rs. 7000/- pm.m. during first six months and Rs. 1200/- p.m. thereafter subject to satisfactory performance. This provision needs to be recosted accordingly.</p>

<p><b>Opening of ECCE Centres :</b></p> <p>- A grant of Rs. 7320/- is proposed for Educational Material per ECCE Centre. No details, however, have been provided for the items proposed to be provided. Admissibility of such expenditure as per the DPEP norms needs to be looked into.</p> <p>- Rs. 500/- per centre has been proposed for Pre-Educational Kits. No details/write-up is available. This may be looked into from the DPEP norms angle.</p>	<p>- An amount of Rs.7320/- is proposed for Educational Material to ECCE centre. Details showing the items proposed, however, have not been indicated. This needs to be looked into from DPEP norms angle.</p> <p>- An amount of Rs. 500/- for centre has been provided for educational kits. No details / write-up, however, is available on this.</p>	<p>- An amount of Rs. 500/- per centre has been provided for educational kits for these centres, no details / write-up. is available on this.</p>	<p>- A grant of Rs. 7320/- is proposed for Educational Material for ECCE Centre. No details, however, have been provided for the items proposed to be provided. Admissibility of such expenditure as per the DPEP norms needs to be looked into.</p> <p>- Rs. 500/- per centre has been proposed for Pre-Educational kits. No details/write-up is available. This may be looked into from the DPEP norms angle.</p>		
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<p><b>Civil Works</b></p> <p>- A lump sum amount of Rs. 10 lakhs has been proposed for the repair of DIET. This is not permissible as repair of DIETs is to be met under the GOI-CSS of DIETs.</p> <p>- <b>Toilet/Drinking Water Facilities :</b> Toilets and Urinals are proposed @Rs. 18000/- and Rs. 3000/- each while drinking water facility is to be provided @ Rs. 5000/- per school. In case of Muzaffarpur Drinking water facility is being provided @ 3500/-.</p> <p>Why difference in</p>	<p>- <b>Toilet / Drinking &amp; Water :</b> (I) Drinking water facility is envisaged @ Rs. 3000/- per school. This seems to be okay. (II) Toilet facilities are envisaged @ Rs. 18,000 per school. These estimates seem to be okay.</p>	<p>- <b>Compound Wall :</b> Compound wall is being proposed @ 15000/- per school. This is not allowed under the DPEP scheme and hence need to be looked into.</p> <p>- <b>BRC Building :</b> BRC Building has been proposed @ Rs. 7.00 lakhs. In case of most of the districts this has been proposed @ Rs. 5.9 lakh. This needs to be looked into.</p>	<p>- An amount of Rs. 8.50 lakhs has been provided for maintenance of building @ Rs. 1.70 lakhs per annum from the very first year. Maintenance fund is perhaps admissible from the 3rd year onwards.</p> <p>- <b>Toilet / Drinking Water :</b></p> <p>(i) <b>Toilet :</b> Toilet and Urinal facilities are proposed @ Rs. 18000/- and Rs. 3000/- respectively per school.</p> <p>(ii) <b>Drinking water facility is proposed</b> @ Rs. 3500/- per school. In case of West Champaran this has been proposed @ Rs. 3000/- per school.</p>	<p>- <b>Toilet /Drinking Water / Urinal</b></p> <p>(I) Toilets and Urinals have been proposed @ Rs. 18000/- and Rs. 3000/- per school. This seems to be okay.</p> <p>(II) Drinking water facilities, however, have been proposed @ Rs. 25,000/- per school. This is on very high-side as compared to other districts where it is Rs. 3000-Rs. 5000. This needs to be</p>	<p>- <b>Mahile Kutir Construction :</b> 20 nos. of Mahila Kutors are proposed to be constructed for an amount of Rs. 10 lakhs @ Rs. 10 lakhs per Kutir. This perhaps should be Rs. 50,000/- per Kutir. The mistake may be rectified accordingly.</p> <p>- <b>Additional Room :</b> Additional Rooms are proposed @ Rs. 0.5 lakhs per room. This needs to be checked up as in case of other districts this is being proposed @ Rs. 1 lakh per room.</p> <p>- <b>Toilets :</b></p>
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<p>Unit cost? May be due to the water level / soil conditions. This needs to be looked into.</p> <p>- Maintenance cost for Civil Works has been provided from the 2nd year onwards. This should be from the 3rd year onwards as per the DPEP scheme.</p>			<p>This needs to be looked into to ensure uniformity. However, soil condition/water level need to be kept in view.</p>	<p>looked into and costing redone accordingly to ensure reasonableness of estimated costs.</p>	<p>Construction of 2 toilets and 1 toilet is proposed in the 460 and 340 schools during the project period. This target seems to be on high side and need to be viewed from the angle that in Rohtas such toilets were also constructed under BEP during the period 1991-92 to 1995-96.</p>
<p><b>Awards to VECs/School/CRCs for Good Performance</b></p> <p>Provision has been made for awards to schools/VECs/CRC for best performance. This is contrary to DPEP scheme. Such an award is</p>	<p>Provision has been made for Awards to schools at Block and CRC level @ Rs. 10000/- and Rs. 2000/- per school. As per DPEP scheme such awards are allowed</p>	<p>- Provision has been made for the best school for its performance @ Rs. 10,000/- such awards are allowed only at Block level as per the DPEP scheme.</p>	<p>Provision has been made for awards to schools/VECs/CRC for best performance. This is contrary to DPEP scheme. Such an award is permissible only at</p>	<p>Award @ Rs. 1000/- per school has been proposed at CRC level. As per DPEP scheme, the provision of awards exists at BRC level. This may be looked into</p>	<p>- Awards have been proposed for VECs at Block/CRC level @ Rs. 20,000/Rs. 10,000. As per DPEP guidelines such awards are allowed at Block level only.</p>

permissible only at the Block level. This may be looked into.	only at BRC level. Hence the provision needs recosting as per the guidelines.		the Block level. This may be looked into.	and the costing redone accordingly.	- Awards have also been provided for Teachers in kind @ Rs. 1000/- per teacher at block level. This needs to be looked into w.r.t. DPEP guidelines which do not provide for any such awards.
<b>Grants to NGOs :</b>  Rs. 50,000 have been provided for NGOs support per year from the IInd year onward. This needs to be re-examined w.r.t. provisions of DPEP scheme			Rs. 50,000 have been provided for NGOs support per year from the IInd year onward. This needs to be re-examined w.r.t. provisions of DPEP scheme		
<b>Strengthening of DIET</b>  - Under DPEP, only augmentation of DIET is envisaged. The costs provided		(a) Under DPEP, only augmentation of DIET is allowed. Salaries of Principal, faculty	Under DPEP, only augmentation of DIET is envisaged. The costs provided in the district plan		

<p>in the district plan need to be looked into w.r.t. the DPEP norms. Repair and maintenance are to be met under the normal DIET scheme.</p>		<p>and other staff members and are to be met under the normal GOI DIET scheme. This may be looked into.          (b) Provision has been made for Fax Machine, Cordless telephone, Vacuum Cleaner, Air-conditioner, Aqua Guard, Water Cooler, Fire Protection equipment. This is not allowed under the DPEP scheme and as such need to be looked into keeping in view the provisions of the existing DIET scheme.          Provision has also been made for POL and maintenance of Vehicle @ Rs. 1.60 lakh year. This</p>	<p>need to be looked into from the DPEP norms angle. Repair and maintenance of buildings is to be met under the existing DIET scheme.</p>		
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		seems to be on a high side. In some districts this has been provided @ Rs. 0.6 lakhs/year. This may be looked into.			
<b>Management Strengthening of DPO</b>		<b>Equipment at DLO :</b>			
<p>- A total of 56 personnel are envisaged at the district level for management of the programme. This seems to be beyond the DPEP norms and need to be re-examined accordingly.</p> <p>- 4 vehicles are envisaged at DLO which is beyond DPEP norms. This needs to be re-examined as per the DPEP scheme.</p>	<p>- A total of 56 personnel are envisaged at the district level for management of the programme. This seems to be beyond the DPEP norms and need to be re-examined accordingly.</p> <p>- Vehicle Maintenance/Repair is envisaged @ Rs. 1.25 lakhs per year per vehicle. This seems to be on high side and need to be</p>	<p>- A total of 56 personnel are envisaged at the district level for management of the programme. This seems to be beyond the DPEP norms and need to be re-examined accordingly.</p> <p>- Provision has been made for Vacuum cleaner, Emergency light, Video Camera, Cordless Phone, Pager, Camera, etc.</p>	<p>- A total of 56 personnel are envisaged at the district level for management of the programme. This seems to be beyond the DPEP norms and need to be re-examined accordingly.</p> <p>- Provision has been made for Water Filter, Camera, Generator, Vacuum Cleaner at DLO. These items have to be looked</p>	<p>- A total of 56 personnel are envisaged at the district level for management of the programme. This seems to be beyond the DPEP norms and need to be re-examined accordingly.</p> <p>- Management pattern at District level and need to be looked into accordingly.</p> <p>- Vacuum Cleaner and Fire Protection Equipment are being proposed. These also need to</p>	

<p>- Camera, Generator and Vacuum Cleaner are being proposed for DPO and DIET besides other items. These may be looked into from DPEP norms angle.</p>	<p>looked into.</p>	<p>These provisions need to be looked into with reference to DPEP norms.  - 4 vehicles have been provided @ Rs. 4 lakhs per vehicle at DLO. This needs to be looked into with regard to DPEP norms.  - Maintenance and Fuel charges have been provided @ Rs. 1.25 lakhs/vehicle at DLO. This seems to be a bit on high side and needs to be looked into.</p>		<p>into from the DPEP norms angle.</p>	<p>be looked into w.r.t. DPEP norms.  - Vehicle running expenditure has been provided @ Rs. 2 lakhs per year. This seems to be quite on high side. Besides, an amount of Rs. 2 lakhs / year has also been provided for Repair &amp; Maintenance of Equipment and Vehicle. This needs to re-examined to avoid duplication of costing.  - In DIETs again, vehicle running expenditure @ Rs. 1 lakh per year and vehicle/equipment maintenance @ Rs. 0.5 lakh/year have been provided. This needs to be re-examined to avoid</p>
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					duplication of costing.
<b>Supplies To BRCs/CRCs</b>					
Items like Generator, Duplicator, Bicycle do not seem to be as per DPEP norms. These need to be looked into.		Items like Generator, Duplicator, Bicycle do not seem to be as per DPEP norms. These need to be looked into.	Items like Generator, Duplicator, Bicycle do not seem to be as per DPEP norms. These need to be looked into.	Provision has been made for Generator and water filter at BRC. This needs to be looked into as per the DPEP provisions	
<b>Camp Schools</b>					
It is a new innovation envisaged for Raghapur Block which is surrounded by the river Ganges, on all sides. May be tried on experimental basis.					
<b>Mahila Samakhya</b>		- 5 Mahila Shikshan Kendras @ Rs. 3.53 lakh Kendra have been proposed.	- 2 Field centres at a cost of Rs. 3.5 lakhs each are proposed. DPEP	- Provision has been made (Rs. 250 lakhs for 5 year period) for MS in	- Provision has been made for grants to MS (Rs. 269.475 lakhs for 5

		However, the unit cost for MSK has been indicated as Rs. 2.5 lakhs. This needs to be looked into. Also the need for 5 MSKs has not been justified.	norms perhaps do not permit such Field Centres under MS. This has to be looked into from DPEP norms angle.	the District Plan. However, details of various activities are not indicated under this component. This may be done accordingly.	years). However, no details of activities have been provided. These details need to be incorporated in the costing table.
Micro-planning		Although the unit cost for Micro-planning has been shown as Rs. 1000/- per village, the costing has been done @ Rs. 2000/- per village.			
		<b>NFE</b> In case of Ranchi TLM has been costed for @ Rs. 2000/- per NFE centre. For Muzaffarpur it is Rs. 3500. There has to be some uniformity in such	Provision has been made for Institutional Material to NFE centres @ Rs. 3500/-. In case of Ranchi district it is @ Rs. 2000/-. Why different unit cost		



		matters.	are being adopted for the same thing. There has to be some uniformity in such cost estimates.		
<b>Ashram School</b>		<p>- Ashram School building has been proposed at a cost of Rs. 13 lakhs during the project period. The cost also seems to be on high side. In case of W. Singhbhum district, Ashram School has been proposed @ Rs. 9 lakhs.</p> <p>- Provision for salary to teacher in Ashram School has been made @ Rs. 3800/- p.m. which is on high side as compared to W. Singhbhoom district. This needs to be looked into.</p>		<p>- Ashram School building in W. Singhbhum has been provided @ Rs. 9 lacks. Rs. 28000/- for drinking water facility, and Rs. 21,000/- for toilet/urinals.</p> <p>- Provision for Honorarium has been made for Ashram School Teacher @ Rs. 1500/- p.m. per teacher from the 2<sup>nd</sup> year onwards. This seems to be okay.</p> <p>- There need to be some sort of convergence with the welfare</p>	

		<p>- Rs. 750 per month per child have been provided for monthly expenses in Ashram School. This is too high vis-a-vis GOI rates which is Rs. 100/- per child per month while in Gujarat it is Rs. 225/- per child p.m. This has also to be looked into by GOB from the sustainability angle.</p>		<p>Department of GOB who may undertake construction of building for the Ashram School.</p>	
<p>Newsletter for BRC</p>		<p>- Newsletter at BRC has been proposed from IInd year. It is a monthly Newsletter. Provision has also been made for Newsletter (Quarterly) at DIET level. Unit costs, however, have not been provided for these in the costing</p>			

		table. This may be indicated.			
<b>Furniture to New School</b>  - Furniture to New Schools has been proposed @ Rs. 5000/- per school	- Furniture to new schools has been proposed @ Rs. 5000/-	- No provision for furniture for New Schools has been made.	- Furniture to new school is @ Rs. 5000/-	- Furniture to new schools has been provided @ Rs. 10,000/- It should be @ Rs. 5000/- as in the case of other districts.	
<b>Incentive to VEC for Construction of AS</b>  				- Provision has been made for Incentive to VEC for construction of AS. This is not as per the BPEP scheme and needs to be locked into.	