



BIHAR EDUCATION PROJECT

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**DEPARTMENT OF EDUCATION
GOVERNMENT OF BIHAR,
PATNA**

AND

**GOVERNMENT OF INDIA
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF EDUCATION)
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ABBREVIATIONS

AE	Adult Education
AEC	Adult Education Centre
BEP	Bihar Education Project
DIET	District Institute of Education & Training
DIU	District Implementation Unit under (Mahila Samakhya Programme)
DRU	District Resource Unit for Adult and Non-formal Education
DTF	District Task Force
DWCRA	Development of Women and Children in Rural Areas
ECCE	Early Childhood Care & Education
ECL	Early Childhood Learning
EFA	Education for All
ICDS	Integrated Child Development Services
IPCL	Improved Pace and Content of Learning (in NLM)
JSN	Jana Shikshan Nilayam
MLL	Minimum Levels of Learning
MSK	Mahila Shikshan Kendra
MTF	Mission Task Force (State Level)
NAEP	National Adult Education Programme
NCERT	National Council of Educational Research & Training
NFE	Non-formal Education
NGO	Non-Government Organisation
NIEPA	National Institute of Educational Planning & Administration
NIPCCD	National Institute of Public Cooperation & Child Development
NLM	National Literacy Mission
NPE	National Policy on Education, 1986
OB	Operation Blackboard
POA	Programme of Action (for NPE)
RFLP	Rural Functional Literacy Project
SAEP	State Adult Education Programme
SCERT	State Council of Educational Research & Training
SIET	State Institute of Educational Technology
SC	Scheduled Caste
ST	Scheduled Tribe
SK	Shiksha Karmi
SWRC	Social Work & Research Centre, Tilonia
UPE	Universalisation of Primary Education
UEE	Universalisation of Elementary Education
VEC	Village Education Committee

GLOSSARY OF HINDI TERMS

<i>Ashram Shala</i>	A residential school in a tribal milieu
<i>Gram Sabha</i>	An assembly of all citizens of a village
<i>Jana Shikshan Nilayam</i>	Literally, a 'Home for Community Education'; a Library-cum-continuing Education Centre for 4-5 villages
<i>Mahila Samakhya</i>	Literally, 'women speaking as equals'; a programme of Women's Development and Education being implemented in Gujarat, Karnataka and Uttar Pradesh
<i>Mahila Shikshan Kendra</i>	A residential centre for Women's Education
<i>Mahila Samooh</i>	A women's group/collective
<i>Panchayat</i>	A village level body of elected representatives
<i>Prerak</i>	Literally, a 'Motivator', a supervisor as well as person in charge of a Jana Shikshan Nilayam
<i>Sahyogini</i>	Literally, 'one who assists or cooperates'; a woman worker who provides guidance and support to about 10 Shiksha Sathins
<i>Sankul Pustakalaya</i>	A cluster-level library
<i>Shiksha Sathin</i>	Literally, a 'Woman Comrade in Education'; a woman educational worker at the village level, also concerned with organisation of women's collective
<i>Shiksha Karmi</i>	An educational worker

BIHAR

Districts



1.1 Bihar is the seat of one of the oldest civilisations in the world. Its tradition of learning and culture has made India a respected name among scholars, while the sacrifices of its people during the freedom movement have earned the state a respectable place in Indian history. Bihar has come to be regarded as a challenge, and it is believed that if you can achieve something in Bihar, you can do it anywhere else in India. Its social system is stratified into manifold layers on the basis of class, caste, gender, etc. Feudal and *zamindari* values persist, reinforcing social inequalities and the power structure. Gross discrimination is practised, and atrocities are committed on the “lower castes” and tribal communities. The position of women of poor families is among the lowest in India, with high maternal and infant mortality rates, very low level of literacy, and exclusion from public affairs. They lack access to skills and inputs and often suffer from an overpowering fear, release from which is essential for any economic or social change. The state also suffers, perhaps more than any other in the country, from an environmental crisis.

1.2 Almost all educational indicators in Bihar are negative. It has one of the lowest enrolment ratios, particularly among the women and the poor, and its dropout rates at the primary level are the highest in the country. The educational infrastructure has become degraded; there are reports of large-scale teacher absenteeism, mismanagement of adult and non-formal education programmes, and administrative apathy.

1.3 There are, however, some positive indicators. There is a visible disaffection among Bihari youth with the way things are, leading to the formation of a large number of voluntary agencies and activist groups, which are doing good work. The teachers’ organisations have shown vitality, fighting not only for teachers’ rights but also evincing interest in improvement of the educational system and the involvement of the masses in educational reconstruction. There is no dearth of dedicated teachers and public-spirited people. The Government of Bihar is willing to meet the situation and bring about necessary changes in the management structure.

2.1 Essentially, the goal of the Bihar Education Project (BEP) is to bring about a driving force in the state through educational reconstruction. A change in the educational situation will then bring improvement in all spheres, and the atmosphere of despair, cynicism, and violence will give way to a firm determination to deal with the environmental, social, cultural, and gender issues.

2.2 Within this framework, the specific goals of the Project are as follows:

- (a) Universalisation of Primary Education, viewed as a composite programme of access to primary education for all children up to 14 years of age; universal participation till they complete the primary stage through formal or non-formal education programmes; and universal achievement at least of minimum levels of learning.
- (b) Drastic reduction in illiteracy, particularly in the 15-35 age group, bringing the literacy level in this age group at least to 80%, ensuring that the levels of the 3-Rs are functionally relevant.
- (c) Modification in the educational system to serve the objects of equality for women and their empowerment.
- (d) Making necessary intervention to provide equal educational opportunity to adults and children belonging to the "lower castes", ethnic communities, and the poorest sections of society.
- (e) Relating education to the working and living conditions of the people, improving thereby their ability to cope with problems of livelihood, environment, and mother and child survival.
- (f) Laying special emphasis in all educational activities on science and environment and inculcation of a sense of social justice.

2.3 The focus group in the Bihar Project will principally comprise educationally and economically deprived people. Consequently, women and girls, and the "lower castes", and ethnic and tribal communities (generally referred to as Scheduled Castes and Scheduled Tribes), will be the focus groups.

3.1 For too long we have relied upon the natural urge of the people to educate their children. We believe that if schools are provided, parents will send their children there. Initially, the education system attached too much importance to enrolment, educational progress measured mainly by the percentage of enrolment in the relevant age group. Then, somewhere in the sixties, it was realised that a majority of the children were dropping out before they completed primary education. The Education Commission (1964-66) laid emphasis on retention, assuming that if children remained in school, they were bound to learn.

3.2 Conventional wisdom governs public affairs in our country, even more so Education, traditionally a concern of families, charitable institutions, and government itself. A pre-condition of the success of BEP, even on a modest scale, is a willingness to question assumptions, for example, the following:

3.2.1 that schooling is the most appropriate form of providing primary education, and that non-formal education programmes cannot provide education of comparable quality;

3.2.2 that there is a correlation between the level of educational qualifications and the duration of training of teachers on the one hand and the quality of education on the other;

3.2.3 that teachers are politicised; therefore no significant change can be made in their conduct and effectiveness;

3.2.4 that government alone has the responsibility for educating the people, that there are large-scale malpractices in privately run institutions, that since there is a small number of voluntary agencies they cannot take the responsibility for a substantial part of educational programmes;

3.2.5 that government cannot function with flexibility and innovativeness, has little desire to treat voluntary agencies as partners and cannot create means of

involving of creative individuals (as individuals), and on the whole cannot instil a missionary spirit amongst the teaching staff and the society.

3.3 These assumptions are based on what people have seen and observed. Yet, we cannot bring about a change in the system without questioning these assumptions, without finding different methods, techniques, and strategies of planning and implementing the educational programmes. The most important thing about these strategies is that at this stage it is possible to outline only some broad approaches, leaving it to time and experience to give them shape. In the following paragraphs the main principles of the new strategy for educational reconstruction have been outlined.

3.4 *Holistic View of Education:* The most significant aspect of the new strategy envisaged under BEP is to view education as an instrument of social change, as a means of reducing inequalities, and as the most important investment in people, and therefore in national development. Such a holistic view of education would call for a systematic revamp of the entire content and process of education, with significant implications for teacher training, planning, and management.

3.5 *Involvement through Understanding:* BEP must forge alliances with people who can help make it successful. These include

- political parties of all hues;
- teachers, organisations;
- concerned departments, offices, government officers;
- employers and trade unionists;
- voluntary agencies and activists groups;
- institutions of secondary and higher education.

This involvement should be based on a proper understanding of BEP and by creating trust and confidence in people giving it shape.

3.6 *Teacher First:* In Bihar there are over 200,000 elementary school teachers and nearly 100,000 instructors in adult and non-formal education. The whole emphasis of the programme has to be on teachers/instructors—recognition of the centrality of their position in the BEP, improvement of their performance and participation in the planning and management at all levels. The main effort will be to create conditions for teachers *to be*.

3.7 *Woman's Empowerment:* In the sense that women in Bihar, like other parts of the country, are powerless, any measures which reduce their powerlessness can be

considered as acts of empowerment. However, in the context of BEP, empowerment is seen as providing to women opportunity and conditions in which they may take the opportunity to articulate their demands and problems in a structured manner, enabling them to reflect on their predicament critically, and to exercise collective pressure in the family and the society to change the situation. All processes, programmes, and activities under BEP will be informed by this approach.

3.8 Equity: While women's empowerment is the crucial test of all programmes under BEP, other deprived sections of the society—bonded labour, scheduled castes, scheduled tribes, landless agricultural workers, etc.—also should get a fair deal. Equity means not only equal opportunity, but also the creation of conditions in which the deprived can avail of the opportunity. Moreover, it must also create an attitude of egalitarianism and social justice among all workers and learners.

3.9 Harnessing Institutions of Proven Quality: There is a large number of excellent voluntary agencies, educational institutions, research institutions and institutions connected with the media. The present isolation and non-involvement of these institutions has to be replaced by an active participation and willingness to maximise their contribution to basic education. Some institutions could also serve as resource institutions for training, development of teaching or learning materials, management, research, etc. (See box at the end of the chapter)

3.10 Enlarging the Quality Circle: A large number of educational institutions, voluntary agencies and activist groups are doing splendid work unknown to the government. The creation of new voluntary agencies should also be encouraged. Many teachers would like to take up innovative programmes. They must be able to do so. Artists, writers, media persons and other creative people have to be identified and provided a role in BEP. In addition, retired persons, ex-servicemen, and housewives, can make a valuable contribution. The most important involvement should be that of the youth, many of whom are disillusioned, but yet can join hands with others in implementing BEP.

3.11 Acknowledging "Non-educational" Initiatives: Persons working in the BEP cannot be blind to the social reality. The occurrence of a disaster—natural or manmade—must arouse BEP people to join hands with the forces of peace, sanity, and reconstruction. For example, if a positive force for communal harmony and national integration is to be created to counter the communal and disruptive

elements in Bhagalpur, BEP must come forward to support the training of youth, women and other people to create the counterforce. Likewise, there are several programmes which can have a synergic effect if they are taken up alongside the BEP programmes. These include ICDS, DWACRA, the Public Library system, programmes of environmental conservation, etc.

3.12 *Cadre Preparation:* We are envisaging (i) that the adult and non-formal education programmes will be revitalised by assigning to the instructor an activist role, and that the instructor would be supervised by *Preraks*; (ii) that there will be *Shiksha Sathins* at the village level to create conditions for increasing participation of girls and women; and (iii) that it would be possible to create at the village level a group or a committee to which the basic education programmes would be accountable and which, in turn, would provide necessary assistance for better performance of these services. These expectations can be fulfilled only if there are trained and committed cadres. Some of these cadres will serve as functionaries, but many would work on a purely voluntary basis. Raising these cadres, maintenance of contact with them, nurturing them and educating them further and using them for the furtherance of the objectives of the BEP would comprise an important part of the strategy.

3.13 *Participatory Planning and Implementation:* There has been too much talk in India about the participation or involvement of functionaries and beneficiaries. The situation, however, has not materially changed, and we still have top-down, paternalistic, authoritarian styles. A number of tactical measures will be taken to move from the present situation to genuine, active participation:

- of adult learners in literacy programmes with the help of a new pedagogy;
- of parents to ensure that children are enrolled in the primary education programmes and benefit from it;
- of teachers, by giving to them responsibility for the content and process of education and also by fully involving them in management;
- of the community, with the help of trained cadres;
- of voluntary agencies in management.

3.14 *Not Management, But Mission:* In a sense good management is like a mission, except that while management relies on controls, pressures, and monitoring, the driving force in a mission is the personal, even emotional, commitment of the people involved. At the operational level, a mission must also exercise check and

control to ensure efficiency, and keep an eye on outputs; but at another level a mission has to be decentralised; participatory, flexible, and innovative. It must desegregate tasks and assign them to specific individuals, groups of individuals or institutions, to be achieved in a time-bound manner.

3.15 *Beginning with Demonstration:* Time must not be lost to achieve as much as possible, as early as possible. But it is more important to start after thorough planning, taking into account obstacles, disabling factors, and to demonstrate success. The start also cannot be too small, because it would be written off as a non-event. A beginning could be made, illustratively, with

- all programmes being attempted in a few blocks of three districts;
- enabling 100 voluntary agencies to optimally plan and implement their programmes in compact areas;
- involving 500 “persons”, and creating their network mutually or with agencies or programmes;
- selecting 10 NFE and AE projects each for a complete overhaul.

3.16 *An Open Project:* Often persons implementing a project tend to treat a project document as sacred. This project document should not be treated as final. It is intended to start a dialogue on Bihar’s educational reconstruction, for making a start with planning and implementation, as the basis for seeking financial support. It will call for subsidiary projects, a critical appraisal, correction of errors, incorporation of new vision and possibilities. The project will evolve as we move. Meanwhile, even before the project document is finalised and appraised, action will start in all earnest.

Illustrative list of Resource Institutions and activities which may be taken up by them

1. Xavier Labour Research Institute, Jamshedpur.
Management support
Programme evaluation
 2. Birla Institute of Technology, Mesra.
Improvement in teaching of Science and Maths
Reorientation of teacher educators
 3. Xavier Institute of Social Sciences, Ranchi
Training of senior-level AE or NFE personnel
Improvement in teaching of social sciences
 4. SCERT
Curriculum development
Training of supervisory personnel
Material production
 5. DEEPAYATAN
Training of AE or NFE personnel
Curriculum and materials for AE or NFE
Environment building material
 6. SIET
Media support
Production of teaching aids
 7. Institute of Rural Industrialisation, Ranchi
Vocational education
Training in entrepreneurship
 8. Central Mechanical Engineering Research Institute
Improvement in teaching of Science and Maths work experience
 9. Faculty of Education, Patna University
Training of teacher educators
Resources support to DIETs
- In addition, there could be several other institutions, e.g.,
- INSAN School
 - RK Mission
 - RIT
 - AN Sinha Institute
 - Ravi Bharati

4.1 The principal objective of BEP is to create conditions for universal primary education (UPE). In the making of the Eighth Five Year Plan the various components of UPE got defined. They are:

4.1.1. *Universal Access*: This presupposes that a primary school or an NFE centre is available to all children within a walkable distance and that they are able to join it. Effort has to be made to ensure that universal access to primary education becomes possible for all children of Bihar by 1995.

4.1.2. *Universal Participation*: Access by itself does not ensure participation. The dropout rate at classes I-V level in Bihar is about 65% as against just below 50% for the whole country, and the dropout rate between Class I and VIII is about 80% as against the national rate of about 70%. Universal participation implies not only that all children who start primary education continue till the end of the stage but also that their participation is active and regular. The goal for 1990-95 should be the reduction of the dropout rate at the primary level from 65% to 45%. This is not an overall target, but should be achieved by each block and each identifiable social group, such as women and scheduled castes and scheduled tribes.

4.1.3 *Universal Achievement*: There are not many studies which compare the actual achievement of students who pass Class V or Class VIII with the expected levels. In the critical subjects of Hindi and Mathematics, the achievement in a vast majority of schools is likely to be far lower than the expected level. Learning and achievement orientation in cognitive as well as noncognitive areas will have to be introduced to the entire primary education system. A reasonable minimum level of learning will be laid down and effort made to ensure that all children achieve that level when they pass Class V in the primary school or its corresponding stage in non-formal education.

Universal Access

4.2 *Provision of Primary Education Facility*: At present about 95% of the children in the 6-11 age group are served by a primary school within a walking distance of 1 km.

However this estimate may be quite wrong and actual access to primary education is likely to be more difficult. "School mapping" has been discussed in the chapter on management. Through a "School mapping" exercise it will be possible to find out how many children can avail of the existing facility of school or non-formal education centre, but in all blocks of Bihar it will be necessary to increase the facilities for primary education. The measures which should be taken would include:

- (a) provision of a primary school in all large habitations, say of 200;
- (b) non-formal education centres for working children, practically one in every village;
- (c) *Shiksha Karmi* units in remote rural areas where schools cannot be opened;
- (d) provision of *Ashram Shalas* and low cost hostel facilities on a large scale for needy children, particularly neglected tribal groups (e.g. Pahariyas);
- (e) unserved habitations could also be provided with pre-primary-cum-lower primary units under the charge of a locally selected woman worker, in which case children could enter the formal stream in Class III or IV;
- (f) the number of upper primary schools will have to be increased to take the existing ratio, which is less than 1:4, to at least 1:3 with distinct preference to primary schools which provide access to scheduled caste or scheduled tribe families;

4.3 Girls' participation: A two-pronged strategy will be adopted for fuller participation of girls in primary education : measures for women's empowerment on the one hand, and widening of opportunities for girls on the other. The former has been dealt with in another chapter. Here we would confine ourselves enumerating measures to be taken for widening primary education opportunity for girls. The measures would include:

4.3.1 In towns and large villages which justify establishment of a second primary or upper school priority will be given to girls' schools. A second Primary school will invariably be for girls.

4.3.2 Keeping in view that parents are less resistant to sending girls to schools if there are women teachers, measures will be taken to increase the number of women teachers substantially. These would include:

- (i) reserving 75% seats in all TTIs for women;
- (ii) spatial distribution of candidates, particularly to give representation to

- rural areas, in selection of women;
- (iii) organisation of condensed courses on a very large scale (see *Mahila Shikshan Kendra*, annexe to the chapter of Women);
- (iv) relaxation of qualifications in appointment of *Shiksha Karmis*, and even teachers, to ensure the availability of women teachers in rural areas.

**Estimated expenditure for providing
access to all habitations in a block,
including school equipment**

(Rs. in millions)

S.No.	Item	Non-recurring	recurring
1.	New Primary Schools (5)	0.57	0.24
2.	Shiksha Karmi Units (15+30)	0.08	0.40
3.	NFE Centres (40)	0.04	0.44
4.	Other Instructional Modes	0.01	0.06
5.	Equipment to 50 Primary Schools (uncovered)	0.75	—
6.	Equipment to 50 Primary Schools already covered under OB	0.25	—
7.	Child Centre activities	—	0.05
Total		1.70	1.19

4.3.3. Measures will be taken to provide residential accommodation to women in rural areas, including

- (i) construction of women's hostels at central places in rural areas;
- (ii) provision of concessional loans to husband-wife teams deciding to live in rural areas;
- (iii) provision of accommodation for women teachers in the school building.

4.3.4 Special *Ashram Shalas* and low-cost hostels meant only for girls will be provided.

4.4 Provision of support services to relieve girls of household chores to enable them to attend schools will have to be planned in a co-ordinated fashion. While provision of early childhood care centres would form a part of BEP (this has been dealt with in another chapter) availability of drinking water, fodder and fuel will have to be taken care of by the concerned departments. The State Mission Task force will co-ordinate with the appropriate departments and try to concentrate efforts in the districts taken up under BEP.

4.5 *Working Children:* Work by children, by itself, need not attract disapproval. We have a tradition of children assisting the family in work. It is mainly when work becomes mechanical, oppressive, and hazardous that it becomes unacceptable. Even more than in other parts of the country, Bihar has a high incidence of working children. The main categories of working children are:

- (a) bonded labour, which is widespread but often concealed;
- (b) street children and children in conditions of abuse—in recent years there have been disturbing reports of children being detained in prisons without trial, girls being sent to asylums and badly run “care homes”, mutilation of children, etc. A very large number of children work as head-loaders, rag pickers, hawkers, beggars etc.;
- (c) a large number of children continue to work in prohibited and hazardous occupations, in mining, factories, and occupations specifically declared hazardous for children's health.
- (d) children engaged in marginal economic activities—these include children employed seasonally in agricultural operations, domestic workers, children working in shops, restaurants, repair shops, etc.;
- (e) children engaged in family work—this is the largest category of working children and includes;

- girls compulsorily staying at home to look after siblings or to attend to household chores;
- children, mainly girls, fetching fuel, fodder and water;
- children tending cattle;
- children assisting in family agricultural activities such as sowing, threshing, scaring away birds and animals from corn fields, etc.

This work, though sometimes arduous, is generally not exploitative and is undertaken in a family situation, under the over all protection of the parents.

4.5.1 Although no quantitative data are available in respect of Bihar, it is estimated that the number of working children may be as much as four to five million. It is the duty of the nation, particularly of the state government, to liberate bonded children rescue street children and abused children and effectively implement laws prohibiting child work in hazardous occupations. Strong effort will have to be made through programmes of poverty alleviation, particularly rural employment, to enable families not to send children to work. As far as children who do household work, it should be possible to provide non-formal education convenient facilities and relevant education to them.

4.6 Scheduled Castes: The condition of scheduled castes continues to be a cause of distress. They are denied the right to productive resources, their due entitlement of wages, and are forced to work. Some occupational groups, viz. sweepers, scavengers and tanners, continue to live under subhuman conditions and are subjected to social discrimination. Scheduled castes people are developing an awareness, beginning to raise their voice. Through programmes of education, and participation in the movement for civil rights, BEP will commit all persons working and participating in it to a change in the present situation. The National Policy on Education 1986, and the Programme of Action have indicated measures which may be taken for the improvement of the education of the scheduled castes. Some additional measures to be taken under BEP would be:

- (a) Intra-scheduled caste disparities, as well as the low position of women and girls will be recognised and this recognition will serve as the strategy of dealing with SC people. Micro-level planning will be undertaken to identify the specially disadvantaged groups. Creation of cadres of persons selected from amongst them, especially women, with intensive training, may enable these people to make successful assertion for a just place in the social order.
- (b) New schools and NFE centres which are opened will be located in scheduled caste habitations.

- (c) Free text books, stationery and uniforms will be provided to all scheduled caste girls attending primary schools or non-formal education programmes.

**Estimated expenditure for providing incentives
to all Scheduled Castes girls attending Primary
Schools or NFE Centre**

<u>Expenditure per girl</u>	<u>Rs.</u>
1. Uniforms	100
2. Woollen sweater (once in two years)	30 (half cost)
3. Textbooks	20
4. Notebooks	20
5. Pens/Pencils	<u>10</u>
Total	<u>180</u>
Total number of SC girls in Bihar in the age Group of 6-11	7.2 lakhs
Annual expenditure per girl @ Rs. 180	Rs. 1296 lakhs or Rs. 130 million

- (d) Voluntary agencies, social activity groups and persons committed to the cause of improvement of the scheduled castes will be involved in the planning and implementation of programmes for SC.

4.7 Scheduled Tribes. Scheduled Tribes people in Bihar live mainly in the Chota Nagpur and Santhal Parganas Divisions. They use a number of tribal languages, the major ones being Santhali, Mundari, Oraon, and Ho. A variety of factors has

resulted in greater deprivation of tribals and their recessing into interiors—opening up of forest for settled agriculture, mostly by non-tribals; for mining; industrialisation; and setting up of power plants. The entire region is in the midst of a trauma of displacement and cultural shock.

4.7.1 A comprehensive packet of facilities and incentives will have to be provided to the scheduled tribes to enable them to go up to, and keep pace with, the level of the non-ST population. Some of these measures have been spelt out in NPE and POA. Some of the important measures to be taken under BEP are mentioned here.

4.7.2 The ST people have to be enabled to design and implement an educational programme which is in conformity with their expectations and cultural milieu. Different kinds of micro-level planning would be necessary for this purpose, because these will have to conform to the manner in which tribal communities are organised and structured. Some voluntary organisations, particularly those which have tribal people at the management level, can play an important role in this respect.

4.7.3 Based on the micro-level planning, it would be necessary to provide a wide range of educational facilities which would include:

- (i) Primary School (within easy reach);
- (ii) Non-formal Education Centres, or Night Schools;
- (iii) *Shiksha Karmi* Units;
- (iv) Composite pre-primary and lower-primary schools;
- (v) In scattered habitations it may even be necessary to appoint peripatetic instructors who may take care of a number of families either for a short time every day, or on alternate days.

4.7.4 The languages of the tribal people have to be the medium of instruction at the initial stages. CIIL has prepared learning materials for the initial stages for practically all the major tribal languages of Bihar, along with materials which would provide a bridge between the tribal language and Hindi. The material should be tested systematically. If, however, demand from the tribal community at the local level is to start instruction in Hindi, that too should be permitted.

4.7.5 A number of *Ashram Shalas* and low cost hostels, separately for ST boys and ST girls, should be established. It can be assumed that 20 new *Ashram Shalas* will be opened in the districts selected under this project.

**Estimated expenditure on an Ashram Shala for 200 students of Classes VI-X
and a low cost hostel for 60 students.**

A. ASHRAM SHALA

I. Non-Recurring Expenditure (Rs. in millions)

1. Civil Works

- i) School Building
- ii) Hostel
- iii) 5 Staff Quarters 2.0

2. Equipment

(for School and Hostel) 0.7

Total: (A) 2.7

II. Recurring Expenditure (per annum)

- i) Pay and allowances for Head Master, 5 Teachers, 1 Clerk, 3 Class IV Staff
- ii) Text Books, Uniforms and Board of Students
- iii) Contingencies 1.0

B. LOW COST HOSTEL

I. Non-Recurring Expenditure

- 1. Hostel
- 2. Staff Quarters (2)
- 3. Equipment 0.7

II. Recurring Expenditure (per annum)

- 1. Honorarium for Warden & Pay and Allowances for One Peon
- 2. Board for 60 Students for 9 Months
- 3. Contingencies 0.3

Table: (B) 2.0

4.8 Other Educationally Backward Groups: There is a large number of other educationally backward groups which require special attention. These include (i) educa-

tionally backward minorities; (ii) migratory people; (iii) physically and mentally handicapped persons, etc. Necessary recommendations in this behalf have been made in the document "Education for All by 2000."*

Universal Participation

4.9 The crux of a learning system is active and interactive participation of learners and teachers. In the context of EFA, universal participation implies:

- (i) Enrolment of all children and young adults who have access to education;
- (ii) Regular and punctual attendance in school or NFE programme, as the case may be;
- (iii) Retention till the course is completed; viz. till completion of primary education in school or NFE Centre; and
- (iv) Active participation in the learning process, including programmes meant for non-cognitive realms and self-study and home work, if necessary.

4.10 Enough attention is generally not paid by students and parents to participation, because (i) the primary education system is not demanding, (ii) parents do not fully realise its importance; (iii) the school set up is not attractive and the activities and the programmes are not child-centred; and (iv) parents feel that the children are not learning enough.

4.11 We have referred elsewhere to the importance of re-orientation and training of teachers. An attempt will be made to see that teachers work in schools with a sense of purpose. As far as the involvement of parents in school programmes is concerned, this would depend a good deal on the extent to which teachers involve the parents, and also on the success of micro-level planning. Through micro-level planning, to which we have already made reference, it should be possible to approach every family to mutually plan for the education of all children.

4.12 A large programme of school improvement will have to be taken up to improve children's motivation. This programme will comprise the following:

4.12.1 Provision of minimum buildings. We have to ensure that the target envisaged in Operation Blackboard, viz. provision of two reasonably large rooms usable in all weather, with a deep verandah, is ensured for every school.

* National Institute of Educational Planning and Administration, *Education for all by 2000—The Indian perspective*, 1990.

4.12.2 Operation Blackboard also envisaged the provision of minimum essential furniture, library, and equipment. In the context of the districts taken up under this project, the district Academic Council will take a fresh look at the list of recommended items. Assuming that 50% of the schools have already been provided with some equipment, a provision of Rs. 15,000 will be made for the remaining 50% of the schools and an additional Rs. 5,000 for the schools which have already been covered. The main emphasis in the provision of materials would be on materials which would be of real interest to children.

4.12.3 Additional teachers will have to be appointed to improve the teacher-pupil ratio, which at present stands at about 1:60. This will be done by (i) appointing additional teachers; (ii) converting 15 remote rural schools into *Shiksha Karmi* Units and transferring teachers of these schools to other schools.

4.12.4 *Contingency Fund for Teachers*: Operation Blackboard further envisages that Rs. 500 will be provided to every teacher as contingency fund. In fact, a good part of this money is diverted to non-contingency items such as repair of building, drinking water arrangement, construction of fence, etc. These facilities will have to be provided, according to certain norms and guidelines, from other relevant sources (e.g. the local community taking care of maintenance and funding, and the Drinking Water Mission for a potable water source in school), but a contingency fund of Rs. 500 will be provided to the teachers to organise child-centred activities and to introduce innovative learning techniques.

4.12.5 *School Health Programme*: With the help of the PHCs a comprehensive school health programme will be taken up. This programme will comprise (i) regular check up of children; (ii) making up nutritional deficiency to the extent possible — such as providing Vitamins A & D and Iodine; (iii) orientation of teachers to take care of ordinary problems faced by children; and (iv) emphasis on sanitation and cleanliness, and provision of safe drinking water.

Universal Achievement

4.13 A great deal of emphasis is being laid throughout the world to learning and achievement, and not just provision of facilities, enrolment, and retention.

4.14 In the context of Bihar we have to begin with a few assumptions, which even though universally applicable have a special relevance for the state. These assumptions are:

4.14.1 Although certain levels of learning are pre-supposed in the development

of curriculum and in the preparation of textual materials, they are undefined and non-measurable, and rarely is attention paid to the achievement of those levels.

Achievement at the primary level is generally very low. This is so in the cognitive areas, and non-cognitive areas are generally paid no attention.

4.14.2 Although the present situation is not happy, introduction of a proper system of evaluation and measurement, along with other measures and inputs, can significantly improve standards. An intervention in the educational system is not a simple process, and requires proper preparation and testing in the beginning on a limited scale.

4.15 NPE, while referring to the national system of education, envisages that minimum levels of learning will be laid down for each stage of education and that all students, irrespective of caste, location, or sex will have access to education of a comparable quality. The report of the Working Group on Elementary Education set up for the 8th Five Year Plan states that minimum levels of learning will be laid down for Classes III, V and VIII and that these will be expected to be achieved in NFE also, with such changes as may seem necessary. Without denying the importance of psycho-motor and affective domains, the report of the Working Group calls for achievement of higher competence in language and mathematics.

4.16 The new evaluation system will be started in the three selected districts of Bihar for the launch of BEP. While the national and state level agencies (NCERT, universities, SCERT, etc.) will provide technical guidance, the entire programme will be taken up with the full participation of the teaching community.

4.17 In this context there are some basic principles of evaluation which need to be reiterated:

- (a) Children learn at different paces, and this recognition is a prerequisite for the creation of a child-centred system of primary education.
- (b) There should be no detention at the primary stage.
- (c) Evaluation is an aid to learning, and special measures need to be taken to prevent it from degenerating into a traditional examination system which encourages rote and demotivates learning.
- (d) Evaluation should be comprehensive and continuous, and its nature should be criterion-based rather than norm-based.
- (e) The responsibility for evaluation of pupils must rest with teachers.

4.18 The process of introduction of the new evaluation system in the selected districts will be through a number of stages, which could follow the following lines:

I. In the first year rough and ready tools, in the preparation of which national and state academic agencies may help, will be developed to make an assessment of the present level of learning in language and mathematics. Even at the initial stage, the testing will be criterion-based, but the tools for evaluation will be simple, which can be administered by primary school teachers.

II. Simultaneously which the preparation of tools for assessment of the present levels, national and state level academic institutions would be asked to provide a “cafeteria” of MLL separately for Hindi and Mathematics. This would be transferred into a language which school teachers, and experienced NFE instructors, can follow. Each MLL will attempt to define, in a simple manner, the competence which children can be expected to master.

III. The District Academic Council will make a study of the “cafeteria” of MLL in relation to the outcomes of assessment of existing levels of learning and select the appropriate unit of MLL separately for Hindi and Mathematics. The national and state level academic institutions would be required to convert the selected MLLs into curriculum, in language that can be understood by teachers. The District Academic Council will examine whether the existing text books can be used for achievement of the MLLs. If not, alternative textual materials will be identified.

IV. A reorientation programme of teachers will be taken up to explain to them that this is not to judge them or their schools, or even their pupils. The sole purpose of the new evaluation system, it will be explained, is to serve as a means to understand the curriculum better, to define the competence to be achieved, to divide the learning process into units and to facilitate the overall teaching and learning process. Teachers will be encouraged to do their own exercises for assessment of the standards of their students, to design tests, to do their own exercises in laying down of MLLs, in developing curriculum, and the making and assessment of text books.

V. It may be found that a certain proportion of teachers themselves do not have the competence to help their pupils achieve MLL, or they may lack familiarity with methods which are not only content-related, but also competence-related. An intensive programme of training of teachers will, therefore, be pre-requisite for the introduction of MLL and testing MLL will be possible only in the blocks where such training can be organised.

4.19 Proper academic support will have to be created to give effect to the new evaluation system. When DIETs and their subcentres become operational, they would naturally take up this responsibility. The efforts of DIETs will have to be supplemented by the adoption of a district by a resource institution, such as the Regional College of Education, Bhubaneswar; SCERT; NCERT; university departments of education, etc. Voluntary agencies and persons having interest in this aspect of the programme could also play an important role. Besides school complexes, headmasters and teachers of secondary and higher secondary schools could be very useful.

4.20 For the present, attention may be concentrated on achievement of competence in language and mathematics. In course of time it should be possible to go beyond these subjects and include not only other cognitive areas but also non-cognitive areas. Different kinds of evaluation techniques may have to be used for this purpose. But that too will form an integral part of the new evaluation system.

5.1 Non-formal Education has become an inseparable part of the primary education system in our country. According to the latest reports, there are nearly 240,000 NFE centres in the country, each with an enrolment of about 20 children. The corresponding figures for Bihar are 41,500 NFE centres and an enrolment of about 705,000, accounting for approximately 10% of the enrolment at the corresponding stage in the formal system.

5.2 The estimated population in Bihar at the 6-11 age group is estimated to be 10 million. Although the gross enrolment ratio at the primary stage is 81% (107 for boys and 54 for girls), the dropout rate between classes I and V is about 65%. Keeping in view the incidence of child labour and other relevant factors, it can be safely predicted that nearly 40% of the children in the 6-11 age group will have to be provided primary education through non-formal modes. This means an increase of enrolment in the non-formal education programmes from 70 million to about 4 million — a formidable task.

5.3 Before we set out the new design of non-formal education programme in the state, it may be appropriate to make a brief review of the existing programme. On the basis of the statewide evaluation carried out in 1985 by NCERT and NIEPA, it can be stated that NFE programme has come to be recognised as an integral part of the primary education system. The rather unrefined achievement tests undertaken by NCERT also show that the achievement of competence in language through NFE programmes was practically as good as that achieved through the formal education system, and that achievement in mathematics was only marginally less in NFE. At several places project officers, supervisors, and instructors are doing splendid work in the state and 30 voluntary agencies have been running good quality NFE programmes with government assistance (in addition to a number of other agencies which are running the programme with funds obtained from other sources).

5.4 Deficiencies: On the other hand, the data obtained from the state government and field agencies, and the impressions formed during field visits, go to show that

there are grave weaknesses in the programme. Some of the important problems are:

5.4.1 On the whole, there is lack of confidence in NFE. The state government treats it casually, and there is lack of trust among functionaries and families of children who are supposed to benefit from it. This lack of confidence is shared by a wide section of society which views it as a second-rate programme for the poorer section of the society.

5.4.2 There are personnel problems — staff are not selected on the basis of merit, their training is so insufficient that instructors follow the methods by which they were taught, rather than a method which is suitable for NFE. The same can be said of the supervisory personnel.

5.4.3 There are procedural hassles, such as extraordinary delays in the release of funds for salaries of instructors and procurement of materials. The supply of learning material is delayed and there are frequent reports of corrupt practices.

5.4.4 Academic questions have received little attention. Nothing has been done to ensure that the level of achievement is comparable to primary schools. There are no differentiated curricula or learning materials and practically no system of learner evaluation. Unlike Adult Education, for which there is a well established State Resource Centre, there is practically no technical resource support system in NFE.

5.4.5 Enough attention has not been given to the need for further education of children — in the absence of equivalence (even in language and mathematics) between the formal and non-formal education systems, there is naturally no system of certification and the procedure for admission to Class VI in schools has not been laid down. There are few NFE centres at the upper primary level, and their functioning is perhaps even less satisfactory than that of the primary level.

5.4.6 The administrative support system is inadequate for the tasks. The State Directorate remains preoccupied mainly with Adult Education, district level structures are weak and project planning is yet to take shape.

5.5 On the whole it would be fair to say that the organised non-formal education programme does not yet hold any promise of fulfilling one's expectations. It needs complete reorganisation.

5.6 Facing the Challenge: The main challenge as well as the opportunity before NFE is in the nature of its clientele and the extraordinarily difficult pedagogical issues. The clientele of NFE comprises working children and girls who are engaged in household chores. Their work makes it difficult for them to go to schools. These children, however, have their own strengths, they are confident, have various kinds of skills and knowledge, and in spite of the fatigue from work, they are generally found to have a strong motivation to learn. On the other hand, a programme, in which pupils spend only a third of the time learning what the formal, full time, system tries to achieve, seems an attempt at the impossible. The problem is aggravated because the instructor is often underqualified, his or her training is short, and the learning environment (generally speaking at night with lanterns) is not conducive to learning. The difficulties become insurmountable by the unwillingness of the government to invest enough funds for NFE — the general hope that primary education can be provided cheaply is nowhere as strong as in the administration of NFE.

5.7 The new NFE programme must take into account the present strengths and weaknesses, the vitality of the client group and the inherent teaching or learning difficulties.

5.8 The New Teaching/Learning System: It seems appropriate to begin by recalling some of the characteristics of NFE:

- In terms of cognitive learning, NFE is expected to be comparable with the corresponding stage in formal education.
- It has flexibility to adjust curriculum and textual materials to the needs and interests of the learners.
- Its total duration is generally shorter than in formal education.
- The programme can be organised at the time convenient for the learners—generally in the afternoons for girls and in the evening for working children.
- It is not dependent on highly paid professional teachers but is organised by a local person committed to social service who is specially trained for running the NFE centre.
- Migration between formal and non-formal systems is possible.

5.9 It is also necessary to acknowledge that there is no single model of NFE. Some of the ways in which NFE programmes can be organised are listed below:

5.9.1 Night schools for primary education. In urban areas there is a demand for night schools of about two hours' duration, generally run in regular schools following the regular syllabus and textbooks. As more and more jobs require

education up to the middle level, children of migrant workers and slum dwellers, who do some work in the day try to acquire some education for regular employment. For all practical purposes, these are primary schools, but run for a shorter duration in the evenings.

5.9.2 Condensed primary education through NFE centres. These programmes, popularly known as the “Madhya Pradesh Model”, provide competence in language and maths of the same level as in primary education. The programme is run for 1½ to 2 hours in the evening for about two years. The responsibility of running the NFE centre rests on a locally selected instructor who is imparted a short-duration training. This is the most widespread NFE programme in the country.

5.9.3 Pre-primary-cum-lower-primary centres. At several places in the country, voluntary agencies are running *Balwadis* for children of 3-4 to 8-9 years. These children get ready for primary education and receive instruction up to Class II or III and then move on to a regular primary school. The instruction corresponds to the upgraded unit in a primary school, but is generally unstructured and completely non-formal.

5.9.4 Introduction of the *Shiksha Karmi* pattern. This pattern involves entrusting a primary school to two or three specially selected local persons, who are imparted short duration pre-service training for improvement of their scholastic competence and to enable them to serve as teachers. These *Shiksha Karmis* could replace teachers in remote rural schools where teachers are generally reluctant to be posted, or they may take the responsibility for organising primary education in places without schools. Generally, *Shiksha Karmis* would also organise non-formal education and adult education programmes in the evenings. This is an amalgam of formal and non-formal education.

5.10 The pedagogical framework of NFE will concentrate on a variety of cognitive and paracognitive activities. In the latter, emphasis would be on regularity and punctuality of attendance, personal cleanliness, yogic exercises, singing, playing and other joyful activities. A child’s inventiveness and problem-solving capability will be nurtured.

5.11 For the cognitive aspects, the emphasis will be on the achievement of MLL. These would be laid down mainly in language and mathematics, and they would

correspond to levels laid down for formal education in the same area. Even if the formal education system has not laid down MLL, the functional literacy model (known as Improved Pace and Content of Learning) would serve as a useful technique. Laying down of MLL will be accompanied by continuous and comprehensive evaluation through a system of workbooks. The technique of self-evaluation would be followed, along with more systematic evaluation at the end of each stage (the entire primary education course would be divided into 4 to 6 stages). Within the framework of MLL, there would be scope to develop curriculum related to the needs and interests of the learners. Investment will be made particularly in the production of good quality text books, supplementary books, and workbooks.

5.12 The primary education level NFE is to be viewed as the base of a complementary, even parallel, learning system. Migration between non-formal and formal systems should be possible at the primary level and, of course, at the end of the stage. Many children who complete primary education in school may not have access to an upper primary school and may wish to complete the stage through NFE, and conversely children who complete the primary stage through NFE may wish to enter an upper primary school. NFE facilities have to be available even beyond the upper primary stage, generally through a nationwide network of open schools designed on the lines of the National Open School. A corollary of creation of this complementary or parallel system of education is an insistence on comparability of competence at the end of each stage of education, validation of equivalence and provision of certification in the NFE system.

5.13 *Learners and Instructors:* Even more than primary schools, NFE programmes have to be learner-centred. This is necessary not only in respect of the content and methods of the programme, but also in determining the timing and duration of the course and provision of appropriate facilities. We need to ensure that all learning material and stationery is provided to the learners free. Every incentive available to corresponding categories of pupils in the formal school system should also be available in NFE. These may include providing girls from SC families with uniforms.

5.14 A natural way to show regard to the learners is to ensure that the learning environment is congenial. Some matting or floor covering should be provided at places where proper furniture is not available. Interesting breakthroughs have been achieved in the production of blackboards, rollerboards, slates, etc.* Likewise

* Indian Petro-Chemicals Ltd., Baroda have as part of the assignment given to them under the National Literacy Mission, developed PVC blackboards and roller-boards which are long lasting, easy to clean and can be used with different kinds of chalk. The R & D stage is over and mass production has started.

new kinds of petromax lamps and lanterns are being developed in laboratories of the Council of Scientific and Industrial Research. Wherever electric light is not available, we have to ensure that either through solar packs or improved quality of lamps proper lighting is ensured.

5.15 The success of NFE depends on the Instructor. The selection has to be local and, as far as possible confined to women and persons belonging to SC/ST. Their initial training should be long enough to give them confidence and skills to cope with their tasks. The method of training evolved in some women's development programmes can be adapted in NFE. In addition to the initial training, recurring training of at least 10 days must be provided to all Instructors, in addition to 2-day monthly meetings. The present salaries are low, and should be immediately raised to Rs.200 with a provision for an increment of Rs.50 every alternate year. Outstanding Instructors should also be promoted to the position of *Prerak*. A variety of programmes of continuing education of Instructors should be available. These would include courses to improve their educational qualifications, enrolling them in Open Schools for interest related courses, and other programmes such as excursions, meetings on topical issues, participation in youth camps, etc.

5.16 *A New Management Framework:* The most important need is to give to NFE the place it deserves in the educational system. The state government will have to decide on its possible implications. There is a need to create a separate directorate for NFE, along with a structure of technical resource support at the state and district levels. Dependence on SCERT for providing technical resource support has not succeeded, and it may be necessary to create a new autonomous body which may be called NFE Research and Development Board.

5.17 NFE has to be implemented through projects taken up in compact and contiguous areas. A Project may be run by the government or a voluntary agency but the objective should be to ensure, in co-ordination with people responsible for formal education, universal primary education. The Project Officer must be given cheque signing authority. He should be able to draw funds from the local bank to meet the essential needs for the implementation of the programme, including funds needed for payment to the Instructor, lighting, purchase of teacher-learning materials, etc.

An efficient monitoring and evaluation system needs to be laid down. This would follow the computerised monitoring system developed in Madhya Pradesh. Under this system, data become available to the project and district agency every month and they can take corrective measures immediately. Information on essen-

tial items is transmitted at the state and national levels. The stress is on timely and reliable submission of data and mechanisms for feedback. A system of external evaluation has already been introduced by involving the A.N. Sinha Institute, Patna and XLRI, Jamshedpur. The studies made by these agencies will be utilised for programme improvement.

Annexe to the Chapter on Non-formal Education

Shiksha Karmi

Shiksha Karmi means an educational worker. One who works on a part-time basis to meet the basic learning needs of the local community (primary education, part-time non-formal education and adult literacy) in situations where regular facilities cannot be provided in a satisfactory manner. Potentially, an SK may be able to create a nucleus, around which other activities of social development can be built. At some places this approach may open the possibility of the local community meeting its own learning needs.

1. *Where needed.* Where there is no teacher; such situations can be
 - (a) those remote and inaccessible villages where a school has been sanctioned but there are no teachers, as a result of which, the school does not function; or
 - (b) habitations without any school.
2. *The number of SKs and their functions:* If the habitation is small two SKs would suffice, but if it is large there would be need for three. Their functions are
 - running short-duration primary schools, (about 2½ hours) in the day;
 - running night schools for children who cannot attend the day school;
 - running adult literacy classes.
3. *Selection and qualifications of SKs:* An SK has to be local. Where qualified persons are not available locally, an SK unit cannot be provided. The desirable qualification is 10 years of education. Persons who have failed to pass their school leaving examination may be preferred, because they do not have anything else to look to, and being social dropouts need to be gainfully engaged. Qualifications may be reduced where necessary—committed women who have had only primary education have been able to function well. As far as possible women should be selected. Persons belonging to ST are essential in ST predominant places. In other

habitations, an SC should be preferred. The main criteria for selection however, is the spirit of service in the candidate.

The starting pay of an SK could be Rs. 400 or Rs. 500 for the morning school, plus the usual remuneration payable to instructors for their work in night classes or AE centres.

4. *Training:* An initial training of one month is imparted. The content of this training comprises

- (i) Improvement of their competence in language and mathematics;
- (ii) Developing the ability to devise curriculum and text-books for classes assigned to them;
- (iii) Organisation of joyful activities—playing, singing, story telling, excursions, designing and implementing small projects;
- (iv) Acquiring a critical understanding of the social environment
- (v) Capacity for community interaction, parental contact, helping people in need.

In the first year, an additional ten-day training is provided during the first vacation. Likewise a month's training during summer vacation and a ten-day training during another vacation is an annual feature.

Two-day meetings for review or evaluation of their work with the help of resource agency people and problem solving are also prescribed.

5. *Taking charge:* Generally speaking SKs would begin by teaching classes I-III—this is all that they can be prepared for during their initial training. Initially the village community may not have confidence in the capability of SKs. SKs must make an impact at the initial stages by good performance and disciplined behaviour. After they are able to cope with children who come to school by their own motivation, they should try to improve enrolment, retention, and participation. Regular contact with parents is an essential part of their work.

6. *Support system:* A network of resource agencies is needed to take responsibility for training of instructors, counselling them during their monthly meetings and providing help when needed. Voluntary agencies would be most appropriate. Where there are no such agencies, a group of "persons" could provide the resource agency support.

7. *Management:* The management should rest with the agency responsible for primary education in rural areas. This agency should, in consultation with the village

people, identify the villages where SK units are to be located. They would also need to channelise the necessary funds and materials.

Estimated Expenditure on one Block Unit of Shiksha Karmis	
<i>Unit size</i>	
Day Centres	15
Night Centres	30
A. Non-recurring Expenditure	
I. Day/Night Centres	Rs.0.055 million
II. Supervision (Motor Cycle)	Rs.0.025 million
Total Non-recurring Expenditure	Rs.0.08 million
B. Recurring Expenditure	
1. Honorarium for SKs	Rs.0.4 million
2. Teaching-Learning Material	
3. Salary and Allowances for Block level Officer	
4. Expenditure on Training of SKs	
	Total Rs 0.48 million

For more details regarding the working of *Shiksha Karmi* Project in Rajasthan, contact:

1. Rajasthan Shiksha Karmi Board, Jaipur
2. SANDHAN, Centre for Study Education and Development, Bapu Nagpur, Jaipur
3. Institute of Development Studies, Jaipur.

Estimates of management costs for NFE

(Rs. in millions)

S.No.	Item	AMOUNT	
		Recurring	Non-recurring
1.	State Directorate (a) Staff (b) Programme (c) Vehicle	0.90	0.10
2.	NFE Research and Development Board (a) Staff (B) Other expenditure (c) Programme expenditure. (d) Vehicle	1.25	0.10
3.	District Unit (a) Administrative Staff (b) Programme (c) Vehicle and Typewriter	0.41	0.21
Total		2.56	0.41

**Cost of a project with 80 Primary and 20 Upper Primary
NFE Centres**

(Rs. in millions)

S.No.	Item	Existing		Proposed	
		Non-recurring	Recurring	Non-recurring	Recurring
1.	Project management cost	0.01	0.08	0.02	0.12
2.	Instructors	—	0.23	—	0.36
3.	Supervision	—	0.04	—	0.05
4.	Teaching-learning materials	—	0.11	—	0.29
5.	Equipments	0.05	—	0.08	—
6.	Petromax and Lighting	0.01	0.05	0.03	0.08
7.	Incentives and activities	—	—	—	0.17
Total for 1 project		0.07	0.51	0.13	1.07

6.1 Adult Literacy is an indispensable component in a programme of universal basic education. It does not seem necessary (particularly in the International Literacy Year) to emphasise the importance of literacy. In the context of BEP, the place of adult literacy is based on the following considerations:

6.1.1 The Constitution of India calls upon the states to provide free and compulsory education for all persons up to 14 years of age. If, for whatever reasons, a very large number of persons could not be provided with education during their childhood, they cannot be denied their right to education for all times. Provision of functional literacy, particularly for younger adults, is a corollary of the Constitutional directive.

6.1.2 The real goals of BEP go beyond education— the aim is an upliftment of the disadvantaged people, women, person belonging to SC or ST, agricultural labourers, etc. This social change cannot be brought about unless people acquire systematic learning, and come together to organise themselves for improvement of their living and working conditions.

6.1.3 Literacy, particularly of younger women, is a prerequisite for achievement of developmental goals: reduction in the fertility rate, lowering of IMR, health status, and children's participation in primary education.

6.2 These points are being reiterated to make clear that eradication of illiteracy, particularly in the 15-35 age group, is an integral goal of BEP. Of course, when we speak of eradication we are talking of a literacy rate of 80-85 per cent, but this is to be achieved not globally but severally—among women as a whole, among men and women separately, among scheduled castes and likewise among scheduled tribes.

6.3 *Recent Background of Literacy in Bihar:* Bihar was in the forefront of the literacy campaign which was started by the provincial government in 1936-37. That tempo was shortlived. It was revived in 1966-67 when the Farmers' Training and Functional Literacy Programme was jointly launched by the Ministries of Educa-

tion, Agriculture, and Information & Broadcasting. That programme too, unfortunately, did not prosper. The biggest thrust to adult literacy was given when the National Adult Education Programme (NAEP) was launched in 1978. The enthusiasm for NAEP in Bihar was spectacular; all districts had sizable literacy programmes. The place was humming with a large number of women instructors and supervisors, their training, and display of resolve. Yet the programme lost its vitality within a couple of years. By the year 1984-85, however, there were in Bihar 56 Rural Functional Literacy Projects and 256 State Adult Education Projects, accounting for 16,800 and 25,600 AE centres respectively (total 42,400). The average coverage under the adult education programme between 1980-81 and 1986-87 was 5.42 lakhs, of whom about one-fourth were SC and ST.

6.4 The decline of the adult education programme which became visible from the early eighties became much worse during the last 4-5 years. The State Action Plan prepared by the Government of Bihar* lists the main deficiencies of the programme. Some of the problems with the adult education programme in Bihar need recapitulation, mainly to ensure that these deficiencies are remedied. They are:

- (a) Lack of commitment in the Government machinery, resulting in extraordinary delays in the issue of sanctions. As a result salary is not paid to the instructor in time, learners get enrolled but do not get teaching or learning materials and funds are not available for lighting when the centre starts.
- (b) Malpractices and corruption have gone unchecked, with the result that the programme has become discredited.
- (c) Serious weaknesses in the content and process, particularly training of instructors and supervisors have been noticed.
- (d) Project people under RFLP/SAEP are contented with running the centres, with little care for outcomes in terms of numbers of persons completing courses and the level of literacy achieved.
- (e) The programme comprises almost only RFLP and SAEP; there is insufficient involvement of voluntary agencies, universities and schools, NYK, ICDS, etc.

6.5 Programme Reorganisation: The adult literacy component of BEP will comprise (i) clear delineation of targets and strategies; (ii) reorganisation of centre-

* Government of Bihar, Directorate of Adult Education, *State Action Plan for National Literacy Mission, 1988-89 to 1994-95*, 1989

based programmes under RFLP and SAEP; (iii) expansion of centre-based programmes through other agencies; and (iv) systematic launching of mass campaign.

6.6 Targets and Strategies: According to estimates made by the Government of Bihar, there are at present about 16 million illiterate persons in the 15-35 age group. Assuming that the performance of primary education considerably improves during the next few years and the number of illiterate persons not only not increase beyond 16 million but actually come down, the BEP may plan for a clientele of 15 million. The coverage up to 1994-95 would be 10 million and the remaining would be made literate by the year 2000. Well-defined strategies will have to be designed for the achievement of these targets and they would include the following;

- (a) A continued emphasis on primary education for a reduction in the illiterate population in the 15-35 age group.
- (b) A considerable expansion of adult literacy programme.
- (c) A shift of emphasis from quantity to the quality of the programme, on the number of persons completing their courses, and achievement of the levels of learning laid down by the National Literacy Mission*.
- (d) An emphasis on area approach, viz., each implementation agency being asked to take up a well-defined geographical area, and to ensure eradication of illiteracy in that area within a specified time.
- (e) The introduction of the Improved Pace and Content of Learning (IPCL) techniques, which envisage shortening of the duration of the course, introduction of three primers corresponding to Grades I,II and III in NLM, continuous evaluation and overall improvement in facilities and pedagogy.
- (f) An improved system of monitoring and evaluation.

6.7 Reorganisation of the Centre-based Programme: A 5-point intervention will be made in the existing RFLP and SAEPS with a view to substantially improving the quality of these programmes. These interventions would be:

6.7.1 Management Reorganisation and Reform: IPCL, as well as the area approach strategies, presuppose a complete revamp of the project management system. While reiterating that the project approach in the implementation of RFLP/SAEP will not be abandoned (rather strengthened and reinforced), some

* Government of India, Ministry of Human Resource Development, (Department of Education), *National Literacy Mission*, 1988.

of the essential aspects of the reorganisation of the project management system are mentioned here:

- (a) There will be a clear delineation of responsibilities and tasks, with well-defined accountability for all, particularly the DAEO, the Project Co-ordinator, the *Prerak* and the instructor.
- (b) The reorganisation will imply that the suitability and the need of all existing staff will be reviewed. Those who have proved their worth will be retained but those who are not suited to the new strategy will be dispensed with.
- (c) Staff selection will be so made that persons may be taken from any department within a large zone of consideration and appointed for adult education work by giving them a clear financial incentive. These posts will ordinarily not be transferable.
- (d) Absolute priority in staff selection at all levels will be given to women. Necessary measures will be taken to enable women to work.
- (e) There should be an incentive for an instructor for taking up and successfully completing a complete eradication programme. In other words, complete eradication should not mean that a functionary should lose whatever honorarium he or she is getting.
- (f) There will be adequate decentralisation and delegation of powers. The Project Co-ordinator will have the power to meet contingent situations, particularly to pay remuneration to *Preraks* and instructors, to secure teaching or learning materials, to provide lighting, etc.
- (g) There will be properly computerised MIS, along with external evaluation.

6.7.2 Improved Pace and Content of Learning (IPCL): The innovative technique of IPCL provides for a reduced duration of learning, improved motivation of learners and functionaries, and a built in mechanism for evaluation, including self-evaluation by learners. The new technique would introduce a process of self-directed learning and self-evaluation with confidence from the beginning. With heightened motivation, which will be the key issue in the new technique, the rate of dropout should come down and with the possibility of almost two cycles of an AEC in a year, the programme should become cost effective, while ensuring a large coverage.

6.7.3 Area Approach: An essential requirement in the modified strategy has to be an insistence on eradication of illiteracy (by which we understand increase in the literacy rate to about 80% in the 15-35 age-group) through area-specific and

time specific action plans, drawn up and implemented with rigour. For all practical purposes the only criterion of effectiveness of a project in future would be the extent to which it is able to eradicate illiteracy in a well-defined area. This presupposes that a detailed survey of every person to be covered by the programme will be undertaken, the establishment of AECS planned for them, insistence on achievement of predetermined levels of learning, as well as functionality and awareness, and the evaluation system laid down under NLM will be operationalised. A project will continue, without waiting for any further approvals, till the end of the plan.

6.7.4 *Variable Methods of Field Activities:* The traditional centre-based programme follows a stereotype: an instructor is selected, he is casually trained, and runs an AEC without bothering about complete eradication. Generally speaking, the attendance is thin and the outcome unpredictable. This stereotype will have to be replaced by a lively, resilient and people-centred AEC. The main intervention will comprise (i) people's involvement through VECs or *Mahila Sanghas*; (ii) improved selection of *Preraks* and instructors; (iii) much greater attention to training; (iv) stress on motivation through IPCL, and organisation of recreational activities; (v) better accountability, etc. This will be supplemented by adoption of different approaches, some of which are given below:

- (a) *Prerak-centred approach:* Some *Preraks* could be assigned greater responsibility than is generally envisaged under the programme. The *Prerak* could be given complete freedom to organise her or his work for complete eradication of illiteracy. She or he will have freedom to appoint cadres, teams, or units which will organise activities to accomplish the goal. The honorarium for instructors could be calculated on a conventional basis, but the amount payable, the manner of payment, etc. could be left to the *Prerak*. A *Prerak* who makes a special achievement would be given a higher honorarium for running a JSN when complete literacy is achieved.
- (b) *Instructor-based Approach:* Under this approach, the instructor would perform the functions referred to for *Prerak* above. She would be accorded public recognition upon completing her work and would be appointed as a *Prerak*. She would, generally speaking, work with the help of volunteers.
- (c) *Outcome-oriented Approach:* The premise here is that whatever is the unit of implementation, it is linked with results, and remuneration is paid on the basis of objectively evaluated outcome. The responsibility for assess-

ing these results may be taken by a *Panchayat*, the village ex-servicemen's association, *Mahila Sanghas* or some other appropriate organisation. A procedure can be laid down for payment of part of the remuneration in advance and the rest upon satisfactory achievement of targets.

- (d) *Priority to Women's Literacy*: NLM will have to concentrate on women's literacy, because of the better return implicit in this strategy, as well as because more than two-thirds of the illiterate population comprise women. This has several implications for planning and management of the revised programme.
- (e) *Open Learning Opportunity for Women*: In accordance with the strategy outlined in the chapter on women, efforts will be made to provide an open-ended adult literacy programme for women. The nature of women's work and domestic responsibilities prevent them from attending a literacy class at fixed hours every day. The possibility of providing a woman volunteer in each village who would be available to women at different hours during the day could be explored. She could be provided an honorarium based on the amount of work involved. The educational worker could teach small groups of women at different times during the day so that their inability to participate within a classroom structure does not prevent them from educating themselves.

6.8 Programme Expansion: The action plan of NLM prepared by the Government of Bihar envisages a considerable expansion of RFLPs and SAEPs. We, however, feel that our attention in regard to these programmes should be for their improvement, rather than expansion. If these programmes can be improved, it should be possible to increase the output from these programmes from the existing level of about 0.5 million to about 1 million. This is not being suggested on the basis of our hope of two courses being run in each AEC, but on the basis of a much more comprehensive exercise which visualises 15 persons being brought to the expected level of functional literacy within about 5½ to 6 months at each AE centre. This also takes into account that nearly ¼th of the centres in each project may not be working at any given time.

6.9 The area where a very substantial expansion can be envisaged is voluntary agencies. At present 35 voluntary agencies have been provided with financial support by the Central Government and they are expected to be running 3500 AE centres. We have, however, touched only a part of their potential. Through the measures indicated in other chapters it should be possible to enlarge the involvement of VAs sufficiently to run about 20,000 AE centres through them.

6.10 Bihar has a NYK in practically each district. Many of these NYKs have a laudable record of youth organisation. They have also evinced keen interest in

taking up adult literacy work. They tend to organise this programme as a part of youth development activity, incorporating in it national integration camps, building of awareness about environment, organisation of cultural, sports and adventure activities, etc.

6.11 It was originally envisaged that the objectives of the Integrated Child Development Services (ICDS) programme cannot be achieved unless the mothers of the children are made literate about children's health, nutrition and education. This programme, known as "Functional Literacy of Adult Women", was discontinued in 1984-85. All reports reveal that this discontinuation has adversely affected ICDS. The Department of Women and Child Development has been trying to include the functional literacy programme for mother as an integral part of the ICDS programme. Dearth of financial resources has prevented the Department from doing so. In BEP it is proposed to treat ECCE an inseparable part of the strategy of EFA. Consequently, efforts will be made to introduce women's literacy as an integral part of ICDS.

6.12 There could be several other agencies which may take up substantial adult education programmes. Ex-servicemen have evinced interest in it through the Directorate General of Rehabilitation. The programmes launched by them at a few places have shown interesting results. Bihar has a concentration of industry and mines, in addition to the usual infrastructure and social services, such as the railways, posts and telegraph, agricultural extension, primary health services, community development, etc. All these people will be called upon to participate in the programme (see box).

Proposed Agencies and Targets per Annum	
	(in millions)
RFLP	0.40
SAEP	0.55
Voluntary Agencies	0.40
NYKs	0.10
ICDS	0.20
Employers	0.05
Ex-servicemen	0.05
Volunteers, Teachers/Students, Housewives, etc.	0.25
Total	<u><u>2.00</u></u>

Mobilisation for Campaign: The National Literacy Mission Authority, in consultation with state governments, voluntary agencies and other concerned people has decided not to depend entirely on the “centre-based” approach for eradication of illiteracy. Consequently, a large number of measures has been initiated to create a mass mobilisation for involvement of educational institutions, employers, trade unions, voluntary organisations, social activists groups, individuals, etc. The BEP has to play an effective role in supporting this mobilisation in Bihar. Some of the features of this mobilisation are as follows:

- (a) *Paidal Jatha (Mobilisation Teams on Foot):* These are to be organised with the help of a large number of Gandhian and Sarvodaya voluntary agencies as well as youth activists, who will move from village to village, talking to people, writing and painting on the walls, forming village committees and identifying volunteer literacy workers.
- (b) *Gyan Vigyan Jatha (Mobilisation through People’s Science Movement Agencies):* As in the case of Kerala, where Kerala Sastra Sahitya Parishad has involved hundreds and thousands of teachers, students, artistes, government servants, unemployed youth, etc. to take up work relating to environmental conservation, science popularisation and adult literacy, People’s Science Groups would be asked to spread their network and create such organisations in all the states. KSSP will provide the necessary support for this purpose.
- (c) *Use of the Mass Media for Environment Building:* The role of press, Radio, TV has come to be fully realised in influencing people’s minds and attitudes. A systematic effort will have to be made to harness these media for literacy.
- (d) *Youth Training and Deployment and VECs:* As explained elsewhere, it is proposed to take up a large programme of training of village animators, *Shiksha Sathins*, members of VECs, and of *Mahila Samooh*, etc. These people will come together to form VECs or *Mahila Samooh* to undertake micro planning with a view to ensuring that all children participate in primary education programmes and all young adults in functional literacy programmes.

Costs: The approximate cost per adult made functionally literate comes to Rs.200 at current prices. Calculated on the basis of the current level, it is estimated that the requirement will be Rs.400 million per annum for making

2 million persons functionally literate and an additional Rs. 100 million for administrative expenditure, expenditure on mass media, on environment building, etc. (see box). this does not take into account the expenditure involved in post-literacy, continuing education, and vocational training programmes, to which reference is being made in another chapter.

Requirement of funds by sources of funding	
	<i>Rupees</i>
Requirement for literacy of 2.00 million at the rate of Rs. 200 per person + Mobilisation cost	500 million
To be provided by the Government of India	
* For Rural Functional Literacy Projects	80 million
* For Vountary Agencies	80 million
* For Nehru Yuva Kendras	20 million
* For Ex-servicemen	10 million
* For Media	20 million
To be provided by the state government	
* For State Adult Education Programmes	110 millions
* For Media	15 million
To be provided by employers, etc.	15 million
Total	350 million
To be provided under the BEP	150 million

7.1 Introduction: In the total spectrum of human development, early childhood learning which begins at birth and continues till 6 years of age represents one of the most critical periods during which the foundations for intellectual, cognitive, socio-emotional, linguistic and physical or motor competence are laid. The criticality lies in the fact that most of the brain development takes place during these early years, and, the foundations for sound physical, social, and mental health are also laid during this period. Thus, the child's exposure to positive, nurturing and culture-specific stimulus during these early years has a bearing on her or his future life attainments, including those in the educational field. The above fact has been duly recognized in the NPE-1986, the POA for which lays down several operational strategies for the realization of the goals set forth in the policy itself. In the BEP also importance would be given to this aspect.

7.2 Objectives: More specifically, the project will seek to provide comprehensive early childhood care and education facilities for the holistic development of the child—mentally, cognitively, socially and physically. This would include promotion of healthy home-based early stimulation practices for the 0-3 age group and early childhood education facilities for the 3-6 age group which would also facilitate the preparation of young children for primary schooling. Availability of ECE facilities are expected to promote the participation of girls in the primary schooling by releasing them from child/sibling care responsibilities, and, provide the much needed support service for the working women from the lowest socio-economic groups.

7.3 (a) Programme Strategies: ICDS as a Vehicle. ICDS has been recognized as the largest outreach programme, having the most comprehensive package of services for meeting the total developmental needs of children in 3-6 age group. This is combined with the fact that in Bihar ICDS has reached all the districts and is expected to steadily expand its coverage in the coming years. The target group of ICDS, focusing on the most underprivileged and vulnerable sections of rural, tribal, and urban populations are also the major focus groups of the BEP. Given the

above rationale, ICDS will form the major vehicle for the promotion of ECL. Emphasis will be laid on providing ECL facilities to the most vulnerable children belonging to the SC/ST, socio-economically weaker sections, especially girls and, the first-generation learners.

The project strategy will involve fostering of linkages and co-ordinating mechanisms with the ICDS system at the community/block/district and state levels. The state and district level task forces will have the responsibility of establishing these functional linkages in a systematic manner.

As of now, the pre-school education component in ICDS is extremely weak and, the early stimulation inputs almost non-existent, due mainly to the pre-occupation with health care and nutrition components. Under BEP efforts will be made to strengthen the key component of Early Childhood Learning in ICDS through the following interventions:

- (i) The pre-service and in-service components of the functionaries at all levels will be strengthened, based on the series of recommendations already made by expert groups under NIPCCD and NCERT.
- (ii) The existing ICDS training centres in the selected districts will be systematically upgraded so that they have the capacity to impart meaningful training to the functionaries.
- (iii) Additional training institutions, carefully selected from amongst the home science/social work colleges/NGOs will be identified and established as district level nodal training-cum-resources centres. These centres would also serve as monitoring units for the early childhood learning programme in the district.
- (iv) In keeping with the recommendations of the expert groups, a strong component of practical training will be built into the overall package for all levels of functionaries and the concept of "sandwich pattern" of training will be tried out (i.e., alternating field placements with periods of centre-based learnings) in the first instance.
- (v) The duration and content of the training packages itself would be revised to suit the requirements. The comprehensive and eclectic training packages developed by the NCERT/SCERTs and tried out in 10 states under the ECE/CML programme would be used and suitably adopted, if required.
- (vi) As far as the teaching/learning materials, including toys and printed matter for children and guides for AWWs are concerned, the material developed by Children's Media Lab (under NCERT) would be used with such modifications as may be necessary. Suitable mechanisms for large-scale

production and dissemination will have to be worked out by the state level Task Force. Emphasis will, however, be laid on learning from environment and locally available low-cost material rather than expensive and commercially produced toys/learning aids. This concept would be suitably reinforced in the training of the functionaries as well.

- (vii) For the provision of technical support to the district/block and community levels, a state level resource centre on ECCL will be established at a suitable institution. It could be the SCERT or a suitable NGO. This resource centre would also serve the non-ICDS ECL programmes under the BEP.

7.3 (b) *Alternative for Non-ICDS blocks:* For coverage of the areas which are not yet reached by the ICDS system, the municipalities (in the urban areas), the NGOs and special ECCE centres attached to the primary schools in the rural and tribal programmes would be absorbed by the larger ICDS system as it gradually expands to cover these areas. The ECCE centres attached to the primary schools would be housed in an extra room within the school building and would fully utilize the existing infrastructure of the school system. Either a school teacher or a local woman would be selected to serve as the ECCE worker and would receive special orientation/training to equip them with the basic knowledge and skill required to run an ECCE centre effectively. These workers would receive a suitable honorarium for this function. The orientation/training requirements of these workers would also be met by the overall training infrastructure available in the district for meeting the requirements of the ICDS system. The additional financial requirements of the non-ICDS ECE programmes would be provided under BEP.

It would be ensured that these non-ICDS ECE Centres also have the minimum essential teaching/learning materials, toys, and other supportive services including health and nutrition care, so as to provide qualitatively rich and comprehensive development facilities to the young children.

7.4. *Early Stimulation for the 0-3 Age Group:* The significance of promoting and strengthening healthy early stimulation practices through home-based interventions cannot be overemphasized. Drawing from the somewhat limited programming experience in this field in our country, and also the considerably rich knowledge and experience base of South-East Asian countries, a systematic and culture specific early stimulation intervention programme will be implemented so as to promote early psycho-social cognitive and language development of this age group.

The child's immediate family including parents, older siblings and grandparents, as well as the community at large would be fully involved in the implementation of early childhood learning activities—whether through the ICDS or the non-ICDS system. Over a period of time, the parents/family would be provided with the minimum knowledge and skills to be able to undertake and support ECL activities of their own children both at home and at the centres.

At present, great value is attached to meaningless rote learning and learning of the 3-Rs at the ECE centres, both by the parents/community and the functionaries, whereby ECL centres are seen merely as downward extensions of primary formal schools. This is not only unfortunate but also a damaging practice. Under BEP, conscious effort would be made to discourage such unhealthy learning practices. On the other hand, joyful and playway methods of learning of these concepts which are appropriate for young children would be encouraged.

8.1 The data on women in Bihar show that on certain important indicators like sex ratio (946), infant mortality rate (105), mean age of marriage for women (16.53) and nutritional status, the position of women is comparable to the most backward regions of India. The female literacy rate (13.62) is one-third of that for men, the percentage of women teachers at the primary stage (14.90) is very low, the Gross Enrolment Ratio of female children in primary schools (53.79) is half that of male children (107.18) and among them the enrolment ratio of scheduled caste girls is 34.43 and scheduled tribes is 52.26.

8.2 In most parts of Bihar, it is difficult to come across even one educated woman in a village, especially in poorer communities. Women not only suffer the consequences of economic deprivation, but are subject to terror, violence, and humiliation. Social conflicts have a dual effect on women; in addition to the socio-economic impact they are the victims of rape and other forms of physical violence.

8.3 In this context, if education is to play a positive role towards initiating a change, it will have to address itself to the constraints under which women live. The provision of additional infrastructure alone will not help unless a systematic effort is made to mobilise women and enthuse them to participate in the education process.

8.4 Why is education not accessible to poor women? The sheer business of survival drains them of their energy and education is not perceived as a priority in their daily battle for food, water, and fuel for the family. The poor woman is caught in a vicious situation where social isolation and lack of access to information beyond her immediate present alienates her from the decision-making process both within the family and in society. Often she perceives herself as a victim of schemes that purport to address to her health, education, family planning, and employment needs. She has very little control over or knowledge of her body and her life. All these factors reinforce a very low self-image. Ultimately the poor woman is trapped in her own perception of herself. She thus has little self-confidence and fears to even think and analyse her predicament, let alone assert herself.

8.5 Thus an education process should first address itself to the above constraints, and enable women to move from a state of passive acceptance of their life situation to one where they can speak their mind, and articulate their needs in a structured manner so that they can identify their collective strength. This will enable them to make informed choices in their lives and encourage them to ask questions in order to seek information to make such choices.

8.6 The Bihar Education Project will thus endeavour to:

- (a) enhance the self-image and self-confidence of women;
- (b) enable them to recognise their contribution to the economy as producers and workers;
- (c) respect women's pace of learning and rhythm of learning, given the nature of their work and the multiple occupations which vary with seasons (agricultural work, animal husbandry, collection of minor forest produce, casual labour, and above all, household work related to food, fuel, fodder, child rearing, child care, etc.);
- (d) provide women with the necessary support structures and an informal learning environment to create time for education;
- (e) devise a structure where young girls and adolescent girls working in their homes, in agriculture, and in the formal and informal sector get an opportunity for formal education.
- (f) above all, create an environment where women can fearlessly seek knowledge and information; thus empowering them to play a positive role in their own development and the development of society;
- (g) create a mechanism where women monitor their own education and the education of their children; and
- (h) create a pool of talented and trained women in every village through *Mahila Shikshan Kendras*.

8.7 *Mahila Samakhya Approach*: The first step is to create a cocoon, *Mahila Samooh*, where women can peel off layers of fear, negative self-image, shame, and years of conditioning, so that they can bloom and muster the courage and the collective strength to come out of that cocoon in course of time. The *Mahila Samooh* will provide the space where women can meet, be together, and begin the process of reflecting, asking questions, speaking fearlessly, thinking, analysing, and above all feeling confident to articulate their needs through this collective. Where possible, they will try and seek solutions to their problems by initiating action and pressuring the block and district structure to respond.

8.8 Shiksha Sathin: A *Shiksha Sathin* is a women from the village with some leadership qualities and enthusiasm to work with women. After intensive training she will work with women and help in the formation of the *Mahila Samooh*. Through the *Mahila Samooh*, she will create conditions for structured articulation of the needs of women and children. The *Mahila Samooh* will mobilise the village community for educational activities, putting moral pressure on the educational workers to respond to and be sensitive to their needs.

8.9 Sahayogini: A *Sahayogini* will be the motivator, supporter, guide and the information or feedback link for ten villages. She will function as the liaison between the cluster of 10 villages and the support structures and educational institutions to be set up at the district level. She will be selected from among the 10 villages, be a women with basic educational skills, and will be trained and supported by the District Unit of *Mahila Samakhya* to play this role.

8.10 Support Services: The *Mahila Samooh* will collectively address itself to the problems of access to fuel, fodder, drinking water and issues related to their work. The *Samooh* will try and address themselves to the above problems and seek solutions. For example, the use of village commons to grow fuel and fodder trees and shrubs to meet their needs would be a concrete step that would enable women and children to reduce their drudgery. Similarly they can initiate a process to improve their access to clean drinking water. In addition to the funds being provided under this project the *Mahila Samooh* will try and harness resources available at the block and district for this purpose through programmes like DWCRA, Jawahar Rozgar Yojana, etc.

8.11 It is proposed to initiate *Mahila Samakhya* in three districts. The District Resource Unit for AE and NFE, the *Mahila Shikshan Kendra* and other educational inputs, including Vocational Training in selected schools for girls will work in close co-ordination with the District Implementation Unit of *Mahila Samakhya*.

**I. Financial Pattern for a Cluster of 100 Villages
10 Sahayoginis and 100 Mahila Samoohs**

S.No.	Programme Component	(Rupees in million)	
		Non-recurring	Recurring
1.	Mahila Samooh	1.8	.54
2.	Child Care Centres 25 Centres	.025	.39
3.	Support Services	—	.11
4.	Vocational Courses	—	.07
5.	Sahayogini	—	0.135
	Total	1.83	1.24

II. DISTRICT IMPLEMENTATION UNIT

1.	DIU—Management Cost	.25	.426
2.	DIU—Activity cost including training, meetings, support activities etc.	—	.44
	Total	.25	.866

For more details see Government of India, Ministry of Human Resource Development (Department of Education), *Mahila Samakhya, 1988*.

A Mahila Samooh

"Gagarpur" is a village with about 200 households (population 1200). At the outskirts of the village there are two hamlets. In one of them lives a community of tribals, who were nomadic and in the old days known for their daredevilry. In another hamlet live 20 families of chamars, regars and other "low caste" communities. There is no water well or hand-pump in this hamlet. There is an old primary school with two dilapidated rooms and two teachers. Only one teacher comes to the school everyday. 75 children (10 girls) are enrolled; but only 25 children come everyday. One Adult Education Centre was started two years ago, but the instructor is not enthusiastic. He is from a "forward" community and thus does not encourage the tribals and other backward castes to come.

Dhanno is an illiterate woman, like 98% of women of the village. A social worker spotted her—for her zest for life, lively nature, and capacity to break out into a song. The social worker was familiar with the *Mahila Samakhyas* Programme and thus sent her for an intensive three-week training programme, after pleading with her family who were opposed to sending her out of the village.

22 women from neighbouring villages participated. During the training Dhanno became aware of the plight of her fellow trainees, their individual plight; their "personal shame", frequent wife beating, back-breaking work, recurrent child birth; health problems, especially gynaecological ones; morbidity; and above all her feeling of being unwanted had become the common problem of all women. Thus she realised it was the problem of "womenhood", of poverty, and of the social structure. After almost 20 years she rediscovered her childhood. She played games and laughed loudly. The group sang, enacted plays and skits, and were excited about holding a pencil

(Cont'd)

Annexe to the chapter on Women

Mahila Shikshan Kendra

1. *Background.* One of the first schemes to be launched by the Central Social Welfare Board in the 1950s was a condensed course and vocational training. Under the leadership of Smt. Durgabai Deshmukh, Smt. Soundaram Ramachandran and various units of the Kasturba Gandhi Memorial Trust, a large number of programmes for indigent women who needed financial support for their education and some training qualification for employment was organised. That model continues to have validity.

to draw on paper. They talked a lot, shared and asked themselves, "Why does society always say put three women together, and they will invariably fight?"

She came back to the village, with a twinkle in her eyes. The women were curious; they asked her about the training. Dhanno sang the song and showed the posters she had made. She told them they had gone to the Block Office, spoken to the official, and the officer actually made them sit on chairs and gave them tea! She told them about drought relief work, about other schemes, and she got talking. The women enjoyed meeting and talking about the "outside world"; "Tell us more", they said. The *Mahila Samooh* started becoming a reality.

Then the *Sahayogini* visited the village, told them about *Mahila Samakhya*; how they could monitor the village school, how they could ask for non-formal centres for learning... a new world was unfolding before their eyes. The school teacher was angry about these "interfering" women, but he soon realised that the District Education Officer had been getting regular reports about his school. He asked the *Sahayogini* what brought her to the village every fortnight, and why could she not be like other inspectors. She then replied, "I work for the women; I am responsible to them; and above all, enjoy coming here". The *Shiksha Sahin* started going from home to home, sometimes to the fields and to work sites to talk to the women. They started an NFE centre in the backward caste hamlet; they selected the instructor and made her a part of their collective.

"Gagarpur" women are excited, full of plans; they now want to organise a health camp, to learn, to understand, and to act. When the social worker asked them how it all happened they said, "In the past we were always told what to do and what we should demand; but in *Mahila Samakhya* they asked us first and let us do it ourselves."

2. *Rationale in BEP*. There is an extreme dearth of women workers in rural areas in Bihar. Practically all women teachers come from urban areas and in spite of the decision to appoint as many women instructors and supervisors as possible, their number continues to be small. In BEP, we are visualising selection of rural women for appointment as teachers, *Shiksha Karmis*, instructors, and *Preraks*. This is in addition to the requirement of women workers under ICDS, primary health care and other programmes. The women's-development-oriented strategy of BEP also presupposes that a large number of well-trained women workers would be available in the rural areas.

3. *Clientele.*

- (a) Women who are indigent, helpless, in distress, needing protection;
- (b) Adolescent girls and young women who need employment; and
- (c) Women eager to pursue their education.

4. *Nature of course*

- (a) Scholastically, equivalent to primary education or upper primary education.
- (b) Stress on confidence-building, change of self-image and self-relevance.
- (c) Development of capacity for critical analysis of their personal and social predicament.
- (d) Inculcation of skills as community workers and for various types of workers envisaged in BEP.

5. *Duration*

- (a) One to three years, depending on the educational background and pace of learning.
- (b) A fully residential course, not after the hostel model but the family model, in which women do their own work and look after each other.
- (c) Provision for certification and recognition.
- (d) Special emphasis on the security of the place and trainers.

6. *Implementation Agencies*

- Ordinarily a voluntary agency; if necessary, new ones to be set up especially for this purpose.
- Proper verification of the agency regarding its suitability for work among young women is essential.

7. *Support system*

- Networking among MSKs.
- DRU to regularly interact with the staff.
- Some committed persons, mostly women, may adopt an MSK.
- Close link with *Mahila Samakhya* District Implementation Units.

FINANCIAL PATTERN FOR AN MSK

I *Building and equipments* Rs. .6 million

1. Five halls to be used as dormitories/
classrooms with deep verandah
2. Warden's Quarter
3. Sanitary Block
4. Furniture and Kitchen Equipment
5. Preparatory cost for setting up

Financial pattern for the institution
calculated
on the basis of 25 candidates, per annum

II. *Recurring* Rs. .50 million

1. Maintenance @ Rs. 300 per month per
trainee
2. Stipend for trainees @ Rs. 60 per month
3. Teachers (2 full time and 2 part time)
4. Support staff
5. Library, Books, Stationery etc.
6. Vocational Training
7. Medical care
8. Miscellaneous

Total cost per annum for one *Mahila*
Shikshan Kendra (with intake of 50) Rs.1.10 million

9.1 It is culture that gives people an identity. The notion of “unity in diversity” presupposes that there are different cultural strands prevalent among the people of our country, with strong undercurrents that bind us together. However, alienation of the people from their cultural ties and roots began with industrialisation and mass education. This alienation is most visible in the formal education system with its conflict between the family tradition and the value pattern inherent in the school. Often, the child who drops out is the one who cannot conform to the mainstream compulsions of the ruling elite—its language, dress and demeanour, time schedules, and alienation from work. It is, therefore, necessary to think of ways and means to foster a cultural resurgence where differences among individuals are accepted as a reality and the positive aspects and common strands highlighted rather than imposed. Each of the three distinct regions of Bihar shows a linguistic and cultural diversity. In north of the Ganga Vajjika, Maithili and Bhojpuri are spoken. The region south of the Ganga speaks Angika, Magadhi and Bhojpuri, and the Chhotanagpur area has a large number of tribal languages, the major ones being Santhali, Mundari, Oraon, Ho, Nagpuria and Khortha. Literature and, in particular, parallel texts would have to be developed to enable learning in the mother tongue and switching to standard languages for further progress.

9.2 Much like the environmental education programmes for school children promoted through neighbourhood projects, it is necessary to develop cultural education activities for children. Rather than promote cultural integration through “value education” or moral instruction, a deeper effort has to be made to give children a sense of pride in their own cultural identity as represented through their family and community traditions. This could be done through collections of folk songs, poems, rhymes, games, rites and rituals as practised at home. Sharing the home experience, and participating in a collective interpretation and understanding of the significance of such traditions would give the child confidence, and help develop a world view which is in harmony with the environment. The present tendency to slight tradition as backward or “unscientific” has to give place to a respect for cultural traditions. Social change, increasingly evident, cannot be imposed from outside. People have to internalize the need to change, to ad-

just to it, and to evolve with it. The contributions of folk and traditional performers and literature are significant in this regard. Therefore, a conscious effort must be made through proper cultural intervention in education so that the roots that have nurtured the people of this state get nourishment. This would also strengthen individuals as they would have a sense of identity and confidence, rather than fall prey to the machinations of those with sectarian objectives.

9.3 The basic emphasis in linking education and culture will be to develop confidence and a proper self-image in the child and adult and to discover their latent talents and express them creatively. The objectives at the stage of pre-primary learning would be to arouse elementary sensitivities towards the environment, help them learn to sense colours, forms, and rhythms. At the primary stage children would be helped to learn their mother tongue and take pride in learning poems, tales, legends, stories revolving around their village, as well as develop abilities to sing folk songs. The process of adult learning would also involve alphabetisation around their cultural milieu—languages, art forms, and environment. Interaction must be built up by inviting local artists and craftsmen to demonstrate and teach students and learners appropriate skills in music, painting, folk dancing or puppetry. Organisation of tours to *melas* in a region may be promoted, particularly to places of historical and cultural significance. It would be essential to nurture among the learners an aesthetic approach based on the perception of beauty and a perspective beyond immediate emotional or other passions. It is imperative that they acquire a sense of distinct identity as well as a consciousness of their constructive role in the larger destiny of Bihar and India.

9.4 Mass media, by definition, tends to homogenise. At the same time, there is an enormous scope to improve the quality of learning through the use of the modern media. A beginning has already been made in Bihar by providing televisions and radio-cum-cassette players to primary schools. The State Institute of Educational Technology, Patna, will be developed to provide programming for primary schools, NFE and AE centres, and JSNs, programmes which are not alienating and which complement classroom instruction. Sensitive use of radio and television, particularly emphasis on group learning, could also help improve the training system.

9.5 The need for public libraries in a democratic framework is well known. They fulfil a social and cultural need for the life of the community, providing a window that can bring enlightenment, new knowledge, and inspiration to every member of the community. In BEP, the institution of libraries is envisaged as a development

of the extant set-ups which obtain in some parts of the state. At the level of the *panchayat* (about 4-5 villages) there will be a *Jana Shikshan Nilayam* (JSN). The JSN will provide opportunities of continuing education to neo-literates who complete a functional literacy course, students who have received primary education through the school system of NFE centres, as well as to all other members of the community. The functions of JSN are quite varied and have been spelt out in the publication brought out by the Government of India*. These include arrangements for reinforcing literacy, library and reading room facilities, a centre of communication and information, as well as of sports and culture. On the basis of the experience of the last 2-3 years the funding of a JSN has been revised from Rs. 7000 each for non-recurring and recurring expenditure to Rs. 10,000 for each.

9.7 A cluster of about ten JSNs (population of about 50,000, 50 villages) will be provided with a *Sankul Pustakalya* (cluster library). An SP is envisaged as a support structure for JSNs. Hence, most of the activities intended to be organised in a JSN will also be organised, with appropriate differentiation, in an SP. An SP will have the possibility of providing ordinary reference books to JSNs. It would also organise cultural festivals and sports meets and vocational training activities. In collaboration with NYK, it may take up youth development activities, particularly for women. In addition, an SP will provide reading materials to enable children, adolescents, and adults to pursue studies according to their inclination. An SP could also, in several cases, serve as a centre for collection and preservation of literature and artefacts of the region. The part-time librarian of an SP would attend not only to the diverse tasks connected with the maintenance of a reading room and library, but more importantly, she would have to act with people, with writers and artists, and with researchers engaged in local language and heritage. The non-recurring cost of an SP would be about Rs. 75,000, and the recurring cost Rs. 25,000. It is intended to set up 600 SPs by 1995. An attempt will be made to strengthen the district and state libraries, which in turn would provide a support system for SPs.

9.8 The ambience in the whole system of libraries and continuing education will be informed by the cultural perspective referred to in the earlier paragraphs of this chapter. A pride in the language, art and culture of the of the deprived sections — the tribals, the artisans and the craftsmen — will be stressed. The work of a librari-

* Government of India, Ministry of Human Resource Development, Directorate of Adult Education, *Jana Shikshan Nilayam*, 1988.

an in an SP will generally be assigned to a committed person who is interested in part-time work, which he/she would undertake in a spirit of service and creativity.

**FINANCIAL PATTERN FOR A JANA SHIKSHAN NILAYAM
(JSN)**

A. Non-recurring	(in Rupees)
(i) Equipment (almirah, petromax, table for newspapers, roller board etc.)	2500
(ii) Books	4000
(iii) Maps, charts, pictures	1200
(iv) Sports and recreational materials	1500
(v) Cycle	800
	<u>10,000</u>
B. Recurring	
(i) Honorarium for <i>Prerak</i>	3600
(ii) Kerosene oil	500
(iii) Newspapers and journals	2000
(iv) Books	2400
(v) Sports and recreational materials - replacement	1000
(vi) Contingencies	500
	<u>10,000</u>

FINANCIAL PATTERN FOR A SANKUL PUSTAKALAYA

A. Non-recurring	(in Rupees)
1. Construction of one large room with verandahs (<i>kutchha with khaprail</i>)	30,000
2. Equipment (almirahs, petromax, blackboards, ground tables for newspapers, <i>durries</i>)	5,000
3. Cyclostyling machine (manual)	7,000
4. Books	10,000
5. Maps, charts, pictures	2,000
6. Sports material	2,000
7. Recreational material	3,000
8. Lighting (solar panel, etc.)	16,000
	<u>75,000</u>
B. Recurring	
1. Honorarium of Librarian @ Rs.1000 × 12	12,000
2. Purchase of newspaper & periodicals	2,000
3. Purchase of books	7,000
4. Replacement of materials	1,600
5. Cyclostyling paper	1,400
6. Contingencies	1,000
	<u>25,000</u>

10.1 The critical role of training* in BEP is derived from an awareness (a) that educational reconstruction in Bihar will be brought about in the existing social milieu and through most of the existing teachers and instructors of AE/NFE; (b) that practically everybody can be made to realise their capabilities, as well as skills and competence for better performance of their role; and (c) that it is possible to infuse into the present system some persons at the grassroots level who, although they belong to the same milieu, can none the less introduce a new dynamic into the system.

10.2. The main purpose of organisation of training under BEP would be the orientation of all persons involved in it to the goals and strategies of BEP; to upgrade their skills and competence to enable them to discharge their responsibilities, and to motivate them to function as active participants in the planning and implementation of the project. The categories of persons to be trained are quite varied, and their number very large. Some of the important categories, and their approximate numbers (per district on an average) are given below:

— Teachers in service	5000
— <i>Shiksha Karmis</i>	300
— Instructors of adult education	1200
— Instructors of non-formal education	1000
— Supervisors/ <i>Preraks</i> in AE/NFE Programme	200
— <i>Shiksha Sathins</i> and <i>Sahayoginis</i>	200 +20
— Village-level committee members	2000

In addition, training of new candidates for the job of teachers will also have to be provided.

10.3 It would be necessary to design a range of institutional and non-institutional

* The word “training” has been preferred to teacher education, continuing education of the professional people, reorientation, etc., because it is better understood. As the description in this chapter may clarify, training is not intended to be a “giver-taker” relationship, or “fill-up-an-empty-pitcher” notion, nor does it view trainees as a non-participating, non-interactive mass.

arrangements for training. These would include the following:

10.3.1 *District Institute of Education and Training (DIET)*: A design of DIET has already been prepared by the Government of India in consultation with the state governments and academics*. The scheme of DIETs envisages upgradation of the infrastructure, special selection and training of staff, review of the content and methods of training and emphasis on in-service training and continuing education, training of teachers. An existing Primary Teacher Training Institute will be identified and developed as a DIET. It is estimated that an expenditure of Rs.10 million will be incurred on it (see box). Special emphasis will be laid on the selection of staff. The existing staff of the Primary Teacher Training Institute selected for developing as DIET will not have any special claim for appointment. A committee, mainly comprising the District Task Force members, headed by the Director, SCERT will make the selection of faculty.

Estimated expenditure on A DIET	
A. Non-recurring Expenditure	
I. <i>Civil Works</i>	
1. Repairs and alterations in existing buildings	
2. Addition to the existing buildings	
3. Hostels	
4. Staff Quarters	Rs. 8.5 million
II. <i>Equipment</i>	
1. Library	
2. Other equipment for Science Education, Art Education, Physical Education, etc., Hostel, AV Aids, etc.	
3. Furniture	Rs. 1.5 million
Total Non-recurring Expenditure (I + II)	Rs.10.0 million
B. Recurring Expenditure (per annum)	RS. 3.5 million
Total (A + B)	Rs.13.5 million

* Government of India, Ministry of Human Resource Development, (Department of Education), *Guidelines for District Institute of Education and Training*, 1989.

10.3.2 *DIET Sub-centres*: Each subdivision of the district will have a sub-centre of DIET. The sub-centres will (i) provide in-service training to teachers and instructors of AE and NFE; and (ii) serve as a resource and reference centre for them. The sub-centres will have simple, *ashram-like* buildings for the residence of trainees, a few staff quarters and necessary training facilities. The initial expenditure on setting up of a DIET sub-centre would be approximately Rs.5.00 million.

Estimated expenditure on a DIET Sub-centre	
A. Non-recurring Expenditure	
I. <i>Civil Works</i>	
1. Sub-centre building	
2. 60-seater hostel	
3. Staff Quarters	Rs. 3.5 million
II. <i>Library and Equipment</i>	Rs. 0.5 million
Total Non-recurring Expenditure (I + II)	Rs. 4.0 million
B. Recurring Expenditure (per annum)	Rs. 1.0 million

10.3.3 *District Resource Unit (DRU)*: Although DRU forms part of the DIET in the Central Government scheme, it is proposed to set up DRUs as separate entities under BEP. The functions of the DRU would relate mainly to adult education, non-formal education, *Mahila Samakhya*, training of village level animators, activists, etc. DRU will also have to be provided with an institutional infrastructure on the lines of DIET sub-centres. DRUs will be staffed almost exclusively by women who will be provided with necessary orientation to steer the programme for achievement of the goals of women's equality. The salient features of the scheme of DRU have been published by the Government of India* and those guidelines may be observed in BEP also.

10.3.4 *Non-institutional Resource Groups*: DIET, its sub-centres, and DRU will function through a number of co-operative agencies and resource persons. In operational terms these agencies would include the following:

- (i) **Voluntary Agencies**: There may be a few voluntary agencies in the district, which may take a part of the training responsibility in a well-defined area.

* Government of India, Ministry of Human Resource Development, (Department of Education) *Guidelines for Establishment of District Resource Units*, 1990.

- (ii) Trainers' Groups: Such groups may be based in some other places within Bihar, or even outside the state. Their involvement can be of immense value, particularly for initial reorientation of the staff of the various categories of institutions and senior level resource persons.
- (iii) Resource Persons: In each CD block it would be necessary to identify and train a number of resource persons who may be able to organise training of persons, such as instructors of AE/NFE, village level activists or animators, etc. It would also be necessary to have subjectwise resource persons for training of *Shiksha Karmis*. (Details in regard to the manner in which resource persons will contribute to training of persons in the non-formal education and adult education sectors have been given in the document on DRUs)
- (iv) Creative Individuals: Artists, writers, interested housewives, retired personnel, etc. can make an important contribution in the development of the training system by participation in monthly meetings of teachers, animators, etc., and serving as part-time faculty, introducing of a creative dimension in training programmes.
- (v) School complex: This technique of peer-group co-operation, vertically among institutions of higher stage with those of lower stage as well as horizontally among primary schools, will be employed for formal and non-formal training opportunities.

10.4 Utmost care will have to be taken to ensure that DIETs and other training institutions are staffed by the right people, and work with commitment and efficiency. To achieve this, the following measures are proposed:

- i) Principals of DIETs will be selected by a high-powered committee, which will have powers to devise its own selection procedure so as to ensure quick and fair selection. Principals will be appointed initially on a 5-year contract.
- ii) Selection of the rest of the DIET faculty will be left mainly to the Principal. Here again a search will be made to identify a good and committed team, also to be appointed on a contract basis.
- iii) Persons working in DIETs, sub-centres, DRUs etc. will be given necessary incentives in pay and allowances, as well as opportunities for professional advancement.

10.5 Attention will have to be paid by the District Task Force to ensure that the training set-up in a district is adequate for the needs. It is likely that the infrastruc-

ture indicated in this chapter may not suffice when all the programmes expand to the projected level, but a beginning will be made at a modest level, with scope for necessary expansion. The existing content and methods of training will have to be revised and interactive, experimental, and participatory methods employed. Use of educational technology for group learning also has a great scope. The National Steering Group and the State Mission Agency should invest funds in the preparation of training materials to be used in the group learning mode.

Annexe to chapter on Training

An Illustrative Outline for an Initial Training Course for In-Service Primary Teachers

- (1) *Group Size*
30 (As far as possible a homogeneous group)
- (2) *Duration*
3 weeks
- (3) *Venue*
A DIET sub-centre
- (4) *Course Faculty*
 - (a) Two persons from the staff of sub-centre;
 - (b) Two resource persons;
 - (c) A "person" with interest in training and having skills of animation through art, theatre, or some such activity.
- (5) *Course Objectives*
 - (a) to orient teachers in the goals, strategies and programmes of BEP and to make them aware of their role in that context;
 - (b) to impart basic skills and competence for participation in BEP;
 - (c) to identify specific training needs of participants and to begin the process of meeting some of those needs, e.g., remedying their weaknesses in language and mathematics.
- (6) *Course content*
 - (a) Micro-planning and community involvement;
 - (b) The problem of the disadvantaged groups (women, SC, ST etc.) and teachers' role in this regard;
 - (c) Child-centres, activity-based methods of instruction with emphasis on learning;
 - (d) Minimum levels of learning and techniques of comprehensive or continuous evaluation;

- (e) Suggestions regarding measures that may be taken by teachers to improve their competence in basic subjects, such as language and mathematics.

(7) *Training Methodology*

The course will be transacted in an interactive problem solving mode. Time for lectures will not exceed 20% of the total course time. The main methodology will be demonstration, discussion, simulation, role-play, improvisation of learning materials, practical work, use of films and audio cassettes, sports and cultural activities.

(8) *Course Evaluation*

Faculty and participants will jointly evaluate the course and make recommendations regarding further action to be taken. Methods for continuing contact and self-study measures taken by participants may also be discussed as follow-up.

(9) *Cost*

(a) Board and lodge @ Rs.25 per head for 20 days	15,000
(b) Travel of participants @ Rs.100	3,000
(c) Training expenses, learning material for participants @ Rs.200 per head	6,000
(d) Resource persons	3,000
(e) Miscellaneous	1,000

Total 28,000

Note: A selected district could plan to organise 10 such programmes (in the CD blocks selected or start of BEP in the first year) and 30 in subsequent years.

11.1 The implementation machinery in BEP has to be of the nature of management for change. Taking into account the well-established principles of management, the entire administrative system has to be overhauled and restructured to serve the goals of educational reconstruction and social change.

11.2 The most important characteristic of management will be its mission mode. Project people will have to understand that BEP is not a scheme, not even a programme, it is a societal mission for bringing about basic changes in the entire scene of social development. This commitment has to permeate all people; those who do not share it could as well leave the mission. There can be no compromise about this. The mission mode also assumes that there will be a sense of urgency, a time-bound scheme of things in which specific responsibility is attached to institutions, agencies, or individuals, and they are accountable for the responsibility assigned to them. This method of management also calls for a rigorous system of review in which people meet frequently in small, manageable groups, discuss milestones, recall successes and analyse failures.

11.3 An implication of the adoption of the mission mode for implementation of BEP is that the whole system has to be debureaucratized. Bureaucratization presupposes

- hierarchical structures in which powers and responsibility are vested in the top, and all functionaries look up to the structure above;
- motivation and encouragement come from above rather than from any deep commitment. In traditional bureaucratic structures, the subordinates are treated with scant respect;
- people outside the bureaucratic framework—voluntary agencies, teachers, students, and their parents, the community at large—are considered beneficiaries and not the people for whom the system exists.

An implication of debureaucratization is that the hierarchies must be pulled down. Networks need to be built, with symbiotic effect. All colleagues have to be allowed to understand, absorb, and internalise the tasks and the challenges. In such a situation, management essentially becomes an educative process. Mistrust,

maintenance of copious records, “playing safe” and such attributes give way to the use of modern techniques like computers and micro-processors, risktaking and decisiveness.

11.4 It is obvious that in such a system selection and placement of staff is not a routine affair. There will have to be special selection based on willingness to join this campaign. Only persons who have given evidence of commitment to social development, particularly of women and the deprived sections of society, can be considered eligible. Those selected will have to be oriented through well-planned programmes and expected to stay on in BEP for several years. Women will have to be given a special priority in staff selection at all levels.

11.5 Adoption of the mission mode for implementation of BEP, and a clear decision in favour of debureaucratisation must result in the evolution of participatory styles of management. All people concerned will have to sit together, reflect, understand and achieve a sense of solidarity. Important categories will have to be involved as active participants in the management of BEP; perhaps the most important among them are teachers. Through their organisations, as well as through selection of talented persons among them, it should be possible to develop a design in which all decisions which affect the teaching or learning processes are made mainly by groups of teachers. Teachers and people involved in the management of BEP will have to evolve means for understanding the concerns and expectations of the learners, parents, and the community. At the village level, this would, perhaps, materialise through Village Education Committees. But the important thing is that the teachers will have to develop a sense of duty towards these people, viz. learners, their parents, and the community.

11.6 Voluntary agencies and creative individuals can play a very important role in the development of participatory management structures. Generally speaking, the state and district administration are not enthusiastic about involvement of voluntary agencies in the implementation of the programmes. It is only natural that it should be so, for these agencies think differently from the government, they question the government’s style of functioning, put up alternative models which are generally better than the way government-run programmes function, and people from these agencies speak to government officials from a position of equality, sometimes self-righteous superiority. Securing participation of voluntary agencies will constitute a crucial part of the strategy of BEP. Voluntary agencies would have a role to play in various ways, which would include:

- running of adult education and non-formal education programmes;
- training of teachers, local-level functionaries and members of VECS;
- provisions of a support system for VECs ;
- running of *Ashram Shalas*, low-cost hostels, etc. for tribal children; and
- innovation and experimentation.

11.7 A multipronged effort will have to be launched to harness the existing voluntary agencies and to support the creation of new ones. Some of the steps to be taken would be:

- (a) to survey voluntary agencies with a view to identifying good ones and to spell out the kind of programme they can take up, and their optimal capacity;
- (b) creation of mechanisms to sanction projects and programmes with speed;
- (c) to assign well-defined responsibility to voluntary agencies and to avoid overlap between the work of voluntary agencies and the government; and
- (d) to lay down procedures for smooth disbursement of funds and simple rendering of accounts.

Formation of new voluntary agencies and groups will have to be actively pursued. The District Task Force should be able to bring together constructive workers and committed youth to form an organisation which can be provided with initial support and entrusted some specific programmes. One of the resource institutions could take responsibility for training workers from new agencies.

11.8 Community Involvement: The critical aspect of the strategy of BEP is active involvement of the community, the parents of the children attending primary schools or NFE centres, and adults who are expected to benefit from literacy programmes. On several occasions in the past, attempts were made in this direction by the central and state governments. These attempts have mainly placed responsibility on a village education committee, or some such village level body, to provide material and financial support to the primary school, without delegating any real powers to it. We propose effective decentralisation of basic education at the village level, the institutions of basic education (primary school, NFE centre, AE centre and *Jana Shikshan Nilayams*) being made accountable to the village community and the latter taking responsibility for achievement of EFA and for providing the necessary wherewithal for it.

11.9 The village-level committee could be created on any of the following models:

- (a) A committee of the *Panchayat* with an adequate representation of women, persons belonging to SC/ST, the head of the primary school, *Prerak* if any, and instructors of adult education and NFE.
- (b) A Village Education Committee with similar membership, but not controlled by the *Panchayat*.
- (c) A *Mahila Sangha* or *Mahila Samooh* with no more than one-third male membership.*

11.10 A Study of the experience in a few places shows that the creation of such a village-level body is fraught with difficulties. The existing power structure in the village—the *Panchayat*, the Co-operative Society and other influential persons—would not approve of a body which has a preponderance of “have-nots” and has power to monitor the basic education services. Often teachers and instructors of AC/NFE themselves belong to the village power structure and would not welcome the creation of such a body. They prefer to be on their own, paying allegiance to a few influential people in the village and to a hierarchy of administrative personnel. The administrative personnel too would look at such a development as a threat to their position. Even the village community will begin with an attitude of cynicism and lack of confidence in the feasibility of such a model.

11.11 Keeping in view the importance of the creation of village-level structures of the kind referred to above, and the difficulties likely to be met, it would be necessary to take several measures to ensure that this intervention succeeds. Special attention in this regard will have to be paid to the following:

11.11.1 *Creation of an environment and understanding:* This would include bringing out simple publications, video films, posters, etc., as well as workshops and meetings to explain scheme and its importance.

11.11.2 *Revamping the management system:* This will have to happen side by side with the creation of village-level structures so that the district and block level personnel as well as the supervisors fully understand the new intervention and become partners in it.

* For purposes of this document Village Education Committee (VEC) will include any of these three types of village level community organisations.

11.11.3 *Orientation of members and animators:* The members of the village-level body will have to have the capability to understand the issues involved in the running of basic education services. Particular mention needs to be made of experiential and participatory training of the members of the committee. This is particularly to be said for women members, who often remain non-participants even if present at meetings.

11.11.4 *Creation of a mission spirit:* The members of the VEC will have to be imbued with a mission spirit so that they view themselves not only as members of a government created committee, but as vanguards to bring about socio-cultural and educational change. Meetings among different VECs, programmes of continuing education of the members of the committee and creation of a sense of mutual solidarity among them would help. Regularity of meetings of the committee and publication of a newsletter to inform them of developments may also be necessary.

11.11.5 *Additional support structures:* It would be inadvisable to rely on the administrative personnel alone to support VECs. Additional support structures would be needed to strengthen this new system. This can be in the form of a voluntary agency, some individuals willing to give their time, or the school complex. These people would participate in VEC meetings, become available in the event of difficulties with the administration of local power structures, organisation of training, etc.

11.11.6 The VEC will acquire a meaning only if it has certain powers along with responsibility. The main expectation of such a committee would be that it would be listened to—in posting and transfers of teachers, in provision of funds and equipment and in other matters relating to village affairs. It will have to be ensured that VECs do not become an instrument of interference in day-to-day educational activities or of harassment of teachers.

11.12 *Micro-level Planning:* In the National Policy on Education (1986) it has been stated that it would give the “highest priority to solving the problem of children dropping out of school and will adopt an array of meticulously formulated strategies based on micro-planning, and applied at the grass-roots level all over the country, to ensure children’s retention at school. This effort will be fully coordinated with the network of non-formal education. It will be ensured that all children who attain the age of about 11 years by 1990 will have had five years of schooling, or its equivalent through the non-formal stream. Likewise, by 1995 all

children will be provided free and compulsory education up to 14 years of age.” (para 5.12 of NPE)

11.13 In the “Programme of Action” (POA) of this Policy in its chapter on “Elementary Education, Non-formal Education and Operation Blackboard”, it has been further explained that enrolment by itself is of little importance if children do not continue education beyond even one year, many of them not seeing the school for more than a few days. Emphasis will, therefore, now shift from retention to completion by all children of at least five years of education. Enrolment drives will be replaced by systematic house-to-house surveys in which the teacher, in co-operation with the village community, will discuss with the parents the relevance of schooling and regularity of attendance. Children for whom it is just not possible to participate in full-day schools, will be enrolled in the non-formal education centres, but it will be ensured that every child in every family receives instruction. It is also important that all children regularly attend school or a non-formal education centre.

11.14 It has also been mentioned in this chapter of POA that “this family-wise and child-wise design of action to ensure that every child regularly attends school or non-formal education centre, continues his/her education at a pace suitable to him/her, and completes at least five years of schooling, or its equivalent at the non-formal education centre, is what is intended by micro-planning at para 5.12 NPE”.

11.15 Operating micro-planning in a village would mainly be the responsibility of the VEC. A beginning would, perhaps, be made by convening the *Gram Sabha* and discussing the issues connected with education for all. If women are unable to actively participate in a *Gram Sabha* meeting, a separate women’s *Sabha* would be organised. The *Gram Sabha* could be expected to make a resolution in favour of EFA. It will be necessary to create an environment through wall writing, *Prabhat Pheris* (community singing procession), organisation of cultural and sports events, etc..

11.16 The first activity of micro-planning would comprise “school mapping” to ensure that primary education and adult literacy facility becomes available to all. On the basis of “school mapping”, a survey would be conducted of all families, indicating in each family adults who ought to participate in functional literacy programmes and children who should receive primary education. Discussions will be held with the members of the family on themes which commonly arise whenever views relating to education come up, including

- is education useful?
- is study in school expensive?
- if the children are working, could that be avoided?

- what are the responsibilities of parents in respect of school-age children?
- is NFE suitable for their children?

Effort will be made by VEC to see that all young adults and school-age children participate in relevant programmes. This has to be followed by monitoring participation at least in terms of retention and regularity of attendance. If VEC comes to the conclusion that some families are not able to benefit properly from the educational programme, they would intervene to sort out problems. Illustrations of such difficulties could be the case of families which are obliged to leave the village, or problems faced by the lowest strata of scheduled caste families, or children from scheduled tribe families who have a disadvantage because their mother tongue is different from the rest of the village community.

11.17 District Task Force (DTF): There will be a multiplicity of administrative and/or academic bodies at the district level. These would include the following:

- (1) Basic education administrative apparatus. This would comprise district level officers responsible for primary education, non-formal education, adult education and continuing education (including public libraries).
- (2) *Mahila Samakhya* District Implementation Unit (DIU). In the scheme of *Mahila Samakhya*, there is provision for a District Implementation Unit which takes responsibility for overseeing the appointment of *Shiksha Sathins* and *Sahyoginis*, and their training. DIU is also concerned, in general terms, about the education of girls and women.
- (3) DIET and DRU. These critical training and technical resource agencies have a role to play in respect of the regular government programmes as well as in *Mahila Samakhya* and in the programmes run by voluntary agencies.
- (4) Voluntary Agencies although not necessarily a part of the district administrative apparatus, have to be recognised as partners in the management of BEP:

11.18 DTF's main function would be to co-ordinate among these various agencies and to ensure that mutually supportive activities can be organised by all these agencies. DTF will also have a strong administration and finance unit, which would be responsible for timely disbursement of funds to all implementation agencies. Besides, it will have a unit responsible for evaluation and monitoring, to serve for improvement of the programmes and enabling DTF to undertake periodic reviews. The powers of all Directors (of elementary education, adult education, NFE etc.) will be delegated to DTF.

11.19 DTF will set up an Academic Council of Teachers (ACT). This would be a body of about 15-20 persons, three-fourths of whom would be teachers, selected for excellence of their work as teachers, academic alertness and innovative aptitude. ACT will

- advise institutions and persons responsible for training on training needs and methods;
- take responsibility for assessment of existing levels of achievement in Hindi and Mathematics;
- make decisions regarding minimum levels of learning to be adopted for the district;
- assist DTF in selection of curriculum and textual materials conforming to MLL;
- help in creation of a satisfactory evaluation system; and
- take similar decisions in respect of NFE programmes.

11.20 *State Mission Task Force* : The State Mission Task Force (MTF) will be the body truly responsible for implementation of BEP. It is envisaged as an autonomous organisation created as a registered society. The society will have two bodies: a Council with the Chief Minister as Chairman, to periodically review implementation of BEP and to lay down broad guidelines, and a Mission Task Force under the chairmanship of the State Education Secretary. The Council as well as MTF will have representation of the central government, nominees of the funding agencies, concerned officials of the state government, and people drawn from voluntary agencies. MTF will ensure that while all the directorates concerned with basic education fully involve themselves in implementation of BEP, the powers delegated to DTF are allowed to be enjoyed in an unhampered fashion.

11.21 There could be difficulties in bringing about co-ordination. For example, officials of the different directorates concerned with basic education may find it difficult to co-ordinate their programmes with DIU, DIET, or voluntary agencies. There could be problems of co-ordination among officials of the education department, as well as between DTF and other relevant development agencies, such as DRDA, District Health and Family Welfare Programme, etc. A culture of co-ordination will have to be built from the very beginning. This would be supported by the involvement of the District Collector, and special attention paid by MTF and the National Monitoring Groups.

11.22 *National Monitoring Group* : The Ministry of Human Resource Development (Department of Education) will set up a National Monitoring Group (NMG) under the chairmanship of the Union Education Secretary. The Chairman of MTF and the head of each DTF would be members of NMG, in ad-

dition to representatives of other ministries or departments or organisations at the central level and people concerned with it. The function of NMG will comprise:

- the maintenance of contact with the funding agency and persisting with efforts to secure adequate resources from external agencies;
- securing the services of training groups, and other people who can contribute to planning and implementation of BEP (this would include prominent voluntary agencies outside the state such as SWRC, Tilonia; EKLAVYA, Bhopal; Banvasi Sewa Ashram, Govindpur, etc.);
- periodic review and evaluation of BEP;
- providing necessary support at the level of MTF as well as DTF.

11.23 A small National Monitoring Unit will be established in the Ministry of HRD (Department of Education). This will comprise a Project Director assisted by a desk. As the activities of BEP emerge, it may become necessary to expand the National Monitoring Unit also.

12.1 The Bihar Education Project is more than a project and programme: it is the start of a movement—a movement to question shibboleth, to give new hope and challenge to persons working in the field of education, a movement of opportunity to the common man and woman *to be*.

12.2 To use an old Upanishadic saying: There is no beginning and no end. The beginning took place with the dawn of history. The teachings of Gautama, the edicts of Ashoka, the library of Nalanda, the poetry of Sufi saints were landmarks in the story of Bihar's cultural history. The process of learning has survived in spite of the derangement caused by British Indian education. But what the last couple of centuries have done is to uproot "the beautiful tree" of learning, spread its roots bare, without planting anything comparable it in its place. The last few decades have seen an unprecedented expansion of education, side by side with deterioration of standards and denigration of educational values.

12.3 BEP is but a milestone in the long history of education and learning of the people of Bihar. But a stir, an awareness of something new about to happen, has already taken place. The people who have participated in meetings, long accustomed to new starts which do not sustain, view BEP as an audacious design of change and reconstruction.

12.4 It is difficult to confine it to physical parameters. All institutions, agencies and persons who have the inspiration and the ability to contribute towards the goals of BEP have to be enabled to join hands. At the same time we must be deeply conscious of our responsibility. Slow pace and initial failures could spell disaster for the project. Therefore, the projects will progress somewhat as follows:

- (a) The project has to extend to the entire state, although for purposes of presenting it for external funding we may make a gradual start and restrict the project area to about half the state.
- (b) A beginning will be made in respect of practically all the programmes in three districts—one in north Bihar, one in central Bihar and the other in the Chotanagpur Santhal Paraganas region.

- (c) In the second year, an attempt will be made to spread out to seven districts, then to ten and in the fourth year to twenty districts, nearly half of the state.
- (d) Voluntary agencies and creative persons would be enabled to take up projects and activities in all parts of the state from the very beginning.

12.5 The outcome of BEP will become visible in the villages and urban mohallas as soon as a few schools begin to run better; they will also be visible in the reactions of the teachers and instructors of non-formal and adult education. A more systematic assessment of BEP can be carried out with reference to the goals written in Chapter 2, as elaborated in the subsequent chapters. For example, progress in primary education will be assessed with reference to access, participation, as well as achievement; and likewise for adult literacy. Specialist institutions would be asked to undertake a scientific measurement of progress; the management structures at the national, state and district levels will make an evaluation on the basis of a monitoring system which will form an essential part of the overall management system, and teachers and members of VEC will make assessment on the basis of what children and adults learn and the manner in which they conduct themselves.

12.6 An annual review will be undertaken on the basis of available data, evaluation reports and research studies. All parties concerned, Government of Bihar, Government of India, teachers' organisations, evaluation agencies, and UNICEF, will be associated with it. A detailed mid-term appraisal will take place in 1992, by which time a good deal of data, quantitative as well as qualitative, should be available for making an assessment of progress and modifications in the project design.

13.1 Detailed cost estimates have been prepared in respect of the proposals contained in the project document. By and large, norms and patterns approved by the government have been adopted. While in most of the programmes the patterns conform to the schemes in central and/or state government, a few items of expenditure which do not, at present, comprise an activity of the Department of Education have been included. Particular mention in this regard may be made of Early Childhood Care and Education, public libraries, and culture and media. These sectors have, however, been included as they seem an intergral part of the project.

13.2 As the annexe to this chapter shows, the total cost estimate is Rs. 15,784 million. This amount is proposed to be shared as follows:

	Rupees in millions
i) Government of India	6128
ii) Government of Bihar	2601
iii) Other agencies	75
iv) BEP	6980

13.3 As far as administrative and supportive costs are concerned, a figure has been worked out on the basis of 2.5% of the project cost. This amount, namely Rs 385 million, is also shared by the three principal funding agencies.

13.4 The funds shown as BEP share would flow directly from the funding agency to the state-level autonomous organisation, referred to in para 11.2, through the Union Finance Ministry.

Annexe to the chapter on Cost Estimates

Cost Estimates

(Amts. in million Rs.)

<u>Sector</u>	Estimated Outlay <u>1990-95</u>	<u>Out of (2), Share of</u>			
		GOI	GOB	Other Agencies	BEP
(1)	(2)	(3)	(4)	(5)	(6)
1. Primary Education	6494	1511	1200	—	3783
2. NFE	4185	2619	621	—	945
3. AE	2500	1050	625	75	750
4. ECCE	622	—	—	—	622
5. Women	533	422	—	—	111
6. Culture, Communication & Continuing Education	439	140	42	—	257
7. Training	626	237	50	—	339
Total (1-7)	15399	5979	2538	75	6807
8. Management @2.5% of (1-7)	385	149	63	—	173
Grand Total (1-8)	15784	6128	2601	75	6980

Programmewise details of the cost estimate for sectors 1-7 above follow.

Programmewise Cost Estimates

(All amounts in million Rs., unless otherwise stated)

Sector	Programme	Nature of Unit	Cost per Unit		Physical coverage by 1994-95	Estimated Expenditure, 1990-95
			Non-Rec.	Rec. (per annum)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Primary Education	1. Providing Access and Provision of Essential Equipment	Block	1.7	1.2	(i) 300 blocks under <i>Shiksha Karmi</i> component (ii) Entire state under rest of the package	2840
	2. Incentives to SC Girls	Girl-Child	-	Rs. 180	0.72 million girls (entire state)	390
	3. <i>Ashram Shalas</i> @20 per district	Distt.	5.4	20	20 distts.	838
	4. Low cost hostels @10 per district	Distt.	7.0	3.0	20 distts.	403
	5. Pre-Primary-cum-Lower Primary Units @300 Units per district	Distt.	0.3	3.3	Entire state	204
	6. Upper Primary Schools @230 per distt.	Distt.	46	15	20 distts.	1620
	7. School Health Programme	Block	—	0.02	20 distts.	19
	8. Cluster Houses for Women Teachers @5 houses per Cluster	Cluster	0.3	—	600 clusters	180
TOTAL:						6494

Programmewise Cost Estimates

Sector	Programme	Cost per Unit		Proposed coverage and estimated expenditure, 1990-95	
		Non-Rec.	Rec. (per annum)	Physical coverage by 1994-95	Estimated Expenditure, 1990-95
(1)	(2)	(3)	(4)	(5)	(6)
2. Non-Formal Education	1. State Directorate	0.10	0.90		4.6
	2. NFE Research and Development Board	0.10	1.25		6.4
	3. District level Management	0.10	0.15	39 Distts.	32.5
	4. Projects	0.13	1.07	1000 projects	4141.0
TOTAL:					4184.5

Programmewise Cost Estimates

Sector	Programme	Cost per Unit	Proposed coverage and estimated expenditure, 1950-95	
			Physical coverage by 1994-95	estimated Expenditure, 1990-95
(1)	(2)	(3)	(4)	(5)
3. Adult Education	1. Field Programmes (RFLP, SAEP, etc.)	Rs.200 per adult learner	10 million adults	2000.0
	2. Media and Environment building	Rs. 100 million per annum		500.0
TOTAL:				2500.0

Programmewise Cost Estimates

Sector	Programme	Nature of Unite	Cost per Unit		Proposed coverage and estimated expenditure, 1990-95	
			Non-Rec.	Rec. (per annum)	Physical coverage by 1994-95	Estimated Expenditure 1990-95
(1)	(2)	(3)	(4)	(5)	(6)	(7)
4. ECCE	Additional ECCE Centres @ 750 per Distt	Distt	0.7	9.9	20 Distts	622

Programmewise Cost Estimates

Sector	Programme	Nature of Unite	Cost per Unit		Proposed coverage and estimated expenditure, 1990-95	
			Non-Rec.	Rec. (per annum)	Physical coverage by 1994-95	Estimated Expenditure, 1990-95
(1)	(2)	(3)	(4)	(5)	(6)	(7)
5. Women	1. Mahila Samakhya	(i) Cluster (Comprising 100 Mahila Samoohs and 10 Sahayoginis)	1.83	1.24	56 Clusters)))))	346
		(ii) District implementation Unit (DIU)	0.25	0.87	20 DIUs)	
	2. Mahila Shikshan Kendras		0.6	0.5	100 MSKs	185
TOTAL:						533

Programmewise Cost Estimates

Sector	Programme	Cost per Unit		Proposed coverage and Estimated expenditure, 1990-95	
		Non-Rec.	Rec. (per annum)	Physical coverage by 1994-95	Estimated Expenditure 1990-95
(1)	(2)	(3)	(4)	(5)	(6)
6. Culture, Communication & Continuing Education	1. <i>Jana Shikshan Nilayams</i>	0.01	0.01	6000	210
	2. <i>Sankul Pustakalayas</i>	0.075	0.025	600	85
	3. District Level Libraries	0.1	0.2	39	34
	4. State Level Libraries	—	0.2	10	10
	5. Culture and Media				100
TOTAL:					439

Programmewise Cost Estimates

Sector	Programme	Nature of Unite	Cost per Unit		Proposed coverage and estimated expenditure, 1990-95	
			Non-Rec.	Rec. (per annum)	Physical coverage by 1994-95	Estimated Expenditure, 1990-95
(1)	(2)	(3)	(4)	(5)	(6)	(7)
7. Training	1. DIETs	—	10.0	3.5	20	356.0
	2. DIET Sub-centres	—	4.0	1.0	40	224.0
	3. DRUs	—	0.15	0.5	15	22.0
	4. Training Programmes by Non-Institutional Resource Groups	An 'average' programme of 3 weeks for 30 participants	—	0.3	800	24.0
TOTAL:						626.0

ANNEXE - I
BIHAR - GENERAL INFORMATION

(1) Area (sq. km.)	174000	
(2) Administrative structure		
(a) Districts	39	
(b) Development Blocks	587	
(c) Villages (1981 Census)	65566	
(3) Demography (1981 Census)		<u>All India</u>
(a) Population	70 Million	685 million
(b) 1971-81 population growth rate	24.20*	25.00
(c) Density of Population (Person per sq. km.)	402	216
(4) Literacy Rate (percentage)		
Male	38.11	46.9
Female	13.62	24.8
Total	26.20	36.2
(5) Scheduled Caste Population (percentage)	14.57	15.75
(6) Scheduled Tribe Population (percentage)	8.31	8.00

* Lower growth rate partly accounted for by higher mortality rate and ex-Bihar migration.

ANNEXE - II
BIHAR EDUCATIONAL DATA

(1) Number of Institutions (1987)

		<u>All India</u>
(a) Primary	51,391	543,677
(b) Middle	12,164	141,014
(c) Secondary/Higher Secondary	3,743	71,305
(d) Colleges for General Education	405	4,329
(e) Universities etc.	15	225

(2) Number of Teachers (1987-88)

	M	F	T		F	T
(a) Primary	93393	18567	111960	1191146	425539	1616685
(b) Middle	75035	16135	91170	687051	327111	1014162
(c) Secondary/ Hr. Sec.	39431	5883	45314	854458	388365	1242823

(3) Habitations

	<u>Bihar</u>	<u>All India</u>
(a) Percentage of habitations with population of 300 or more served by Pri- mary School		
(i) within habitation	73.70	76.98
(ii) Within 1 km.	95.05	94.01
(b) Percentage of habitation with popula- tion of 500 or more served by Middle School		
(i) Within habitation	19.98	29.93
(ii) Within 3 Km.	88.70	84.45

(4) Enrolment (1987-88)

(in 00,000)

		<u>Bihar</u>		<u>All India</u>
		Absolute	Gross Enrolment	Gross Enrol-
		Enrolment	Ratio	ment Ratio
(a) Primary	M	54.68	107.18	113.13
	F	26.77	53.79	81.75
	T	81.45	80.81	97.86

(b) Middle	M	14.74	49.73	68.87
	F	4.94	17.08	40.62
	T	19.68	33.60	55.14
(c) Sec./ Hr. Sec.	M	9.05		
	F	1.96		
	T	11.01		
(d) Hr. Edn. (General)	M	1.84		
	F	0.32		
	T	2.16		

(5) Dropout rate (1983-84)

	<u>Bihar</u>		<u>All India</u>	
	I-V	I-VIII	I-V	I-VIII
Boys	65.17	79.43	47.83	66.10
Girls	68.99	87.32	53.96	75.27
Total	66.34	81.86	50.26	69.76

(6) Non-Formal Education (1986)

	<u>Bihar</u>	<u>All India</u>
(a) No. of Centres		
Primary	19,678	118,501
Middle	1,171	7,169
Total	20,849	125,670
(a) Enrolment (I-VIII) (in 000)		
Boys	354	2094
Girls	279	1578
Total	633	3672

(7) Adult Education (1988-89)

	<u>Central</u>	<u>State</u>	<u>Total</u>
Number of Projects	56	256	312
No. of AE Centres	16800	25600	42400
No. of voluntary agencies involved	11		

(8) Budget Provision (1989-90)

	(in millions)
(a) Plan	614.8
(b) Non-Plan	7642.1
(c) Total	8256.9