

DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

PRE-APPRAISAL REPORT

ORISSA

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Pre-Appraisal Mission¹
To
Three Expansion Districts of Orissa

(Feb 3 - 14 Feb, 1997)

A GOI mission with members - Mr Alay Kr. Barah (Rashtriya Gramin Vikas Nidhi, Guwahati) (Mission Leader), Mrs. Sarla Dutta (SCERT, Haryana), Mr. Manoj K. Jha (Jamia Millia Islamia, New Delhi), Mr. Vikas Madhup Upreti (Consultant, WHO), Dr. Minati Panda (Consultant-TSG) - visited Orissa from 4.2.97 to 9.2.97 to find out the preparedness of the state for the three new districts viz. Keonjhar, Bargarh and Sambalpur under DPEP-II.

The mission met the State Project Director, the state planning team and the staff of the State Project Office on the same day. Next day the Mission visited the Text Book Board and SCERT and held detailed discussions. This was followed in the second half by an analytical discussion with the Keonjhar planning team. The next morning i.e. on the 6th of Feb. the mission proceeded to visit the districts. The mission went first to Bolangir district which is part of five of the earlier districts under DPEP-II. There the team held discussion with the planning team, School Committees (comprising of teachers and parents) and the District Magistrate cum Collector. The team further visited the DIET and five schools on its way in the district. The mission visited the newly established District Project Office (Bolangir) as well.

Further, the mission visited the two districts under DPEP expansion i.e. Bargarh and Sambalpur. At both the places, the team visited schools, met parents and held detailed discussion with the planning teams. At Bargarh, the District Magistrate was also present there during the discussions. At Sambalpur the mission members met and held discussion with some of the DIET faculty members also.

The mission also had a detailed discussion with the Education Secretary, Government of Orissa, during the wrap-up meeting.

The mission is grateful to the villagers, the staff members of different administrative structures at different levels in the state, the State Project Director, the Secretary Education and many other who shared their ideas and appreciated the suggestions of the mission too.

¹ The mission strongly believes that the kind of input it provided, and the discussions it had reflect that it was more of a planning assistance mission than the said Pre-appraisal mission. The comments and observations of the mission in the subsequent sections would reinforce the assertion.

SECTION - I

STATE BACKGROUND AND ISSUES

Orissa is one of the most backward state of India in terms of educational and economic indicators. The state is pre-dominantly rural with a significant section of scheduled caste and scheduled tribe population. These two categories together constitute 38% of the total state population. The literacy rate of the State (49.1%) is one of the lowest in the country and is much below the national average of 52.2%. The rural female literacy rate as per 1991 census is 30.8%. Women constitute 49% of the total population. Elementary education in Orissa comprises Primary stage (grades I to V) and Upper Primary stage (grades VI to VIII). The state has 41,604 primary schools and 12,552 non formal education centres imparting primary level education to school going age-children. It is estimated that nearly 23% of the children in the age group 6-11 and 51% in 11-14 are out of school. Of the total enrolled children in grade I, about 51% girls and 43% boys drop out before completing the primary cycle of education.

Sambalpur

The literacy Sambalpur district is 51.56%. The female literacy rate range from 15% to 36.43%. 70% of total population in the district live below poverty line. The population of scheduled castes and scheduled tribes taken together constitutes 52.15% of the total population of the District. The tribal population of Bamara, Kuchinda, Jamankira and Jujumura block constitute more than 50% of the of the total population of their respective blocks. Around 24.3% of ST children of the age group 6-11 are unenrolled. Drop-out rate is as high as 56% where is the drop out figure for the tribal children is 68%. The gross access ratio with old distance norms is 73.34%. In the tribal areas language incomprehensibility poses serious constraint in the class room transactions. No mention has been made on the child labour situation in the district. The tribals children of Jaung, Kandha and Kolha have almost no exposure to school language i.e. is Oriya.

Keonjhar

Around 46.87% of the total population of the district are tribals. The overall literacy rate of the district (44.73%) is lower than the state average. The female literacy rate (30.01%) is very low. The literacy rate among tribals (24.89%) is disparagingly low. There are few blocks like Banapal have very literacy rate (17.7%). Drop out rate among tribal children is very high (71.8%). In upper Keonjhar migration is reported to be one of the major problem. However the size of population which migrate and the period of migration have not been mentioned in the plan document. Child labour cases is reported in this district. But detailed data on this target group is not available. Language medium of instruction is reported to be a problem in tribal areas schools.

Bargarh

The total literacy rate of Bargarh district is 47.65%. The female literacy rate is 31.21% which is lower than the state average of 34.68%. Wide variation of literacy rate among the blocks exist in this district. Jharbandh, Gaisilat and Paikmal blocks have very low literacy rate (18.15%, 19.61% and 20.80% respectively). So far as tribal population is concerned Jharbandh and Paikmal have highest tribal concentration (30.47% and 37.19% respectively). There is huge gap between the cultural atmosphere of the home and the school. Similarly the tribal children also do not comprehend the school language. Inter district and inter region migration is reported to be one of the major reason for high drop-outs tribal areas.

Other relevant data pertaining to the three new districts have been provided in the tables below.

District Profile

Name of the District	Literacy Rate			Number of Male	Number of Female	Number of SC		Number of ST	
	Total	Male	Female			Male	Female	Male	Female
Sambalpur	51.56	65.54	36.48	3,0633	2,98926	52,539	51,531	1,29753	1,28933
Bargarh	47.65	63.78	31.21	609916	597256	222562 (Total)			
Keonjhar	44.73	59.04	30.01	558743	590720			297951	297233

District-wise Status of Schooling Facilities

Name of the Districts	Number of Block	Number of Primary Schools	Number of NFE Centres	ECCE Centres
Sambalpur	13	933	529	623
Keonjhar	13	1842	1451	1615
Bargarh	12	200	578	836

District-wise Teacher Profile

Name of the District	Teachers Post Sanctioned	Teachers Appointed	Vacant Post	Trained Teachers
Sambalpur	2454	2223	231	1971
Bargarh	3929	3264	665	-
Keonjhar	-	-	-	-

- Data Not Available

Schemes operating in the Phase-II districts : The National Literacy Mission launched in selected districts of the State has succeeded in generating a positive environment for education. In addition to State Government schemes and programmes under education, there are three UNICEF supported programmes being implemented in the state, namely, EFA and Anandmoyi Shiksha, Integrated Child Development Services under Department of Women and Child Development and Area Intensive Education Project.

The state has problems of low access poor retention and low achievement levels. In some parts is difficult terrain create a barrier in providing educational facilities, while in certain other part issues range from lack of drinking water facilities to attitudinal problems of non-tribal teacher vis-a-vis tribal child.

Besides, alternative schooling facilities in the state are inadequate and ill-conceived. The district profile and the information available through secondary sources indicate that particularly in these three districts primary education should go beyond the walls of school to the scattered tribal habitations and certain population groups like child labour, migratory groups etc.

Most of the districts in the state are multi-ethnic, which has its bearing in terms of multiplicity of languages. In most of the cases teachers do not speak the language of the native tribals in the schools. Besides, creating a psychological barrier and distance, it ultimately appears to be one of the potential contributing taken in high drop and low achievement amongst tribal children.

Teacher absenteeism is a problem specifically in remote areas, which definitely has a bearing on retention and quality of primary schools. A significantly large number of teachers are untrained and poorly equipped to deal with multi-grade situations. Besides many sanctioned posts are lying vacant.

The lack of infrastructure is evident in the schools. Most schools function in dilapidated buildings; many schools do not have their own buildings.

The pre-appraisal mission went into the details of the planning processes as well as it had further discussion not only with the SPO, district planning teams but it had meaningful interaction with the teachers, parents as well as other district functionaries. Besides, observations as well as discussion amongst the mission members helped them identify certain issues. The observations and comments follow.

SECTION - II

PLANNING PROCESS

Pre-project Studies Undertaken :

Baseline Achievement Study

It is conducted to assess the comparative achievement levels of SC/ ST, rural - urban, boys and girls in maths, language and EVS. It further aims to find out and explain the role of certain background factors of the students as well as school related problems and issues.

SCERT is undertaking this work in all the three districts. Data for the same have been collected in Keonjhar, but in other two districts i.e. Sambalpur and Bargarh even the field staffs, master trainers, field supervisors are not identified. Keeping this in view SCERT's commitment to complete the study by 1st of March does not sound realistic. When SCERT was asked to phase out the activities, even they realised that they can not complete the same before May. The mission feels that since the data have been collected from Keonjhar, it could be processed and the complete work could be made available by 1st of March 1997 to the Bureau.

²Social Assessment Study

Social assessment study is conducted to explore and arrive at broader conclusion regarding girls, tribals, scheduled caste, physically handicapped, other such vulnerable groups. Besides taking into consideration the perceptions of the community, it examines other schemes operating for these groups

The social assessment study of Keonjhar is undertaken by the Sociology Department of Utkal University. As reported the complete study would be made available by 1st of March. The SAS of Sambalpur is given to the Sociology Department of Sambalpur University and that of Bargarh to Navkrushna Chaudhuri Institute. The mission was informed that the study will be completed by 1st of March and the same will be made available to the Bureau immediately.

Since, even the draft report was not available to the mission, it is unable to comment upon the methodology, database and analysis of the findings.

² The mission was informed that the same studies may not be available if the GOI does not expedite the release of pre-project fund in time.

Participatory Exercise.

DPEP puts emphasis on a mode of planning which reflects the genuine participatory spirit. Apparently seeming to be a very straight and easy exercise, it has several manifest and latent functions. It aims to create awareness culminating in local needs and aspirations reflecting in the plan. It further aims to help develop a sense of "we-ness" and "ours" among the stake holders.

The mission is of the opinion that barring Sambalpur plan, other district plans have kept studied silence on this aspect. It was brought to the knowledge of the mission that DIET was not consulted in any of the districts.

It was discovered by the Mission that the planning team had inadequate inputs on focus group discussion, school mapping and prioritisation. The mission recommends that, participatory process at the district level must ensure the participation of all segments and insitutions. Besides the planning team should be provided with adequate training inputs on the above mentioned aspects including the methodological issues.

The Mission believes that the Sambalpur plan has an inadequate documentation. It does not talk of the issues discussed and the suggestion accepted or rejected. The other two plans have not attached any information pertaining to participatory exercises at all.

The Mission in its discussion meetings with the planning teams of Baragarh and Keonjhar found that they had not properly conceived the participatory exercise as integrally linked with planning process under DPEP. Even the Sambalpur plan, which has otherwise attached an annexure for the same, could not identify the link between the emergent issues and the participatory exercises.

At Baragarh and Keonjhar the district planning team mentioned certain areas as of having high incidence of child labour. A weak participatory exercise could not reflect this as one of major and priority area 2of concern together with potential strategies. Ironically, the district administration at both the places did not have any substantial and specific data vis-a-vis these areas.

In the same vein the above two districts have certain pockets and population groups (mostly tribals), where inter and intra state migration takes place every year. The information regarding this, was in fact provided only in the discussion meeting. Had there been a proper participatory exercise it would have definitely been proposed as one of the thrust areas to begin with.

Even in terms of gender related issues the Sambalpur documentation exercise does not come up with areas specific issues and corresponding suggested strategies. In fact, it holds true for the other two districts as well. The planning exercise, if it at all took place, has shown its reliance and dependence on the traditional, out dated and repetitive modes of campaigning. (The comments with regard to this have been mentioned under the sub-section of girl child).

Linkages and Convergence

This aspect being very crucial to maximum output from DPEP needs a conception and plan formulation, with proper clarity and understanding. These three districts have significant section of tribal, and scheduled caste population, the Department of Harijan and Tribal Welfare has various operational schemes. None of the plans have demonstrated, or the discussions have given the clue that how the concerned districts are to ensure convergence of the schemes and efforts so that duplication is avoided and repetition is minimised. Even the Department of Women and Child Welfare has programmes and schemes which should have been taken into consideration before planning for the needs and proposed strategy components. Co-ordination resulting in linkages among various state level organisation where found, to mention specially between SPO and SCERT. The situation was by and large the same at district level. The DIETs reported that they were not involved in the planning process at any level. Though, it is reported from the document as well as discussion that NGOs would be involved in certain activities, the same is not clear regarding the nature, extent, levels of involvement for the DPEP activities under the said districts.

SECTION - III

PROGRAMME COMPONENT

Programme component conceptualises the objectives and the envisaged programme for the same. It helps the proposing districts in terms of vision and clarity towards the broader DPEP goals. The relevant segments are described below with the observations /comment / recommendations of the mission.

Proposed Objectives for the Three Expansion Districts Under DPEP - II

Keonjhar	Sambalpur	Baragarh
<ol style="list-style-type: none"> 1. To ensure 95 percent enrolment of children in the age group 6-11 2. Access to all the girl children in the age group 6-11 3. Access to disadvantages groups like SC/ST and disabled children. 4. Access to out of school children through NFE and alternative schooling 	<ol style="list-style-type: none"> 1. To provide access to all children within the age group 6-11 years to primary education, formal or non formal 2. To achieve universal enrolment at primary stage during the five years project period 3. To reduce the differences to less than 5% among SC/ST girl and other in respect of access, enrolment and retention 4. To reduce overall drop-out rate to less than 10% 	<ol style="list-style-type: none"> 1. Access to all the children in the age group of 6-11 through primary or equivalent alternatives i.e. from 84.79% to 100% within the plan period. 2. To achieve universal enrolment at the primary level i.e. from 70.98 in all to 120%. 3. To enhance the rate of retention from 53.31% to 90%.

ACCESS

None of the three district plans have mentioned the number of villages without schools even though they have proposed for new regular schools and NFE centres. The population norm for opening regular schools has been mentioned. But in the absence of the previous data the mission found it difficult to appraise the actual requirements and the schools proposed in the plan. Similarly the problems of tribal habitation/ hamlets have not been properly taken into consideration because of lack of adequate data. **The mission**

recommends that such tribal hamlets should be identified through micro-planning and school mapping and these should be covered under alternative arrangements on priority basis.

Districts	Schools		NFE centres		ECCE		Alternative Schools	
	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed
Sambalpur	933	109	529		623	-		309
Keonjhar	1842	284	1031		1615	-		
Bargarh	1122	107	608		-	-		

Alternative Schooling

As all the three districts have high tribal population, migrating tribes (Bargarh and Keonjhar) and child labour (Bargarh and Keonjhar), alternative schooling appears to be one of the need and focus area. The team had several rounds of discussion on this aspect with the SPO as well as districts teams. **It appeared to the team that there has virtually been no discussion at the state or district level. They further have no exposure to or information about other examples/ institutions in other parts.** The planning process thus has not been able to link the issue of alternative schooling with the corresponding needs of remote and small habitations, child labour, migratory groups, girl child.

The mission felt that whenever the district team or the state functionaries talked of alternative schooling, obsession was visible for NFE specially in Bargarh and Keonjhar districts.

Though Sambalpur district does mention about alternative school in the plan but it does not provide any information on the clientele and the different models of alternative arrangements that would perhaps suit the needs of this specific groups. In the light of the discussion above, the mission suggests that the district planning teams should be made aware and oriented towards other possible options.

The team further feels that the SPO and the districts/sub-districts teams need regular consultation and discussion with regard to the understanding of the needs of the SFG and the corresponding planning. It was found that even at the state level the understanding lacked direction and clarity of purpose on various issues related to gender and tribal groups.

Community Mobilisation and Awareness : The three plans have relied heavily on straight - Jacket approach. Besides this, even during the discussions, mobilisation was not one of the main issues in the agenda of the district teams. The three plan in totality do not reflect innovative strategies or activities even for two major concern areas i.e. scheduled tribes and gender. In fact, Maa Jhee Mela comprises of the only available option for mobilisation in all the three districts. The mission is of the opinion that district

plans and the team do not mention as to how they are building on the awareness generated by the TLC in these districts. This may save the district in terms of time and resources, besides it could give them enough elbow room to experiment with new ideas and ways, instead of repeating the same exercises.

- The mission believes that objectives and strategy pertaining to mobilisation and awareness generation should be clearly spelt out in a phased manner.
- It further believes that the districts should adopt local specific strategies i.e. folk medium of the particular district.
- The target audience in terms of gender, tribal and working children should be clearly envisaged. A multiple strategy could be evolved to match the objectives.

RETENTION AND ACHIEVEMENT

ECCE

ECCE centres working under Women Child Welfare department are viewed as important input to act as feeder to primary classes, improve the retention specially for girls and act like a support service for working women of the disadvantaged section of society.

All the project proposals plan to open new ECCE centres in Non ICDS Blocks. They have attached list of centres to be opened, plan training and even propose to give educational kits in the Anganwadis. But the state has yet not developed pre-education component. *The Mission recommend that a proposal be developed for ECCE with clear conceptualisation of content and teaching learning practices to be initiated, a policy be developed to have linkages with the ICDS programmes and issue of sustainability after the end of the project.*

Special Focus Group

Gender

The female literacy with some minor variations is considerably low in all the three districts. A proper integration of macro and micro understanding and approach appear to be integral which somehow lacks in the proposed plans. For examples the plans do not reflect issues and problems specific to population groups and habitations vis-a-vis gender. *The team feels that unless it is taken up by the districts and the state a proper direction would be missing.*

Certain blocks and within these block certain population groups have a much low level of female literacy compared to even the district configuration. It would have been taken up by the districts as areas of immediate and special attention under DPEP. Banara,

Janankira and Rangali - **Sambalpur**, Gaisilat, Jharbandh and Paikamal - **Bargarh**; Banspara, Joda, Harichandanpur, Telkoi - **Keonjhar**. *These above mentioned pockets should have received special attention on priority basis keeping in view their contextual aspects.*

The plans do not mention any phase wise attainment of goals. In fact it has broadly set target for 5-6 years that too with minimum of micro level understanding of the areas and clientele.

The team found that though 'gender' appears to be an important issue in plans under DPEP, lacuna is visible in mainstreaming gender through other aspects of DPEP planning viz. teacher, training, recruitment, text book and other measure. (Mentioned in relevant sub-headings)

The three districts while prioritising issues arising out of gender concern, do not mention how the programme would be monitored in terms of achievement at different levels. *The team feels that such a mechanisms must be enrolled by the state down to the districts together with the fact that the targets should be realistic, contextual and achievable.*

The team during the course of its visit to the textbook board found that the text books still have lots of gender bias. When pointed out even the board director and the SCERT agreed to this aspect. *This has to be attended to as part of the multiple-strategy towards gender.*

While preparing for mobilisation and awareness campaign with respect to gender the main reliance of the plans is Maa-Jhee Mela as strategy. *The team feels that the state and the district must reflect on the experiences in other parts of the country as well there own past experiences.*

The three districts plans do not mention the existing number of lady teachers. Even during the discussion the district team could not provide the data for the same. Even while proposing for the teachers' recruitment, the plans do not talk of the number of lady teachers. *The team believed that since it is the of the major strategy envisaged for gender equity the same should be attended to right earnestly.*

The team is of the opinion that orienting and sensitising VEC's towards gender should be more properly organised. The district teams agreed that they have not been able to envisage it in a proper manner. *Together with VEC, the team feels that MTA should be oriented towards the girls child largely being outside from the survey of school system.*

Schedule Caste and Schedule Tribes

Orissa in general and the three districts in particular have a sizeable section of scheduled tribe and Scheduled Caste population. The team agrees to the fact that though the plan documents reflect a concern for the groups but the same lack a proper understanding with

- ⇒ Keeping in mind the linguistic diversities of these districts, area/tribe specific approach should be adopted in planning pedagogical interventions with special reference to learning second language i.e. Oriya through the mother dialect.
 - ⇒ Linguistic mapping of the districts may be carried out immediately. Besides the level of exposure to Oriya language and culture by the individual tribe, the similarity between the tribal languages and Oriya may be recorded.
 - ⇒ At the same time the linguistic profile of teachers may be mapped out in these districts. A small study should be commissioned to found out the ease and willingness to learn a tribal dialect on part of the teacher.
 - ⇒ As part of this exercise, the Basic Language Training Programme imparted by A.T.D.C. should be evaluated on how far these training programmes empower the teachers in actually transacting the curriculum in the classroom. The mission feels that these training programmes could probably enable the teachers to understand some minimum conversations but not transact in the same language?
 - ⇒ Conducting micro planning to identify the habitations which need to be provided with schools or it's alternatives.
-
- ⇒ The pre-appraisal team found to its surprise that none of the plans had clarity in terms of objective and strategy with respect to the provision of residential school for the tribal children. In fact, no status paper on existing facilities in terms of residential schools has been provided with which would have facilitated the planning under DPEP.

Migratory Groups

There is a significant presence of migratory groups in all the three districts. The problem is much more acute with Bargarh and Keonjhar. The mission identified it as one of the key issue only through the discussion and consultation with the state and district teams, as the plans themselves do not attach any related data. ***The mission opines that the same should be taken on priority basis and corresponding strategy with specificity must be identified.***

Child Labour

The three districts in general and the two districts (i.e. Bargarh and Keonghar) in particular have the issue of child labour acting as one of the major hindrance in letting them avail basic education. No attempt has been made at the district to facilitate identification or assessment exercise of such children. National Child Labour Project has recently proposed to start schools for such children. Because of the lack any data, planning for the children uncovered under this scheme could not be done under DPEP.

specific problems and issues. Through the plan document and later on discussion with the district planning teams it came to the knowledge of the pre-appraisal team that in each districts these are specific areas/ pockets/ blocks which, though sharing broader features with the districts, they have area specific problems and issues in terms of multiple-languages, migration, very small habitations and other socio - economic barriers for example : **Bargarh** - Ambabhona, Jhurbandh, Paikamal; **Sambalpur** - Banara, Kuchinda, Janankira; **Keonjhar** - Harichandanpur, Joda, Telkoi. *The mission is of the opinion these districts must identify these areas and pockets through supportive data and supplementary information and then go for matching objectives and strategies.*

The plan documents have an inadequate vision of how it would take steps for convergence of the efforts under DPEP and other government departments. In order to avoid duplication and maximise the benefits to the educational aspect of the tribal child, the district planning team and the state must make efforts. For all the three districts Department of Harijan and tribal welfare too have several schemes. Besides, Kalyan village programme is also in operation.

The team is of the opinion that the large number of schools in tribal areas are single teacher school. Besides even the two teachers' school de facto run as single teacher school. *The state and the district must decide about training in multi-grade teaching in these schools. The mission strongly recommends for identification and need-assessment exercise of such areas and population.*

The pre- dominance of tribal population in these three districts has another significant implications in terms of multiplicity of tribal dialects. The documents do mention it cursorily *but the team is of the opinion that further analysis with specific focus is required which would demand an understanding of the situation, habitation as well target population groups.*

The team agrees that the district teams have not done situation analysis for the demographic structure. They appear to have taken the SFG strictly in mechanical form under DPEP, thus ignoring the flexibility which the project provides to them. *The mission identified that besides gender groups and scheduled caste, scheduled tribes there are other sections of the backward and scattered population cutting across ethnic and caste groups needing special attention under the programme.* In order to universalise the primary education, the districts and the state must generate information on this aspect as well. It was brought to knowledge of the mission that *the tribal co-ordinator of the state does not go to the field which basically mars the basic purpose of a tribal co-ordination.*

Recommendations

⇒ Since all the three districts have high tribal concentration, the tribal co-ordinators should be appointed in all these three districts.

Thus the mission recommends that under DPEP these target groups need to be identified and the groups could not be covered under NCLP may be attended under DPEP.

Physically Handicapped

The plan documents of non of the districts mention a major vulnerable section i.e. physically handicapped. In fact beginning with the state down to the districts level there is no data available with respect to the number, nature and extent of handicapped children. *This aspect must be looked into with urgent and immediate strategy under DPEP districts. The first step under DPEP would be identifying these groups and then formulating strategies for them.*

Quality Improvement

Curriculum

The state has not developed its own MLL rather adopted the MLL s developed by NCERT. The MLLs are being treated as curriculum. SCERT had followed the participatory method for developing and financialising the curriculum through conducting workshops, intensive discussion with the teachers and the school inspectors. The curriculum include clear statements on subject understanding for maths, language and EVS. The textbooks based on MLL are only developed for class I. However the issue of curricular load has not been addressed. The mission feels that the curriculum has not taken into account the problems of multigrade and overcrowded classroom situations. Besides the curriculum does not provide enough guidelines for development of teaching learning material by the teachers. Cross curricular linkages have not been adequately addressed while developing the MLLs. Among three districts only Keonjhar has planed to include tribal culture, values and art in the existing curriculum. But the district doesn't

Text Book

The task of producing and distributing text books rests with Text Book Board, which gets educational input from the SCERT. Additional requirements of books and other instructional materials under DPEP necessities strengthening, increase, and modernisation of the infrastructure.

The press has a capacity to print 7.2 million books per year which is much below the state requirement of 20 million books for primary and upper primary students. The state has introduced Grade I. MLL based books and it proposes to introduce it for the Grade-II in next academic session i.e. 1997-98, which would definitely require enhancement of production capacity both qualitatively and quantitatively. The mission was told that the state has finished with the review of plans, operating cost of production and quality of inputs by a team of consultant.

The strategies proposed for introducing MLL based books has a major focus on a ten-day teacher training for the conceptual aspects of MLL on the basis of SCERT developed modules.

Recommendations

- ⇒ The mission is of the opinion that SCERT needs to further revise text books to wear out gender bias. Any new material designed should be first tried on a pilot basis in the field and the received feed back should reflect in the process of text book developments. The text books by and large have followed a single style which breeds monotony. By incorporating varieties of text exercises, it can be avoided or minimised.
- ⇒ The competency number need not be mentioned at the top of the page.
- ⇒ Progression of the text matter does not have any space for oral activity, which being one of the most significant component in language learning at grade I.
- ⇒ Overloading of text should further be avoided and the quality can be enhanced by incorporating varieties of texts.

Teacher Training

The plan documents except Sambalpur do not provide the number of teachers who haven't received pre-service/in-service teacher training. The quality and the content of in service training programme needs radical changes. The curriculum for pre-service teacher training had been in existence since 15 years without any changes. The curriculum thus need major revision under DPEP. Since no break-ups in terms of total number of teachers covered under in service training programmes are available, there are cases of repetitions. Ideally every teacher should receive training atleast once in a year followed by recurrent training at CRC level. This does not seem to be feasible with the present strength and capacity of SCERT and DIETs.

In the past the teacher training programmes were designed in the line of SOPT module. Around 12 modules were dealt with during a period of 7 days. Recently under DPEP 12 modules have been developed by SCERT which are based on MLL. The mission could not go through the modules as they could not be shared with the team. However from the discussion with the SCERT team, it was felt that the DPEP inputs specially with regards to the recent shifts in the pedagogic visions are missing from the modules. The modules seem to have been developed in a hurry. The mission has some doubt about the participatory nature of the entire module development process.

SCERT could not participate in the visioning workshop conducted in Orissa in the past. No follow up discussions also took place with SCERT by the SPO. The follow up visioning workshop were also not conducted at the district level.

Recommendations :

- *Thus mission largely feels that SCERT and DIETs staffs need orientation as well as exposure to the new pedagogical practices visioned under DPEP in general and in Orissa in particular during the time of visioning workshops.*
- *The group preparing the training modules needs to be more broad based. More persons who have some idea of classroom transactions needs to be included. Some DIET personnel and primary school teachers should be included.*

Since these three districts have very high tribal concentration, multigrade system is prevalent in around 60% of the schools. The training programme designed for these teachers need a significant component on multigrade and multilevel teaching practices.

- *The mission recommends that SCERT with the help of the institutions/ R.P.s working in this area should develop a training package for multigrade and multi level teaching for non-tribal teachers teaching in tribal areas the SCERT along with ATDC, R.P.s, NGO's and SPO should conceptualise attitudinal and language training programmes.*
- *The proposed teacher training programme appears to be inherently missing out on the motivational aspects of the training component. Besides the problem arising out of multiplicity of dialects need special attention.*
- *It further emerged that the absence of supervision monitoring is further complicating the situation.*
- *The mission further recommends that low cost teaching learning materials should be developed by the teachers at CRC level so that area/ group specific needs could be taken care of. DIET and BRC should provide resource support for this.*
- *There should be a regular recurrent training for teachers at CRC level. The teachers should be helped to make them competent in remedial teaching which ensures learning by all students.*
- *Besides the mission is of the opinion that action research should be encouraged which would keep on monitoring the entire effort in this direction.*

Capacity Building

Strengthening and capacity building of the state, district, block and cluster level institutions are infact symbiotically related to ultimately better output under DPEP. This aspect would combine the enhancement of capacity, in terms of new institutions coming up under DPEP as well as the human resource component. Institutions like SCERT and DIET need to be activated in terms of inculcating the needs and objectives as

well as be prepared to shoulder the responsibilities. Some structures like BRCs and CRCs are new, they would firstly require role clarity. A study should be conducted on the status and functions of SCERT in Orissa, which would go a long way in institutional development and planning processes.

- **The mission recommends that vacant staff positions (including the additional posts proposed under DPEP) in SCERT and DIETs be filled up immediately. Besides all the seven cells of the DIET need to be functional, at present only three cells are operational in the DIETs of Orissa. Further these institutions must keep on planning and evaluating for their own institutional development.**
- **The mission feels that the SCERT and DIETs staff in Orissa require orientation keeping in view the contextual make up of DPEP. They need to familiarise and equip themselves with a new set of roles in DPEP viz. curriculum development, materials development especially for the focus groups, teacher training, training of master trainers etc.**
- **The mission recommends that the districts must identify and train its own project staff, BRCs, CRCs and field-level functionaries towards DPEP in general with special reference to and requirements of new pedagogical practices, special focus groups, use of cost effective teaching learning materials etc.**
- **The mission further recommends that in the capacity building exercises, SCERT and DIETs should be provided with support of resource groups from within the state as well as outside.**

SPO and DPO

Some of the key staffs proposed under 1996-97 plans for SPO are yet to be appointed. This is one of the major hindrances in the successful take off of the project.

- ⇒ The mission feels that this matter should be taken up urgently and necessary modalities should be evolved.
- ⇒ In the SPO, there is no Gender co-ordinator.
- ⇒ Entire MIS cell is not in place
- ⇒ The mission is of the opinion that the staff and the functionaries of SPO need tuning vis-a-vis DPEP objectives and requirements.
- ⇒ Lack of co-ordination was visible among the staff members. In fact the functional pattern of the office was highly centralised with activities revolving around and depending on a single individual.
- ⇒ The infrastructural facilities like computer, photo copier etc. are yet to be procured.
- ⇒ The mission learnt that for any amount more than 10 thousand, the SPO has to seek permission from Secretary of Education, Govt. of Orissa. The mission felt that unless

it is addressed this would be a major stumbling block in the efficient and easy functioning of the SPO.

⇒ The first and foremost duty of the SPO was to orient the district level planning team and other project staffs which was not performed.

BRC and CRC

BRC is going to be a resource centre at Block Level. Each block of DPEP district of Orissa will have a BRC. The primary function of BRC will be to organise training for primary school teachers, ECCE/ Anganwadi worker, NFE instructors and VEC members. It will help and encourage teachers in preparation of low cost teaching aids and action research. The project proposal of Sambalpur gives us block-wise list of primary schools where BRCs are proposed to be opened in table 5.03. Page 69 list out the main functions of the BRC. But the other two project proposals are silent about this.

CRC will function as a centre of teaching learning activities at village level. One CRC will have 10-12 neighbouring schools. The role of CRC is to give academic help to teachers and sharing of views with regard to class room interactions, assessing students performance, enrolment retention position of schools and helping developing low cost teaching aids. Sambalpur project proposal gives a list of CRCs proposed to be opened in table 5.4 and gives detailed list of the functions of CRC. The other two projects are again silent about it. The role of CRC is very important in DPEP as it is to impart re-current training to the teachers.

SCERT

At the state level the training support is to be provided by SCERT, located in the Directorate of Teacher and Secondary Education. It has 51 secondary training schools, 3 institutes of Advance Study in Education, 6 college of teachers education, 5 B.Ed. colleges and all the DIETs are under the administrative control of the Directorate.

SCERT is the major resource institution at the state level to plan and implement and give academic support and training under DPEP. SCERT plans to trained master trainers for three types of training to be given at district and BRC level. 20 master trainers per district will be trained to conduct the training of schools teachers and head masters. 18 master trainers will be trained for the training of NFE instructors. 24 master trainers for training of ECE Anganwadi workers. 30 master trainers 10 per district for conductive leadership training for VEC and community members.

Training modules based on SOPT modules are ready with the SCERT. The training design was developed by the SCERT under the guidance of NCERT. Cascade model of training is designed - SCERT to train master train, master trainers to further train RPs, RPs to trains to teacher functionaries.

SCERT should have been strengthened to do the DPEP work but even how four additional posts of - Deputy Directors in Training, Research and Evaluation, curriculum and Gender are lying vacant. It needs to be taken up on priority basis.

Training of MLL concept as proposed in 10 days programme does not seem practical. The participatory process of training would require more time in delivery.

The mission feels that a better co-ordination and understanding between SPO and SCERT is required.

SIEMT

In order to consolidate and strengthen management capacities of the existing staff at all levels, SIEMT had been proposed to be set up as an autonomous institution at the state headquarter. However SIEMT has not yet been registered under the state society registration act. The institution is to be vested with sufficient powers for the educational management and training for DPEP. Major function of the same is to orient and prepare district level educational planners and managers heads of institutions and community leaders in micro planning, area survey, participatory and decentralised management. It would further train personnel for action research and evaluation. Besides, it would strengthen data base and provide professional support to the state and district level resource institution.

Two personnel namely one Director and one Deputy Director have been appointed in SIEMT. But it is non-functional till now. Had this institution being function, the micro-planning exercise, area survey and planning of the project would have been much more effectively.

DIET

Out of three districts only Sambalpur and Keonjhar districts have DIETs. Bargarh district does not have a DIET though it has a Secondary Training School. In Sambalpur DIET out of 24 sanctioned post only 14 people are in place. Though selection committee has recommended the names of ten more personnel but most of them have not joined till date. The plan proposes to strengthen the Secondary training school in Bargarh in terms of infrastructure and human resources so that the academic input required under DPEP could be provided by the same. Three out of seven cells only are operational in DIETs in Orissa. **The Mission recommends that the same should be taken up and attended to on priority basis. The DIET faculty members and staffs need certain extra input vis-a-vis DPEP objectives and requirements.**

MANAGEMENT INFORMATION SYSTEM

One of the most important aspects of managing a programme is a proper management structure. This shows activities, departmental relation, interfacing at each level along with the associated costs. Therefore management structure is a powerful tool by which one can continuously monitor a programme.

However, in the district visited as well as the state project office there seems to be no thought given to the establishment of an effective MIS system. This can be clearly implied from the plans.

The state project office proposes to hire a system analyst by the 15th of the coming month. This however would not be sufficient. **The mission feels that the entire MIS cell needs to be in place prior to the visit of the appraisal mission.**

The computer room space norms are quite vague (specification of 200-400 sft. carries a two fold difference in area). Provision of Rs.50,000/- for computer room needs to be justified against the required area to be built.

Pedestal fans as asked for (2 nos.) may not be required when A.C. is to be provided.

Vacuum cleaner may become a maintenance problem and could be avoided.

The exact nature, specification and cost of the Hardware and Software requires to be revised as per the present day costs and the actual needs. MIS equipment and the staff required remain the same at the state level as well all the districts. These cannot be the same for the state as well as the districts.

The recurring costs shown for Hardware maintenance are unreasonable and need to be reworked .

Training and orientation of the personnel of the MIS cell needs to be clearly scheduled and proposed.

Construction of computer room may be taken up in the first year itself. Data Entry Operators and MIS need to be in place in the first year itself. This needs to be taken care of in the plan also.

The costs put up for Data Transmission may be reworked is the process would be using the telephone line (Modem is to be used). Data entry charges may be clearly detailed and reworked as the Data Entry operators are being provided for.

The information flow and linkages between various levels are lacking. This, therefore, adds to the urgent need for setting up of the MIS atleast at the state level.

CIVIL WORKS

Execution :

The mission has been informed that the state project office has already prepared a construction manual. Certain design have also been prepared by the Project Executive Engineer. It was reported that both these documents have been submitted for review and approval to the DPEP Bureau.

Further more, Architects have been shortlisted for the old five districts. Construction Agencies viz. DRDA, IDCO have been shortlisted and Memoranda of Association are to be signed shortly.

The mission, however feels that no ground work has been done to begin the work once the proposals are accepted for the old districts. Even the sites and locations for the pilot projects have not been identified.

At the present stage, the State Project Office is not in a position to begin any construction activity prior to the second-half of the coming financial year. The mission feels that the State Project Office should phase the work suitably in a realistic manner even if it tends to carry on into the first half of the 4th year i.e. (2000-2001).

Since a maximum of 24% of the total investment for DPEP can be used for physical construction work, care should be taken to reduce cost of construction so that the excess money can be re-routed to quality improvement programme. Cost effective technologies should be popularised. Construction programmes should be addressed towards quality improvement of the masons' skill.

Further more the districts selected have mountainous regions, tribal areas as well as inaccessible locations. **Community participation is a must in these areas to achieve cost effective construction.** Above factors imply that **any construction should be contextual, should make maximum use of local materials as well as locally trained expertise.**

The mission also feels that the figures in the plans do not take these factors into considerations and the **it is felt that these estimates were worked out on assumed costs.** Detailed unit cost estimates may be presented as annexures in the plans.

Innovation Funds :

No thought has been given to the utilisation of innovations funds. The mission feels that conventional construction process would involve extra costs in material transportation. There would be problems of labour management, if brought from outside.

Also it would further add to cost. Supervision could suffer due to difficult access, affecting quality control.

The mission suggests that -

- **Local building materials and construction practices may be adapted as far as possible.**
- **Imported materials requirements may be reduced to bare minimum.**
- **Local expertise available may also be trained for construction work.**
- **Local work force would get trained in maintenance and repairs as spin-off benefits leading to savings under the recurring expenditure head.**

Activities	Keonjhar		Bargarh		Sambalpur	
	Number	Unit Cost	Number	Unit Cost	Number	Unit Cost
New Schools	210	1.25	107	2.0	109	2.00
Buildingless School	74	2.6	-	-	14	2.00
Repairs of Schools	-	-	74	0.25	229	0.20
Additional Rooms	238	0.85	-	-	424	0.50
Toilets	1000	0.10	1394	0.25	900	0.30
Drinking Water	400	0.40	1300	0.25	800	0.20
BRC's	13	10.40	12	0.90	9	6.00
CRC's	200	1.80	150	1.25	109	1.60
MIS Room	1	1.5	1	0.50	1	0.50

District : Keonjhar

All over the district 210 new primary schools are proposed to be opened. These are single room schools as per the plan document. However, project civil works costing tables make no mention of the fact.

Further more -

Unit cost for new primary school (single room) = 1.25 lakhs
 Unit cost for additional single room = 0.85 lakhs

This variation in unit cost needs justification.

The plan proposes to provide a barrack to accommodate 10 teachers at CRC level at 60 extensively tribal pockets. However, these pockets are yet to be identified (based on social assessment study). However, the unit cost of Barrack for teachers (10 Nos.) is unreasonably high.

Assuming . @ 54 sft/ person
Area of Barrack = 54 X 10 = 540 sft
Total cost per Barrack = 3 lakhs
Therefore, cost/ sft. = Rs.550 approx.

This is clearly unacceptable and needs to be reworked.

Also provision of teachers quarters in inaccessible area is a good but incomplete incentive. in absence of health, communication, transport and other basic infrastructure. Hence convergence of these factors is crucial to make it feasible.

The district plan proposes to sink 400 borewells, construct 1000 toilets at different schools. **The plan proposes only one toilet (for girls child) per school. This bias is irrational and may be addressed suitability.**

The process of arriving at the number of schools for sinking of borewells and construction of toilets is not indicated. **Also the construction of these could be taken up on a priority basis from the first year itself, instead of the proposed phasing spread over the entire plan period.**

There is a proposal for construction of Boundary Wall in 130 schools @ Rs. 1.00 lakhs. **A 'pucca' wall may be permitted only at places where factor of safety is involved. At other places a wire mesh or even a green hedge may be enough.**

District Keonjhar has not proposed for any major repairs to the schools. This is very unlikely and therefore **provision be made for such schools which need repairs after their identification.**

The phasing of construction for 74 building less primary schools varies at different places. This needs to be rectified.

The cost component for civil works in the expenditure account is Rs.1719.50 lakhs i.e. about 32.2%. However, the same comes to about 1782.30 lakhs in the detailed project costing i.e. about 33.36%. In either case this is unacceptable and needs reassessment.

District : Bargarh

The district plan proposes for 107 new schools. Cost of construction of a new primary school has been put at Rs.2.00 lakhs. At the same the cost of construction of BRC

∴ complex with training hall is put at Rs.0.9 lakhs. This seems unreasonably. Also, number of rooms/ area for new schools and also the BRC complex is not mentioned.

The plan proposes 1 Training Hall @ 1.5 lakh and 1 Dormitory @ 1.5 lakh at the S.T. school to help develop it as a mini DIET. Although **no areas have been mentioned, these figures look to be unreasonably inflated.** Area of training hall/ dormitory proposed for ST school at Bargarh needs to be shown to justify the projected unit cost.

The plan proposes to construct toilets at 1394 schools. Drinking water facilities are proposed to be provided at 1300 schools. However, **provision of Rs. 25,000 for construction of toilets (1 male + 1 female) is too high.** This needs to be calculated and revised accordingly.

Repairs of schools, construction of toilets and provision for drinking water may be taken up on priority basis from the first year itself.

All proposed schools should be phased for construction only upto 1999-2000 to take care of construction work even in case of a spill-over to the next year.

DI office extension, as provided in the plan, cannot be provided for under DPEP. This component needs to be cut from the plan.

The cost component for civil works comes to Rs. 1109.14 lakhs (i.e. 29.0% of total project cost). This needs to be kept below 24% of total projects cost.

District : Sambalpur

The district plan proposes to put up 109 new primary schools and 309 alternate school. However the number of rooms/ area of the new schools to be opened has not be mentioned.

The plan while specifying its objective also asks for -

- Conversion of Kuccha Primary Schools to Pucca buildings
- Construction of residential teachers quarter in primary schools of tribal areas.
- Construction of office rooms for teachers in all primary schools.

However, no mention has been made for these in the civil works plan outlay. Also there is no data to help identify the number of locations.

It may be added the construction of office rooms for teachers is not permissible under DPEP.

Unit cost proposed for an additional single room in CRC is Rs.1.6 lakhs while that of a school is Rs. 0.5lakhs. This needs to be reassessed.

The unit cost of construction of various civil work components seems to be on the higher side. These need to be justified by detailed cost analysis.

The cost component for civil works comes to Rs.910.25 lakhs i.e. about 25%. This needs to be adjusted 24% or below.

Recommendations :

- *The list of villages/ habitations where new primary schools are proposed to be established has been prepared on the basis of the Fifth All India Education Survey. This needs revision as per the new Sixth All India Survey.*
- *The mission feels that in the civil work components the factor of convergence is lacking although. Provision for new schools under various state and central schemes needs to be seen together with the provisions under DPEP to avoid duality. Then, the fund saved from DPEP allocation for new schools can then effectively be diverted towards major repair of existing schools.*
- *Almost all schools visited were in an utterly dilapidated condition. At times the built structure seems to be unable to take on any major repairs or additions. In such cases money need not be wasted on unsuccessful attempts. Ideally, new schools may be planned for such places where repairs may cost almost equal to the new construction.*
- *The VEC's have been monitoring and supervising construction of schools under various schemes in the past. So VEC's are in a position to undertake civil work. Therefore utilising these for the proposed civil works under DPEP must be taken up. **The cost of construction by VECs / community involvement was found to be considerably less.** In one of the villages visited by the mission, the cost of a school with construction of two rooms (15' X 18') plus a six feet wide verandah (approx. 800 sft) was Rs. 1 lakh i.e. approx. Rs. 110 per sft.*
- *School mapping exercises although reported, are not reflected in the plan proposals. **Architects to be appointed should be allowed to review the site location.** The process of site selection needs to be very transparent.*
- *The provision of drinking water facilities at the schools as asked by the state may be accepted. The state/district should take up the construction of toilets and sinking of borewells on a priority basis in the first year itself. The process of arriving at the number of schools for sinking of borewells and construction of toilets in the districts needs to be indicated.*
- *The phasing of construction activities may be revised to make it more realistic as construction work cannot be begun prior to September as per the assessment.*

- ◆ *There is not any vision towards utilizing the innovation funds. A plan may be developed to effectively utilise it.*

The Project Executive Engineer proposed to carryout construction on a pilot basis-on certain innovative designs prepared by him. These plans have reportedly been sent to the TSG for approval.

The competence of the Project Executive Engineer to attempt design of schools needs to be assessed on the following grounds :

- Architectural aptitude and aesthetic/spatial planning skills*
 - Role to be played as a construction management and supervision professional.*
 - Possibility of decadence of the attempt into a procedure in future.*
 - Involvement of the cross section of ultimate beneficiaries.*
- ◆ *Appointment of an in-house architect at the OPEPA may be done to help review the architectural aspects of the construction programme.*
 - ◆ *Engineers from the State Project Office are not being sent to the fields. Shortage of vehicles has been cited as the reason. The SPO has two vehicles (1 for SPD, 1 for Common pool). One more vehicle can therefore be bought and used for the purpose.*
 - ◆ *Civil works should be presented as a separate chapter in the plan documents. Unit cost of various civil work components should be projected in detail in the plan.*
 - ◆ *Total cost on civil works needs to be kept below 24%. This has not been kept in mind in any of the plans. This needs to be strictly followed.*
 - ◆ *Areas of the construction components may be projected alongwith the components area/sft for various components may be put in for easy reference and justification.*
 - ◆ *At places the proposed BRC in next to the proposed CRC (upgraded existing centre school). In such cases the CRC may be shifted elsewhere.*
 - ◆ *Construction of new building for CRC's is not permissible under DPEP. This provision heads to be corrected in the plan. Only single rooms may be added.*
 - ◆ *District Project offices need to established in all the districts studied.*
 - ◆ *District Engineering Personnel have not yet been appointed. This needs to be done at a fast pace so as to avoid loss of time after the plans are approved.*

SECTION - IV

COSTING, PROCUREMENT & SUSTAINABILITY

Project Costs

The total project cost for 3 expansion districts are estimated at Rs.12807.007 lakhs. Districts plans in respect to Bargarh and Sambalpur are costed within a range of Rs.40.00 crores (Bargarh Rs. 3838.93) and (Sambalpur Rs.3627.67). However, total project costs envisaged for Keonjhar exceeded the upper limit of Rs.40.00 crores. Keonjhar has prepared a plan for Rs.5341.52 crores.

The mission recommends that this matter be settled in consultation with state project office so as to ensure the conformity of the size of project cost within the guidelines. The breakdown of costs for the districts is summarised below :

(Rs, in lakhs)

Name of District	Total Project Cost	Total Recurrent Cost	Percentage
Sambalpur	3627.025	2138.52	66.39
Keonjhar	5341.052	2693.14	50.42
Bargarh	3838.930	1446.93	37.68
Total	12807.007	6278.58	100.00

During the visit of pre-appraisal mission the state has also submitted a state intervention plan for 3 expansion districts (Bargarh, Keonjhar and Sambalpur). However, the plan contains only the estimated budget to the tune of Rs.100.34 lakhs for 5 years. In the absence of any details of intervention plan, it could not be appraised by the mission.

The mission recommends that state project office prepare a comprehensive state intervention plan for 3 expansion districts and submit to the DPEP Bureau.

The civil work component in all the three districts plan exceeds the upper limit of 24%. The cost component for civil works in Keonjhar plans comes to 33.36% and for Bargarh is 29%, while Sambalpur has acceded by 1%.

The mission recommends that the civil works component of the district plans needs to be kept as per DPEP guidelines.

Except Keonjhar, the other two districts i.e. Bargarh and Sambalpur have not given summary tables (as per prescribed formats) category and objective-wise. Further

tentative cost, procurement plan and physical target for the first year has to be separated from the total costs and physical targets. All the districts have not prepared their costing following the above formats. There are still gaps in costing of district plans, which needs to be taken care of.

Unit cost proposals under district plans seems to be realistic except some, which are mentioned in different sections of this report.

The mission recommends that, to take care to above gaps, necessary orientation to be given to the district planning team for preparation of procurement and annual work plan for the year 1997-98.

Bargarh

The civil work component to Bargarh district is 29% which exceeds upper limit of 24% of total project cost for civil works as per DPEP guidelines. Targets proposed needs to be properly assessed.

In the absence of the DIET at the moment, the Bargarh plan has proposed for the construction of a training hall and a dormitory in the existing S.T. school, which amount to Rs.3.00 lakhs.

The mission feels that the proposal stands justified keeping in view the situation of Bargarh as far as teacher training component is concerned.

The mission observes that the grant of Rs. 1500.00 is listed as "Grants for teachers for teaching learning material" while Rs. 500.00 per teacher per annum is the approved amount as per DPEP guidelines, to procure consumable and develop, prepare and acquire teaching learning aids.

Free reading writing materials for focus group @ Rs.100.00 for 1 lakh (physical target) each year has been proposed. The team feels that, no where in the plan they have mentioned about the details of such plan. Unit cost needs to defined and target has to be assessed; linking it to the findings of social assessment study.

The district team needs orientation on budgeting and accounting before the visit of appraisal mission.

Sambalpur

The total budget of the district after costing various components comes out to be Rs.36,27,2500 for five years. However civil work components exceeds 1% more than the stipulated limit of 24% of the total project cost.

Costing of Sambalpur plan is quite confusing. Recurring cost for particular activity has been worked out for the first year and accordingly same figure is multiplied for 5 years. To take care inflation 20% additional amount has been proposed. *The mission recommends that the costing needs to be worked out as per DPEP prescribed format, clearly showing annual work plan for the first year.*

Recurring cost for five years have been calculated adding total recurring cost of the first year which should be Rs.88.08 instead of Rs.87.98. Recurring cost cannot be the same for the entire project period.

Cost for mobilisation work, i.e. meetings at village level, meetings of Mahila Mandal and NGOs' unit cost has been shown 0.05 per unit. There unit has been defined as per meeting; however, cost for all the meetings cannot be the same and needs to be justified properly.

The district team needs orientation on costing and budgeting.

Keonjhar

The district plan exceeds the limit of Rs.40.00 crores as per DPEP guidelines.

The total cost of the project estimated at Rs. 5341.52 crores needs to provide annual break-up by components and activities for five year period.

The civil work component for Keonjhar district is 32.08% which is not within stipulated DPEP guidelines.

Unit cost for poster / leaflet and handbill etc. for awareness campaign is not mentioned while cost for five years has been shown uniformly. Printing of the same throughout the project period needs to be justified in the plan.

Under 'awareness campaign' costing, the following clarifications are required :

Micro planning and school mapping for 2068 villages are given @ Rs.500.00 per village. At the state level SPO has selected NGOs' for carrying out microplanning activities in a phased manner. The two appears to be contradictory which needs clarity.

SUSTAINABILITY:

The State Financial study was presented in January 1996, which has already been commented upon by National Staff Appraisal Report. As no further revised report was available for the mission, it agrees to the broader remarks of the same. The main comments of which are given below :

The National Staff Apparels Report (March 1996) has already commented on the study.

As no revised report was presented to the mission, it agrees with the comments of the previous report as regards the status of the state finance i.e.

- Trends in State government finances show that the share of the states own revenue in state revenue has been around 40% and the contribution of central taxes and grants have been around 60%. No change is witnessed in respect to above for the past 10 years.
- Although a deficit state the magnitude of the revenue of deficit in relation to state income is not particularly large. What causes warning is the burden on interest payments and debt servicing.
- On the expenditure side the share of education to total government expenditure (plan and non plan) is atleast 16% where as 9% of the expenditure is devoted to elementary education.
- The share of elementary education within education has been steadily increasing and is now stabilised around 60%.
- The plan resources for elementary education too have shown an increasing trend from 1.72% during the seventh plan to 2.44% during the eight plan.
- However, Orissa's share of expenditure on education has been considerably low compared to other states. Sustaining the DPEP programme and funding expanded and improved primary education will, however require substantial changes in the pattern to revenue and expenditure levels of the state.

The mission has strong reservations regarding extraordinary high recurring cost, for, it may cause very high and unimaginable burden on the state. However the mission believes that said burden can be minimised and sustainability ensured, if the state resorts to better fiscal planning by reallocating and rechannelising different budgetary sub-heads.

Abstracts of Estimated Costs (Objective-wise)

(Rs. in lakhs)

Districts		Sambalpur		Keonjhar		Bargarh	
S.No.	Name of the Components	Amount	Percentage	Amount	Percentage	Amount	Percentage
1	Improving Access	-	-	649.80	12.18	1158.97	30.00
2	Improving Retention	-	-	1006.41	18.84	2357.61	61.40
3	Quality Improvement	-	-	3494.72	65.42	228.30	2.50
4	Capacity Building	-	-	190.59	3.56	94.05	6.10
	Total Cost	-	-	5341.52	100.00	3838.93	100.00

Abstracts of Estimated Costs (Component-wise)

(Rs. in lakhs)

Districts		Sambalpur		Keonjhar		Bargarh	
S.No.	Name of the Components	Amount	Percentage	Amount	Percentage	Amount	Percentage
1	Civil Works	910.25	25.00	1782.30	33.36	1109.14	29.00
2	Management	156.054	4.30	320.49	6.00	230.33	5.80
3	Other Educational Programme	2368.981	70.70	3238.73	60.44	2499.46	65.20
	Total Project Cost	3627.025	100	5341.52	100.00	3838.93	100.00

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