

**DISTRICT PRIMARY EDUCATION PROGRAMME  
(DPEP)**

**7 PRE-APPRAISAL REPORT  
FOR ORISSA**

**February 3rd - February 14th, 1997**



**Educational Consultants India Limited**  
(A Government of India Enterprise)  
C-24, Friends Colony, Mathura Road  
New Delhi 110065

NIEPA DC



D09480

ASIAN & DOCUMENTATION CENTRE  
National Institute of Educational  
Planning and Administration.  
17-B, Sri Aurobindo Marg,  
New Delhi-110016  
DOC, No.....D-9480  
Date.....25-4-97

## **CONTENT**

<b>Section 1 : Background And Issues</b>	<b>1-4</b>
<b>Section 2 : Planning Process</b>	<b>5-7</b>
<b>Section 3 : Objectives and Programme Components</b>	<b>8-28</b>
<b>Section 4 : Costing, Procurement and Sustainability</b>	<b>29-33</b>

***Pre-Appraisal Mission  
To  
Three Expansion Districts of Orissa***

***(Feb. 3 - 14 Feb., 1997)***

A GOI mission with members - Mr. Alay K Barah ( Rashtriya Gramin Vikas Nidhi, Guwahati), 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 discussions with the planning team, School Committees (comprising of teachers and parents) and the District Magistrate cum Collector. The team also visited the DIET and five primary schools in the district. The mission visited the newly established District Project Office (Bolangir) as well.

Further, the mission visited the two other districts under DPEP expansion i.e. Bargarh and Sambalpur. At both the places, the team visited schools, met parents and villagers 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 Secretary (Education), 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 others who shared their ideas with the mission and appreciated the observations of the mission as well.

## SECTION 1 : STATE BACKGROUND AND ISSUES

1.1 Orissa is one of the most backward states of India as per the educational and economic indicators. The state is pre-dominantly rural with a significant section of scheduled caste and scheduled tribe population. The two categories together constitute 38% of the total of the population state. 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 (NFEs) 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

1.2 The literacy rate of 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 populations 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 un-enrolled. Drop-out rate is as high as 56% where as the drop out figure for the tribal children is 68%. The gross access ratio (GAR) with old for norms distance is 73.34%. In tribal areas, language incomprehensibility poses a serious constraint in 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 the prevalent school language i.e. is Oriya.

### Keonjhar

1.3 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) with a very low literacy rate (17.7%). Drop out rate among tribal children is very high (71.8%). In upper Keonjhar migration is reported to be a 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 have been 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

1.4 The total literacy rate of Bargarh district is 47.65%. The female literacy rate (31.21%) is lower than the state average of 34.68%. A wide variation of literacy rates among the blocks, exist in this district. Jharbandh, Gaisilat and Paikmal blocks have a very low literacy rate (18.15%, 19.61% and 20.80% respectively) . So far as tribal population is concerned rate Jharbandh and Paikmal have highest tribal concentration (30.47% and 37.19% respectively). There is a huge gap between the cultural atmosphere of the home and the school. Also the tribal children do not comprehend the school language. Inter-district and inter-region migration is reported to be one of the main reasons for high drop-out in 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 Blocks	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 Posts Sanctioned	Teachers Appointed	Vacant Posts	Trained Teachers
Sambalpur	2454	2223	231	1971
Bargarh	3929	3264	665	-
Keonjhar	-	-	-	-

- Data Not Available

**1.5 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 for education, there are three UNICEF supported programmes being implemented in the state, namely EFA and Anandamoyi Shiksha, Integrated Child Development Services (ICDS) under Department of Women and Child Development and Area Intensive Education Project.

### **Issues**

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

Besides, alternative schooling facilities in the state are inadequate. The districts need to broaden their approach so far as alternative schooling is concerned. The district profiles and information available through secondary sources particularly for these three districts indicates that primary education should go beyond the walls of schools and to the scattered tribal habitations and certain population groups like working children, migratory groups etc.

Most of the districts in the state are multi-ethnic, and multi-lingual. In most of the cases teachers do not speak the language of the native tribals in the schools. Besides creating a psychological barrier, it appears to be one of the factors contributing to high drop-out and low achievement levels amongst tribal children.

Teacher absenteeism is a problem, especially in remote areas, which definitely has a bearing on retention and quality of education in primary schools. A large number of teachers are untrained and poorly equipped to deal with multi-grade and multi-lingual 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.

### **Recommendations :**

- ◆ Most of the tables do not mention the sources from which it is derived. Thus it is difficult to appraise the accurateness of the data. The source should be mentioned in the revised plan.
- ◆ Block wise ST population is given. The mission feels that similar data base should be provided for gender, religious minority groups, child labour, children with special needs, migrating tribes and any such group which require special attention.
- ◆ Net enrolment ratio needs to be correctly calculated in the document.

- ◆ Eventhough drop out rates and the trend analysis of the same has been done for its social category like SC/ST, gender but the findings are not used in realistically setting the target for the project for each category separately.
- ◆ Teacher related information should be provided in one separate section to facilitated planning for additional teachers. Sambalpur plan in addition to the information given in the document should provide SC/ST break-up. The mission feels that it will useful if blockwise teacher pupil ratio is given, additional posts sectioned under DPEP will not go to more advantage places.
- ◆ Except Sambalpur plan other plans haven't provided the number of single teachers schools. The same should be incorporated in the revised plan. The Sambalpur plan has provided interesting information in terms of a number of educational indicators in the page number 38. Other two plans should provide similar information in the revised plan.

## SECTION 2 : PLANNING PROCESS

2.1 Two major activities preceding the activity plan are pre-project studies and discussions/meetings with the beneficiaries, different organisations functioning at the grass roots and also those functioning at the district/block level.

### **Pre-project Studies Undertaken :**

#### **Baseline Achievement Study**

2.2 It is conducted to assess the comparative achievement levels of SC/ ST, rural - urban students, 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. It is envisaged that the findings of this study would help in planning for pedagogical renewal process (including textbooks and teaching methods) keeping in mind the specific problems/difficulties of special focus groups.

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 seem feasible. **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, the same could be processed and the complete work could be made available by middle of March 1997 to the Bureau. For the other two districts SCERT should be asked to expedite the process and complete the same by May.**

#### **Social Assessment Study**

2.3 Social assessment study is conducted to explore and arrive at a broader perspective regarding girls, tribals, scheduled caste, physically handicapped and 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 being undertaken by the Department of Sociology (Utkal University). As reported, the complete study would be made available by 1st of March. However after the team came back from Orissa, a summary report of the same was obtained. **The mission felt that the data base generated through this study would supplement existing data base at least for SC/ST children. The SAS of Sambalpur has been given to the Department of Sociology (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. The mission recommends that these findings should be quickly shared with the planning teams of the respective districts so that necessary corrections could be made in the plans before the final appraisal takes place.**

## **Participatory Exercise**

2.4 DPEP puts emphasis on a mode of planning which reflects a genuine participatory spirit. Seeming to be a very straight and easy exercise, it has several manifest and latent functions. It aims to create awareness coupled with discussion with the beneficiaries as well as stake holders culminating in local needs and aspirations being reflected 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 the district plans have not documented the said participatory exercises. Even the Sambalpur plan, (which has otherwise attached an annexure for the same,) did not mention the issues, suggestion and objectives. The Mission came to know that DIET was by and large not involved in the planning process in any of these districts.

All these three districts had reported to have conducted various activities as part of participatory exercise. But the Mission believes that these districts need more input in future on special 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 institutions. More over the issues emerging from these discussions should be documented in the plan.

The Mission in its discussion meetings with the planning teams of Bargarh and Keonjhar found that they need to comprehend the participatory exercise as being integrally linked with the planning process under DPEP.

At Bargarh and Keonjhar the district planning teams made a mention of certain areas having high incidence of child labour. A participatory exercise beginning at the grass-root could have reflected this as a priority area together with potential strategies. The district administration at both the places needs to have substantial and specific data vis-a-vis these areas.

**Broadly, the Mission could recommend that :**

- **the district planning teams need better insight and input in participatory exercises as symbolically related to micro-planning**
- **the issues discussed and the outcomes having implications on planning should be documented in the plans.**
  
- **the plans should reflect a link as far as possible between the issues identified and the strategies proposed.**

## **Linkages and Convergence**

2.5 This aspect, being very crucial in maximising outputs from DPEP, needs conception and formulation with clarity and understanding. It helps to avoid repetition of efforts and duplication of activities. The three plans have proposed for linkages and convergence with other departments and institutions. For example all the three plans have proposed for coordination with Department of Women and Child Welfare and on the issue of mobilisation and awareness with NGOs. These plans have further envisaged coordination with Department of Harijan and Tribal Welfare.

### **The Mission recommends that :**

- **the districts must explore the possibility of construction of new school buildings under schemes like JRY etc. (the district administration at all the places where the team visited have agreed to it, in the discussion session). Thus the revised plan document should incorporate it to an extent possible.**
- **the inter departmental coordination, with particular reference to Health, Harijan and Tribal Welfare, Women and Child Welfare, needs clear and better proposition in terms of issues and objectives.**
- **in order to maximise outputs under DPEP, a better coordination is required between SPO and SCERT.**
- **the nature, extent, and levels of NGO involvement should be clearly spelt out by the revised plan documents keeping in view the activities and issues concerned.**

## **SECTION 3 : OBJECTIVES AND PROGRAMME COMPONENT**

### **A. OBJECTIVES**

3.1 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 /comments / recommendations of the mission.

#### **Keonjhar**

3.2 The plan document along with providing a short note on the demographic and educational profile of the district broadly identified the problems and issues which was subsequently follow by a comprehensive list of overall objectives as well as the specific objectives of the district programme. Following are some of the broad objectives:

- To ensure 95 percent enrolment of children in the age group (6-11).
- To provide access to all children within the age group (6-11) years to primary education through formal or NFE or alternative school.
- To achieve universal enrolment at primary stage during the five years project period.
- To reduce overall drop-out rate to less than 10%.
- A substantial improvement in quality of education to enable all children to achieve minimum levels of learning.
- Developing teachers' competencies through recurrent training, workshop, seminars , motivational trainings, training on MLL, joyful learning strategies, multi-grade teaching methods etc.

The programme also places emphasis on women awareness, empowerment programmes through involvement of Mahila Samiti, enhancing participation of women in VEC and MTA. Special programmes are laid down for tribal children also.

#### **Sambalpur**

3.3 Based on the problems and the issues identified the following objectives were laid down:

- Access to all children in the age group (6-11).
- To reduce the differences to less than 5% among SC/ST, girl and other disadvantaged groups in respect of access, enrolment and retention.
- Access to out-of-school children through NFE and alternative schooling. Opening new alternative schools in the habitations with less than 200 population but unserved with formal or non-formal schools.

- To reduce over all primary drop out rte to less than 10%.
- To raise the average achievement rate at primary stage by 25%.

Besides, around 27 specific objectives have been earmarked in the document to address the issues related to girl child, SC/ST children, strengthening of DIETs and other institutions, provision for free textbooks to girl child and SC/ST and number of teacher related interventions.

## **Bargarh**

3.4 Following are the objectives laid down in the plan document:

- Access to all the children in the age group of (6-11) through primary or equivalent alternatives i.e. an increase from 84.79% to 100% within the plan period.
- To achieve universal enrolment at the primary level i.e. from 70.98 in all to 120%.
- To enhance the rate of retention from 53.31% to 90%.
- To reduce the drop out rate upto 5% in all the cases.
- To increase learning achievement by 25% in specific subjects.
- To strengthen the ST schools at Bargarh to the status of DIETs so that the same can provide institutional support for training under DPEP.

## **Recommendations**

3.5 Sambalpur and Keonjhar plans have mentioned the specific objectives alongwith the over all objectives. Bargarh plan has included the over all objectives but the specific objectives are neither discussed in this section nor in the respective components. Bargarh plan should mentioned these in the line of Sambalpur and Keonjhar plans.

## **PROGRAMME COMPONENT**

3.6 The plans discussed various issues and strategies under the following programme components i.e. access, achievement and retention, quality improvement, capacity building, civil-work and special focus group.

### **ACCESS**

3.7 In Sambalpur there are 498 habitations without any schooling facilities out of which 109 habitations will be provided with new formal schools under DPEP. The plan includes the name of these 109 habitations and the block wise break-up is given in the document. The plan provides block and management wise data on existing NFEs. A total number of 309 non-formal education centres are proposed to be opened during the total project period. However, the plan does not indicate whether these NFE centres will be opened primarily in un-served habitations having less than 200 population. Even though the plan mentions about alternative schooling, no such strategies are planned under DPEP except these 309 centres which will be in the line of

government-sponsored NFE programme. The Mission will appreciate if some discussions take place at the district level on the different alternative arrangements which are tried in the other parts of the country and basing on that the alternatives may be chalked out in the subsequent annual work plans. Moreover, the clientele groups seemed to have been treated as a homogenous group.

Keonjhar plan identifies all the habitations without any provision for formal schooling (1097) from which 649 habitations have NFE centres where as 448 habitations are deprived of any kind of educational facilities. Out 448 habitations 210 habitations will be provided with regular schools under DPEP (in two phases), and remaining 238 villages will be served by alternative schools. The plan provides a separate chapter on alternative schooling. Local dedicated youths will be appointed as community education worker who will be oriented in group dynamism and other related fields. The villagers will build the community shed to serve as Learning corners and also a living room for the teacher.

The Mission appreciates this step and is of the opinion that it will be useful if the plan document also talk about the training needs (for pedagogic practices) of these community education workers and propose specific training strategies in consonance with the needs identified.

In Bargarh the Gross Access Ratio (GAR) is higher than Sambalpur and Keonjhar (84.79%). Only 179 habitations do not have schools.

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		Alternative schools	
	Existing	Proposed	Existing	Proposed	Existing	Proposed
Sambalpur	933	109	623	-		
Keonjhar	1842	284	1615	-		
Bargarh	1122	107	-	-		

### **Alternative Schooling**

3.8 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 mission had several rounds of discussion on this aspect with the SPO as well as districts teams. It appeared to the mission that there has been little exchange of thought at the state or district level. They need exposure to and information about other examples/ institutions in other parts of the country. The district has the problems of remote and small habitations largely comprising of scheduled tribes, besides child labour and migratory groups. The context would demand that these groups are provided alternative schooling facilities suitable to their various needs.

As has already been mentioned, the districts except Keonjhar have proposed for NFE centres to cater to the needs of these population groups. The Mission is of the opinion that these districts should evaluate the working of existing NFEs and then only propose for it. Besides, the Mission strongly believes that the state and districts should explore and identify other alternative mechanisms as well.

Though Sambalpur district plan does mention about alternative schools, it does not provide any information on the clientele and the different models of alternative arrangements that would perhaps suit the needs of the specific groups. In the light of the above discussion, the mission suggests that the district planning teams should be oriented towards other possible options. The revised district plan should reflect on these aspects and also provide space for flexibility. A sharing workshop may be organised in future at state/district level to consolidate these ideas and formulate group specific strategies.

**3.9 Community Mobilisation and Awareness :** This component is a pivot around which most of the initial building-up activities under DPEP revolve. Apart from providing physical facilities, community mobilisation brings the school system and the client system in proximity of each other. 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 TILC in these districts. This may help the district save on time and resources; besides it could give them enough room to experiment with new ideas and ways, instead of repeating and duplicating the same exercises. The revised district plans should come up with new group and district-specific strategies of mobilisation and awareness more so with reference to gender, scheduled tribes and other vulnerable groups.

- The mission recommends that objectives and strategy pertaining to mobilisation and awareness generation should be clearly spelt out in a phased manner.
- The Mission further recommends 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 (a set of media can, at times serve better) could be evolved to match the objectives.

## **RETENTION AND ACHIEVEMENT**

### **ECCE**

3.10 ECCE centres working under Women Child Welfare department are viewed as an 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 sections of society.

Districts	ECCE	
	Existing	Proposed
Sambalpur	529	309
Keonjhar	1031	
Bargarh	608	25

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 to develop a comprehensive pre-education component.

The Mission recommends 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.

Besides the mission feels that the programme should involve Mahila Mandals in this activity also.

#### SPECIAL FOCUS GROUP

##### Gender

3.11 The female literacy with some minor variations is considerably low in all the three districts. The plans have shown gender as an area where special attention and input is required. But the district teams need to do more ground work related to issues and problems specific to population groups and habitations vis-a-vis gender. Certain blocks; and within these blocks, certain population groups have a much low level of female literacy compared to even the district configuration. These could 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**. *The revised district plans should reflect on the needs and priority aspect of these pockets.*

The plans do not mention any phase wise attainment of goals. In fact all the district plans have set targets roughly for the entire project period. The revised document should set realistic and contextual targets in a phased manner.

The mission found that though 'gender' appears to be an important issue in plans, the revised plans should attempt at mainstreaming gender through other aspects of DPEP planning viz. teacher training, teacher recruitment, text book and other measures. (mentioned in relevant sub-headings)

The mission 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 on Maa-Jhee Mela as a strategy. *The mission feels that the state and the districts must reflect on the experiences in other DPEP districts inside and outside the state. Involvement of NGOs in these activities could also be emphasised.*

The three district 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. Moreover while proposing for the teachers' recruitment, the plans do not talk of the number of lady teachers. *The mission believes that since it is one of the major strategies envisaged for gender equity the same should be attended to right earnestly.*

The mission is of the opinion that orienting and sensitising VECs 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 mission feels that MTA should be oriented towards the girl child largely being outside from the purview of school system.*

*There should be a programme component for sensitising project staff on girl child specific issues and also the need for developing a programme perspective within the project. The experience of DPEP I states/districts should be shared with the project staffs.*

### **Schedule Caste and Schedule Tribes**

3.12 Orissa in general and the three districts in particular have a sizeable section of Scheduled Tribe and Scheduled Caste population. The mission agrees to the fact that though the plan documents reflect a concern for these groups, they lack a proper understanding with respect to specific problems and issues. Through the plan document and discussions with the district planning teams it came to the knowledge of the pre-appraisal mission that in each district there are specific areas/ pockets/ blocks which though sharing broader features with the districts, have area (like problem of migration due to economic reasons, drinking water, dispersed and unsafe habitations etc.) as well as group (very low literacy, attitude towards education, primitive tribes, language problems etc.). It is noticed from the plan that the following pockets have very high tribal population and low literacy rates: **Bargarh** - Ambabhona, Jhurbanrdh, Paikamal; **Sambalpur** - Banara, Kuchinda, Janankira; **Keonjhar** - Harichandanpur, Joda, Telkoi. But the plans do not reflect any evidence of prioritising these areas in terms of planning and implementation.

Thus the mission is of the opinion that these districts must identify all the problem areas and pockets through supportive data and supplementary information and then go for matching objectives and strategies.

It is understood from the plan that in tribal areas there are basic existential issues like food, clothes etc. Unless these are attended there will be a lukewarm response to education in these areas. The mission felt that since financial incentives can not be provided under DPEP the plan documents should provide adequate vision of how it would take steps for convergence of the efforts under DPEP and other government schemes/department like JRY, ITDC, DHTW, Health etc. However the plan documents have provided views on how would it go for convergence of efforts under DPEP and other government departments. At present it appeared to the mission that further thinking and articulation of strategy is needed in terms of linkages. For instance, in these three districts Department of Harijan and Tribal Welfare has certain schemes. The revised district plans should reflect on this issue. Besides Kalyan Village Programme is in operation in all the three districts. It could also be linked to the interventions vis-a-vis schedule caste and schedule tribes.

From the field visit the mission gathered the impression that health is a crucial issue in the tribal areas of these districts. If through convergence of health scheme this issue can not be addressed satisfactorily, the district plan could propose for regular health services within the school campus under DPEP. However before proposing this the district team needs to undertake a quick survey on how far these existing health services are reaching the tribal child.

The mission also felt that the project functionaries, DIET personnel and the members of the district resource group need orientation toward tribal specific issues and how the programme proposes to address these issues under DPEP.

The mission is of the opinion that a good number of schools in tribal areas are single teacher schools. Besides even the two teachers' school run as single teacher school. The state and the district must convert these single teacher schools to two teacher school and also monitor the teacher attendance through VEC, MTA. Besides the district plans should propose for imparting 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 mission is of the opinion that further analysis with specific focus on its implications on class room transactions is required which would demand an understanding of the bilingual/multi-lingual situation and the intelligibility gap between the home and school language of these tribes. Moreover, depending on the situation, required changes could be made in teacher training.

The teaching aids in tribal area schools may require to be different. The DIET or DPO should provide resource help to these teachers for effective use of Rs. 500/- and for developing low cost teaching learning aids.

Some districts (Sambalpur) have proposed for bilingual materials/teacher handbooks. The mission feels that this should be implemented after a thorough survey of the needs of the children as well as the teachers.

Keonjhar has proposed to hold tribal fair at block level in all the five year plans.

The mission agrees that the district teams have not done a **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.**

### **Migratory Groups**

3.13 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 issues only through discussion and consultation with the state and district teams-as the plans themselves do not carry any related data. **The Mission recommends that the districts should identify the nature and extent of the phenomena with particular reference to the population group. The revised plan documents should take this up on priority basis with corresponding strategy.**

### **Child Labour**

3.14 The three districts in general and the two districts (i.e. Bargarh and Keonjhar) in particular have the issue of child labour acting as one of the major hindrances in the universalisation of primary education. Districts have not made an attempt to identify and assess the needs of those children 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. If it is done then it would be easy for the district to link and unite the efforts under National Child Labour Project together with the interventions under DPEP. **The Mission recommends that identification and need assessment of working child in the said two districts should be taken up immediately.**

### **Physically Handicapped**

3.15 The plan documents of the districts (except Keonjhar, which has mentioned the issue) do not mention a major vulnerable section i.e. physically handicapped. In fact beginning with the state and 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**

3.16 The state has not developed its own MLL and has rather adopted the MLL s developed by NCERT. SCERT had followed the participatory method for developing and finalising 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. Among the three districts only Keonjhar has planned to include tribal culture, values and art in the existing curriculum.

### **Teaching Learning Materials**

3.17 **Low Cost Teaching Learning Material** : The district plans do talk about development of child-centred and MLL-based teaching-learning materials. There is a provision for annual grant of Rs. 500/- per teacher. **The Mission feels that the DIET should organise orientation programme for these teachers in developing these Low Cost Teaching Learning Materials specific to a particular social/age group.**

### **Text Books**

3.18 The MLL based text books have been already developed for class I. Where as the same has not been done for other classes. The mission feels that SCERT and SPO should redefine the MLLs in local context, decide the essential elements of class II-V textbooks as per the requirements of new pedagogy, identify and develop relevant content, design and illustrate the text appropriately and do sufficient field-tests before they are used on a large scale. The mission also recommends that besides using the in-house expertise, SCERT should also engage people from NGOs, teachers, child psychologists, artists, designers etc. Care should be taken that the content is relevant to the special focus groups.

### **Recommendations**

The mission is of the opinion that SCERT needs to further revise text books to wear out gender bias. Any new material design should be first tried on a pilot basis in the field and the received feed back should reflect in the process of text book development. 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.

### **Supplementary Reading Material**

3.1) The state component plan proposes for developing supplementary readers for tribal children with the help of A.T.D.C. and Agragami.

### **Source Book/Teacher Handbook for tribal area teachers**

3.2) One workshop is proposed at the state level to develop source book containing information about tribal culture, social practices, festivals and agricultural practices. Bargarh plan also proposes for developing a teachers handbook keeping in view the tribal languages, culture and folklores of tribals.

### **Text Book Board**

3.2) 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 necessitates 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.*

### **Training**

#### **Teacher Training**

3.2) In Bargarh district-out of 3929 sanctioned posts, 665 posts are laying vacant. The district has proposed for an additional no. of 214 teacher under DPEP. The district plan of Kenjhar proposes for 420 teacher for 210 new primary schools which are proposed under DPEP. In Sambalpur district, 2223 teachers are working in primary schools and 231 posts are laying vacant. The present pupil teacher ratio is 40:1.

The plan documents (except Sambalpur) do not provide the number of teachers who have not 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 for 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 them. However from the discussion with the SCERT team, it was felt that the DPEP inputs especially 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. Also, no follow-up discussions took place between SCERT and the SPO. The follow-up visioning workshops were also not conducted at the district level.

#### **Recommendations :**

**The mission largely feels that SCERT and DIETs staff need orientation as well as exposure to the new pedagogical practices.**

**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.**

**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 and 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.**

## **Multi-grade Teachers' Training**

3.23 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 multilingual teaching practices. Besides the teachers should be oriented towards developing those teaching-learning materials which will help

**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.**

### **Training of ECCE workers**

3.24 All the three district plans have proposed to impart training to ECCE workers. In the past training was imparted under ICDS. The mission recommends that the training programme should incorporate pedagogical input to help prepare the child for formal schooling.

### **Training of AS instructors**

**Keonjhar plan proposes for training programme for the education workers. The mission feels that the needs of these education workers should be assessed and a training module needs to be developed accordingly. The plans also talk about training programme for NFE instructors. But how these programmes will be different from the existing programme conducted under state govt. scheme is not mentioned. The mission feels that suitable training module and TL materials should be developed for AS (and proposed NFE) instructors with the help of NGOs/RPs working in this area.**

## **CAPACITY BUILDING**

3.25 Strengthening and capacity building of the state, district, block and cluster level institutions are in fact 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.**

### **Management Structure**

3.26 In order to sustain and optimise the results under DPEP, management structure was considered important to cater to the needs and issues. BRCs and CRCs have come up as new structures at different levels under DPEP to fulfil functions at different important levels. Others are old components in the management structure, but even there, a new emphasis has been added in terms of exposure and man power. It caters to the important aspect of not only providing managerial inputs but also the much needed direction.

### **SPO and DPO**

3.27 Some of the key staff proposed under 1996-97 plan 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 for most duty of the SPO was to orient the district level planning team and other project staffs which was not performed.**

## **SCERT**

3.28 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 train 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 school 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 trainers master train, master trainers to further train RPs, RPs to train teacher functionaries.

SCERT should have been strengthened to do the DPEP work but even now 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**

3.29 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 headquarters. However SIEMT has not yet been registered under the state societies 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 functional, the micro-planning exercise, area survey and planning of the project could have been managed much more effectively.

## DIET

3.30 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.**

## BRC and CRC

3.31 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, AS 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. But the other two project proposals are silent about this. The revised district plans of Bargarh and Keonjhar should also mention the same. The role and function of BRCs have been clearly laid down in Sambalpur plan. **Since these are new structures proposed under DPEP, the Bargarh and Keonjhar plans need to earmark the role and function of BRCs in the prospective plan.**

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 help in developing low cost teaching aids. Sambalpur project proposal gives a list of CRCs proposed and the emerging functions of CRCs under DPEP. **The role of CRC is very important in DPEP as it is closest to the school in the given structure and also it has to impart recurrent training to the teachers. Thus, the Mission feels that it will be useful if the other two district plans also provide similar information.**

## **Management Information System**

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

However, in the state project office as well as the districts visited by the mission, the MIS system is not in place. The plans also do not propose a clear strategy on this issue.

Even the routine 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.

The state project office proposes to employ a system analyst within a few days. 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 mission suggests that personnel may be employed and hiring of the required hardware may be resorted to till the same is bought.** This needs to be taken care of in the plan also.

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

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 SPO may ask for help and guidance from DPEP bureau in this regard and should pass on the information to DPOs at the earliest.**

The recurring costs shown for Hardware maintenance are unreasonable and need to be reworked . The costs put up for Data Transmission may be reworked as 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.

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 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. **Design for the cell to be constructed should be prepared at the earliest.** Construction of computer room may be taken up in the first year itself.

## CIVIL WORKS

3.33 Proposals under this component include construction of new schools buildings, additional classrooms, toilets, drinking water facilities, BRC and CRC building construction, repairs of existing schools, and construction of MIS rooms.

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 as almost all schools visited by the mission were in utterly dilapidated conditions. 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.*

Also 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.*

Provision of drinking water facilities at schools has been proposed by the state. *The mission feels that the provision 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.* However the process of arriving at the number of schools for sinking of borewells and construction of toilets in the districts needs to be indicated.

Activities	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

*The mission is of the opinion that that the present estimates were worked out on assumed costs. Detailed unit cost estimates should be presented as annexures in the plans. 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. Civil works should be presented as a separate chapter in the plan documents.***

Construction of new building for CRC's is not permissible under DPEP. This provision needs to be corrected in the plan. Only single rooms may be added.

***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.***

#### **Siting :**

***School mapping exercises although reported, are not reflected in the plan proposals. Even the sites and locations for the pilot projects have not been identified. These need to be taken care of prior to the visit of the appraisal mission. The process of site selection needs to be very transparent and community involvement could be one of the methods. Architects to be appointed should be allowed to review the site location.***

At places the proposed BRC is next to the proposed CRC (upgraded existing centre school). In such cases the CRC may be shifted elsewhere.

#### **Execution :**

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 more ground work needs to be done to begin the work once the designs are approved for the old districts.**

**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 4<sup>th</sup> year i.e. (2000-2001).**

***Engineers from the State Project Office have not been visiting 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 for the common pool and used for the purpose.***

***Appointment of an in-house architect at the OPEPA should be done to help review the architectural aspects of the construction programme at the state level.***

***District Project offices need to be 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.***

Further more the districts selected have mountainous regions, tribal areas as well as inaccessible locations. **Community participation should be ensured in these areas to achieve cost-effective 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 veranda (approx. 800 sft) was Rs. 1 lakh i.e. approx. Rs. 110 per sft.

#### **Innovation Funds :**

3.34 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. These problems could be addressed by using innovative techniques.

However, little thought has been given to the utilisation of innovations funds. *A plan should be developed to effectively utilise it.*

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. **Any construction should be contextual, should make maximum use of local materials as well as locally trained expertise.**

#### **District : Keonjhar**

3.35 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 costs 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 areas is a good but incomplete incentive in the 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 girl child) per school. This bias is irrational and may be addressed suitably.**

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 fence 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 the 74 buildingless 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**

3.36 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 unreasonable. Also, number of rooms/ area for new schools and also the BRC complex is not mentioned. The plan proposes a Training Hall @ 1.5 lakh and a 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**

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

The plan while specifying its objective also asks for -

- Conversion of Kuchha 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. 0.5 lakhs. 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.**

## SECTION 4 : COSTING, PROCUREMENT & SUSTAINABILITY

### Project Costs

4.1 The total project cost for the three expansion districts is 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 Lakhs) and (Sambalpur Rs.3627.67 Lakhs). 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 conformity to the 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 the pre-appraisal mission the state has also submitted a state intervention plan for three 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 three expansion districts and submit to the DPEP Bureau.

The civil works component in all the three districts plans 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 exceeded 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 category and objective-wise summary tables (as per prescribed formats). Further, the tentative cost, procurement plan and physical target for the first year has to be separately presented apart from the total costs and physical targets. The districts have not prepared their costing tables following the above formats. There are still gaps in the costing tables 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 needs to be given to the district planning teams for preparation of procurement and annual work plan for the year 1997-98.**

### **Bargarh**

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

In the absence of the DIET (at the moment), the Bargarh plan has proposed for 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.* However, the costs need to be revised as per the observations in the civil-works section.

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, the details of these need to be mentioned in the plan. Unit cost needs to be 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**

4.3 The total budget of the district after costing various components comes out to be Rs.3627.025 Lakhs 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 of inflation, 20% additional amount has been proposed. *The mission recommends that the costing needs to be worked out as per prescribed DPEP 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 Lakhs instead of Rs.87.98 Lakhs. 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 as Rs.0.05 Lakhs 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 for costing and budgeting.

### **Keonjhar**

4.4 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 Lakhs) 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 micro-planning activities in a phase/ manner. The two appears to be contradictory which needs clarity.

### **SUSTAINABILITY:**

4.5 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 to the mission, it agrees with the previous report as regards the status of the state finance; the main comments of which are given below :

- 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 data available is, however, inadequate as the estimated additional expenditure requirements do not include the data for the expansion districts. Also there is no data available as regards the existing recurring expenditure on education in the state. This needs to be worked out and included in the revised estimates to present a clearer picture about the state's ability to sustain the programme.

The mission has strong reservations regarding extraordinary high recurring cost, for it may cause a 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.

#### Revenue Account of Orissa and Interest Burden

(Rs. in Crores)

Year	Receipts	Expenditure	Surplus/ Deficit	Interest payments and servicing of debt	
1985-86	940.8	1,000.9	(-)60.1	--	
1986-87	1,228.2	1,247.9	(-)19.7	272.0	(14.0)
1987-88	1,333.1	1,407.6	(-)74.5	207.0	(15.5)
1988-89	1,550.9	1,658.7	(-)107.8	303.8	(19.6)
1989-90	1,740.7	1,846.1	(-)105.4	310.4	(17.8)
1990-91	2,170.9	2,190.5	(-)19.6	364.7	(16.7)
1991-92	2,447.3	2,635.0	(-)187.7	481.1	(19.70)
1992-93	2,913.2	3,048.9	(-)135.7	542.2	(18.6)
1993-94	3,207.8	3,482.2	(-)274.7	682.8	(21.30)
1994-95(RE)	4,074.7	4,582.0	(-)517.3	791.9	(19.4)
1995-96(BE)	4,127.7	5,115.3	(-)987.6	967.9	(23.40)

Note : Figures in parentheses in the last column represent percent of interest payments, etc., to revenue receipts.

**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
	<b>Total Cost</b>	-	-	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
	<b>Total Project Cost</b>	3627.025	100	5341.52	100.00	3838.93	100.00

NIEPA DC



D09480

CENTRE FOR DOCUMENTATION CENTRE  
National Institute of Educational  
Planning and Administration.  
17-B, Sri Aurobindo Marg,  
New Delhi-110016  
DOC, No..... D-9480  
Date..... 25-04-97