

BIHAR EDUCATION PROJECT (MUZAFFARPUR)

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Chapter 1

Introduction

1.1 The Background

The Bihar Education Project was launched with the ultimate objective of universalisation of Education For all children up to age 14. The specific target groups for the purpose were SC / ST and Women, thus focusing on equity and empowerment of weaker sections of society. Teachers have been brought on to the centre stage for improvement of their status and competence. All this is notwithstanding improvement in the quality of education.

The BEP was started in Muzaffarpur district in April 1992. The district has a very low literacy rate which is at its lowest among females (18.62%) and Scheduled Castes (2%). Total population of the district is 29,46,571 (1991 census). Of this total population, 8.54 per cent are below the poverty line. Gender ratio is 906 females to 1000 males. Rural population is 91.83 per cent of the total population of the district. Scheduled Castes comprise 15.23 per cent of the population and Scheduled Tribes 0.04 per cent.

Since the BEP has been in existence for five years now, it was considered appropriate to have an evaluation of the Programme. National Society for Promotion of Development Administration, Research & Training (NSDART), Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie, was contracted to conduct this evaluation study in five of the seven BEP districts, namely, Ranchi, East Singhbhum and Chatra in the south and Sitamarhi and Muzaffarpur in the north.

1.2 Objectives of the study

Purpose of this evaluation study is to assess the overall impact of BEP interventions and to come up with appropriate suggestions based on the findings. Following are the objectives of the evaluation study.

- i. Access, enrolment & retention
- ii. Achievement against MLL
- iii. Impact of Training on Teachers Performance
- iv. Development of TLM
- v. Availability and Utilisation of School Infrastructure
- vi. Micro-planning, Community Mobilization and Role of VECs
- vii. CRC contribution in improving school functioning
- viii. Role of NFE Centres and Alternative Schooling Programmes
- ix. Structure and processes involved in Programme Implementation and their strengths and weaknesses
- x. Convergence of BEP with ongoing programmes such as ICDS, Mass Education etc.

The issues of community mobilization, participation empowerment of focus groups will be the running thread in all the above objectives. Mahila Samakhya was excluded from the scope of the study, as a separate national mission would be evaluating it.

1.3 Design of the Evaluation Study

In a complex situation, where BEP is the small additionality to the bigger governmental set up (Primary Education Department), the separation of BEP interventions from others and specifically to identify the impact of BEP is not an easy task. Consequently, efforts were made to use various types of data sources like the primary data, secondary data, observations and discussions with the stake holders individually and in groups. The methodology to collect the data was as follows:

As per the suggestion of State Project Office of BEP, the blocks in each of the districts were divided into intensive, expansion and new blocks according to the extent of effort expended. In the light of this classification intensive block had received maximum inputs and attention, the expansion block came next, and the new block was relatively new entrant in the Programme. The list of three types of blocks was furnished by the State Project Office. Thus, for the purpose of sampling, due consideration had to be given to the type of block (intensive, expansion or new), size of the village (small, medium and large), and composition of the village (SC / ST / OBC / General caste).

Multi-stage stratified random sampling technique was used to select blocks, villages and households. Twenty two villages and two urban wards were selected in such a way that 11 villages were from the intensive block, 7 from the expansion block and 4 from the new block. In each village 20 households were selected on the basis of systematic random sampling. The list of 22 villages and 2 urban wards is given in Annexure - 1. The map (Map - 1) on page 3 shows the location of villages in the three blocks. These two urban wards were selected from Muzaffarpur urban area.

The district average of the proportion (in percent) of SC and ST population has been added to the standard deviation of the SC / ST population percent which may be called as the 'standard proportion'. Villages having larger percentage of SC / ST population to the "standard proportion" are classified as SC / ST villages and rest of the villages are classified as mixed villages. On the size criteria the small villages have been identified as those villages which have half of the 'standard proportion' of SC / ST population. Those villages having just double proportion of SC / ST population to the 'standard proportion' are classified as the large villages. Medium villages lie between the small and large villages. In this way, twenty two villages have been selected from intensive (11 villages), expansion (7 villages) and new (4 villages) blocks respectively.

Two schools and one NFE Centre were selected from in and around each of the villages sampled.

Map

1.4 Instruments for Data Collection

Following tools were developed for data collection:

1. Listing Schedule
2. Household Schedule
3. Village Schedule
4. School Schedule
5. Teacher Schedule
6. Student Schedule
7. NFE Schedule

Besides the above schedules, MLL based Mathematics and Language tests were also administered to the students of Class II and Class V.

A comprehensive checklist was also prepared for conducting interviews and group discussions with the District Project Officer of BEP and Principal DIET, District Magistrate of Muzaffarpur, DDO, District Superintendent of Education, Mass Education Officer, Deputy Director of ICDS, Block Development Officers of the three blocks - Bochaha, Minapur and Baruraj (Motipur) respectively as well as the three Block Education Extension Officers.

1.4.1 PRA Basket of Tools

BEP is the pioneer to use "Participatory Rural Appraisal (PRA) tools" for involving and empowering community members through micro-planning in the process of universalization of primary education in the rural and urban areas since 1991-92. It is expected that the management structure evolved after the PRA would be more sustainable and the process of decision making would be more participatory. PRA techniques have the potential to study the complete relationship between the local people (various interest groups) and primary school management. It is also important to mention that PRA is a very delicate approach to learn from and with the people to investigate, analyze and evaluate the constraints and opportunities and make informed and timely decision regarding the development processes and structures. While conducting PRA, important dimensions to be kept in mind by the facilitators are 'behaviour and attitude', 'methods', and 'sharing'. BEP has developed an approach to conduct the PRA through 'Prasoon'. It is critical to evaluate the participatory and community mobilization process by using participatory learning methods.

In this evaluation study two relevant techniques have been used, namely, the 'Venn Diagram' and the 'Ranking and Prioritisation', out of the various tools of PRA basket. With the help of these tools, community participation and mobilization and the process of micro-planning for improving the quality of primary education have been evaluated. PRA sessions were conducted with the following interest groups out of the total stake holders in the sampled villages by using the above tools.

1. SC community (male and female)
2. Other caste females (including all castes)
3. ST community (male and female)

In this way, the primary data and information have been gathered from various sources (schedules and PRA methods). The qualitative data have been collected through PRA along with the interviews and discussions with various district level functionaries. The information gathered through various schedules was computerised and analysed with the help of software developed for the purpose.

1.4.2 Secondary Data

Various documents of BEP (Annual Reports and Publications), including MIS data were consulted to gather facts pertaining to the Programme and interventions.

1.5 Field Work

Sixteen facilitators were recruited for administering the schedules in the sampled villages and for conducting PRA sessions. They were graduates with some experience in conducting surveys. Wherever possible, they were taken from the 'focus groups', including the females.

A five-day training programme was arranged for these facilitators at two sites - Ranchi for the three districts of south Bihar (Ranchi, East Singhbhum and Chatra) and Sitamarhi for the two districts of north Bihar (Muzaffarpur and Sitamarhi). During this period they were given a thorough

orientation on the schedules to be administered and other protocols to be observed. They were also given one day of field experience under the supervision of the faculty conducting this study. They were also trained in the two PRA techniques. Some of the facilitators had already used these techniques in the previous surveys. A roster allocating the facilitators to villages was also prepared. The training lasted five days from January 3 to January 7, 1998. The study team monitored the survey work by visiting the villages assigned to these facilitators and checking the completed schedules on the spot, making corrections wherever needed and offering explanations. The field work lasted sixteen days up to January 23, 1998.

1.6 Time Management

The study was initiated in the month of November, 1997 with a meeting at BEP headquarters at Patna where the terms of reference were finalised along with methodology and time frame. The details are being given below:

- Initial workshop at Patna - November 14-15, 1997
- Workshop to finalise tools
- and schedules at Patna - December 23-24, 1997
- Desk research, preparatory work
- and schedule printing - December 24-31, 1997
- Training district facilitators - January 3-7, 1998
- Field work, including PRA and
- interviews with district authorities - January 8-23, 1998
- Analysis, Interpretation of data
- and report writing - January 27-March 12, 1998
- Submission of draft report at Patna - March 17, 1998
- Submission of the final report - March 27, 1998

1.7 Limitations

The five-month long strike of teachers in Bihar made it very difficult to visit schools for administering School Schedules as also the CRCs. Due to this reason the number of School Schedules completed was less than planned. The strike finally ended on 16th January, 1998 and the first working day of schools was January 19, 1998. The field work was extended by two days to visit the schools. It was, however, not possible to complete all the School Schedules.

Chapter 2

The Bihar Education Project :

State Level Structure and Implementation

2.1 Introduction

The estimated population of Bihar in 1997 is 10 crores which has been growing at the rate of 2.4 percent per annum. Over 87 percent of the population is rural. The sex ratio is low at 911 females per thousand males and has been declining sharply over the years. Among the various states in India, Bihar has the largest proportion of population below the poverty line, female literacy is less than 20 percent as against 43.31 percent among males in rural areas, land-less agricultural population is about half of the working population – characteristics that symbolise various forms of exploitation and deprivation. Improvement of literacy and educational achievement may be viewed in this context as one of the sustainable efforts to fight deprivation and inequality. Access to education itself is unequal and the educational system tends to perpetuate such inequality. To say that bringing about basic change in such a situation is a challenge is an understatement. The Bihar Education Project took up this challenge with an ambitious plan, although the effort may be termed as quixotic if one were to take the objectives and the time span specified in the plan as realistic.

The Bihar Education project represents the first major attempt in India to include a holistic approach to Education For All (EFA) using district as a basic unit of planning and implementation. The project had conceived a micro approach (village level) as well as a macro approach (state level), strengthened by a structure of autonomous bodies and brought in multilateral (UNICEF, Government of India and the Government of Bihar) funding. The project was launched initially in three districts - Ranchi, Rohtas and West Champaran in 1991-92 and subsequently expanded to four other districts.

2.2 Objectives of BEP

The BEP ushered in district as a unit of planning and implementation in primary education. Educational reconstruction was the major goal and the stated objectives of the programme may be summarised as follows:

- (i) Universalisation of primary education, including access to all children up to 14 years of age, including enrolment and retention either through formal and non-formal education as well as universal achievement of MLL
- (ii) Modifying educational system to provide equal opportunities to girls and SC/ST children; and
- (iii) Relating education to the working and living conditions of the poor people.

The project experienced a slow start and an attempt was made to prepare a comprehensive annual work plan during the financial year 1993-94. Management structures were established both at the state and district level. The approach was radically altered from mobilisation activities for literacy to empowerment of focus groups. The approach is open-ended with varying degree of emphasis on various components of the project. Such flexibility can and has proved to be both its strength and weakness, leading to experimentation rather than specification and achievement of targets. Mission mode as opposed to bureaucratic mode was perceived as the cornerstone of the project. It was proposed that a team building approach from the grass roots as opposed to rigid hierarchical administrative mechanism that manages primary schooling was the key requirement.

It was partly with this view that an organizational structure different from a bureaucratic one was adopted (**Fig.2.1**).

The main tasks of the state Mission Team are to formulate perspective policy objectives, directions and assessment of plan implementation. Keeping in view the objectives, various Task Forces and other working groups are also constituted. At the district level the plan formulation and implementation is initiated by the DPC, who is also the Member Secretary of District Executive Committee. It has been emphasised that participatory process is the guiding principle of project management. The other state level activities are supportive, such as publishing MLL text books, preparation of training modules for teachers, and for VEC (e.g. micro planning).

Figure 2.1

Organisational Structure of BEP

2.3 Budget and Expenditure

As per the agreement between the Government of India, Government of Bihar and the donor agency (UNICEF), the total cost of project was estimated at Rs. 1,578.40 crores (at 1990-91 prices) for five years from 1990-91 to 1995-96. The share between UNICEF, GOI and GOB was fixed as 3:2:1. A ceiling of 6 percent for management expenses and 24 percent for construction activities was agreed. The budgeted and actual expenditure between 1991-92 and 1994-95 is reported in Table 2.1.

Table 2.1 Budget Estimate and Expenditure (Rs. in lakhs)

Year	Budget	Receipts	Utilization	Utilization as %	
	Estimate			Budget	Receipt
1991-92	540.00	182.78	168.86	31.30	92.40
1992-93	1702.00	594.59	594.51	34.90	100.00
1993-94	4780.00	2305.00	1394.06	29.20	60.60
1994-95	6927.81	--	--	--	--

Source: BEP- Report of the Review-cum-Appraisal Mission 1994.

The figures basically indicate an ambitious plan, a large part of which remains un-implemented. The total expenditure originally allocated for BEP for various components is summarised in Table 2.2

Table 2.2 Original Budget Allocation by Components

Component	Budget (Rs. in Lakhs)	Percent
Primary Education	64940	41.14
NFE	41850	26.51
Alternative Schools	25000	15.84
ECCE	6220	3.94
Women Development	5330	3.38
Culture & Communication	4390	2.78
Training	6260	3.97
Management	3850	2.44
Total	157840	100.00

Source: BEP- Report of the Review-cum-Appraisal Mission 1994.

While the objectives of the project continue to be relevant, the strategy and focus appear to have undergone changes at various periods of intervening time. It started with emphasis on literacy, but found that the Literacy Mission could address this issue, and therefore moved out of this focus to avoid duplication. While the focus is on age group 6-14, very little of the project activities address 12-14 age group. In the hindsight this appears to be the right approach – since the consolidation of activities relating the lower primary school is yet to take place there is not much dividend that one can get by dissipating the effort on upper primary level.

2.4 Concluding Remarks

A very important review of the project took place in 1994. This review dealt with the planning and implementation aspect of the project and pointed out crucial gaps. In 1994 the project had barely taken off and it was too early to experience significant impact. At present the project has been implemented in seven districts for about six years. All parts of each district did not receive equal attention throughout the project period. Similarly, all components of the project did not receive equal emphasis. The criteria for differential emphasis - both geographical and functional areas – are not clear. Consequent upon this, one expects differential impact – partly intended and partly unintended - which is the focus of this study.

Chapter 3

Muzaffarpur District in Focus And BEP Interventions

3.1 Origins of BEP in Muzaffarpur District:

State of Education in Bihar is in a very bad shape. Muzaffarpur District is no exception to it. Literacy percentage is low (lower than Bihar average). Female literacy is very low (18.62 %) especially among the SC population (2%). Most of the schools are in dilapidated condition with scant attention to other physical facilities. The female population is held in low esteem especially in the rural areas. Sex ratio has fallen from 963 to 906 (1991 census).

Advent of BEP in 1992 was well received by the people in general and teachers in particular. According to the district action plan for 1992, twenty-five workshops, conventions and Jan Sankalp Sabhas have been held throughout the district to strengthen primary education through enrolment, retention and extensive attainment. By March 1993 BEP Muzaffarpur would have achieved the construction of 84 primary school buildings, 300 primary school libraries, provision of toilet and drinking water facilities in 140 primary schools and equipping 225 schools with sports material, science equipments and furniture.

But primary education cannot reach all children by school enrolment alone. For working children 282 non formal units have been identified. Resource persons have already been trained. Core group members for "Mahila Samakhya" and "Bal Vikas" have received training. In March 1993 the activities under these components started with full speed.

Muzaffarpur held an enthusiastic Bal Mela in January 1993. Through this Bal Mela several teachers and students have been enthused for playway learning. On the 26th February 1993, a massive rally of teachers, students, Government workers and social activists was organised to propagate the theme of BEP in Muzaffarpur town and to launch the urban literacy campaign. The main attraction of the rally was the participation of large number of females in the rally.

BEP Muzaffarpur is supporting Urban Basic Services for the Poor in a big way by adopting 6 slum areas for total literacy. In-service teachers training, block level inspecting officers' training and head masters training were the first items on the training agenda of DIET for which necessary infrastructure is still in the process of development.

3.2 Implementation

Components

- Formal Primary Education
- Pre-primary Education and early childhood care
- Mahila Samakhya
- Training
- Culture, continuing Education and General Environment Building
- Non-formal Primary Education
- School Management, teaching-learning, construction, quality improvement, incentives etc.,
- M.L.L. Programme

District Executive committee has been framed. All public representatives, active representatives of concerned departments are included in it. Different task forces have already come into

existence. Core groups at block and Panchayat level have been set up. In different blocks hemlet committees have been framed. In these hemlet committees more than 50% representation has been given to females. Each of these committees having 10 to 17 members serve to fulfil the objectives under various components. Active co-operation of Panchayats in the implementation of BEP programmes is considered essential.

3.2.1. Formal Primary Education

Village Education Committee is the smallest unit in the chain of educational processes with the following functions:

- a. to take necessary steps for enrolment and to prevent drop-out as also to attend to the health of students.
- b. to enlist the support and co-operation at the village level for solving the problems related to school building, tree plantation, safe drinking water
- c. to keep an eye on regular attendance of teachers and students and to bring to the attention of concerned officials any cases for necessary action.
- d. to suggest the ways and means of meeting requirements to the District Superintendents of schools or other competent authority.

Panchayat was expected to initiate steps to enforce the decisions of Village Education Committee in co-operation with the community and the teachers.

The estimated population of 6-11 age group children in Muzaffarpur district is 4,17,840 and 11-14 age group 2,08,784. An action plan was prepared for quality improvement, zero drop-out, community participation and improvement in physical condition of schools for children in both the age groups (Annual Action Plan BEP Muzaffarpur 1993-94).

In the first half of 1992-93 rallies were organised, public meetings were held, cultural programme arranged, debates, essays and drawing competitions among students of both sexes were organised as part of enrolment campaign and environment building. As a consequence, whereas in 1991 enrolment among 1-5 age group children from the general category was 1,24,446 and 20,657 among boys and girls from SC category, the corresponding figure for 1992 increased to 2,05,336 for general category boys and girls and 40,487 for SC category boys and girls. Thus, as a result of the enrolment campaign over a period of six months there was 65% increase in enrolment for general category children and 96% increase in SC category of children (Annual Action Plan 1993-94, op.cit.).

In the school year 1992-93, 450 primary school teachers were given 10/11 days training. As a consequence of this training, changes in the behaviour and conduct of trained teachers are said to have been noticed. Attendance of teachers is reported to have increased. In many cases, guardians have spoken of change in attitude on the part of teacher.

In order to ameliorate the personal problems of teachers, camps were arranged at the block level by district level education authorities. Construction of two rooms and a courtyard in 84 schools without any building was taken up. Toilets and hand pumps were provided in 140 schools of the district. Panchayats were approached to seek 25% contribution in this construction activity with a view to ensure the participation of community. The construction work was channelised through the Village Education Committee. In 300 primary/middle schools libraries were set up at a cost of Rs.2000/- each. Stationery was provided to 10,000 SC male students and 16,000 SC female students at a cost of Rs.50/- per student. Text books were supplied free of cost to 30,000 male and female SC students. Cluster libraries were set up in four middle schools of the district at a cost of 2,00,000/-. Equipments were supplied to 115 primary/middle schools at a cost of Rs.2,000/- per school. Recreational materials were supplied to hundred middle schools at a cost

of Rs.1,00,000/- and educational materials were provided to 40 middle schools at a cost of Rs.4,00,000/-. Teachers and schools were given awards in March 1993 for enrolment campaigns, school beautification, modernisation of education and improvement in examination results.

A number of workshops were organised for universalisation of primary education and familiarising teachers with the basic thinking underlying BEP with 40 participants in each workshop.

In 1993-94, 1000 primary teachers completed 10/11 days of training. With a view to implement MLL programme in 200 selected schools training of teachers in these schools was given preference. A sum of Rs.2.10 lakh was spent for the purpose. In order to compile data on achievement of targets in formal as well as non-formal primary education a bench mark survey was conducted in nine blocks with the help of teachers on the basis of community co-operation. The expected expenditure on this was 0.297 lakhs.

One meeting at the district level and nine meetings at the block level were held with teachers organisations with a view to strengthening microplanning on the part of teachers.

For improving the quality of education 500 schools were given educational instruments and another 500 were given sports materials. As many as 81,100 female students were given stationery and other educational materials free of cost. For the development and production of science and mathematics books a workshop was organised for the benefit of teachers. Sports, essay contests, debates, posters and painting competitions as well as street corner plays were organised. Free text books and stationery were supplied to 43,750 students. New libraries were set up in 500 primary schools at a cost of Rs.15,00,000/- . In the year 1993-94, 120 schools without building were provided with three new rooms at a cost of Rs.170 lakhs. Repairs were carried out in 75 schools and toilets built in 684 schools and another 684 schools got hand pumps. Awards were instituted for teachers as also health plans. Black boards were provided in 1,975 schools.

A two-pronged strategy for universal access to education as well as universal participation was mooted. On the one hand, dependence on teachers would increase and, on the other, children in the age group 6-14 would be the centre of attention.

3.2.2. Early Childhood care and pre-primary education

Early childhood care is the backbone of mother and child centred development. Same is the case with pre-primary education which is central to the beginning of education and mental development. In Muzaffarpur district Anganwadis exist in four blocks². Two more blocks are going to have them. In the remaining eight blocks it appears absolutely essential to start early childhood care and primary education programme (op.cit). Early childhood care is mainly made possible through environment building. In each Balwadi there would be one organiser and one assistant. In one project there would be ten units. Five such projects were being targeted as per the Annual Action Plan 1993-94². The estimated expenditure for one Balwadi for one year would be Rs.21,000/-. Each Balwadi would cater to 32-35 children. In the year 1993-94, 50 units were proposed to be opened. A seven day training programme for resource persons for child development programme has been completed at the state level.

3.2.3. Mahila Samakhya

Mahila Samakhya started functioning in Muzaffarpur district in March 1993, its main objective being: to inculcate awakening in women. The target of this programme were the women in villages who were backward educationally, socially, and economically. Originally, the jurisdiction of this programme was supposed to be 160 villages.

Targets for 1993-94

- Selection and training of Sahyoginis
- Community mobilisation in 80 villages
- Selection of one or two Sakhis in community mobilised villages
- Upgradation and training of selected Sakhis
- Establishing relationship with VEC and formal education
- Environment building for jagjagi centres and to open 30 such centres
- Selection and training of Sahelis for running jagjagi centres
- To hold workshops
- Unit meetings with Sahyoginis
- Monthly meetings with Sahyoginis
- To form organising committees

Existing Status of Mahila Samakhya (Prior to 1993-94)

- 16 Sahayoginis are working in 160 villages
- Women mobilisation is taking place in every village
- Awareness is growing towards education and women have started sending children to school, thus increasing enrolment.
- Hesitant girls and women have started coming out of their homes into the women groups.
- Due to the increasing awareness women have now started addressing various issues and participating in community development activities.
- Regularity and punctuality among teachers increased.
- Mahila Samakhya Groups have started inspecting schools
- Due to the increased knowledge of public distribution system women groups have started purchasing commodities at fair prices

3.2.4 DIET and Training

As per 1993-94 Plan Document (op.cit.) 450 teachers have received ten days training. This training is a continuing feature. Minimum level of learning scheme is going on in 78 schools in Minapur block. Necessary training materials and the training itself were provided by NCERT. Training programme for minimum level of learning started in 100 schools in Motipur and Kanti blocks.

DIET started functioning from March 1993. In the year 1993-94, 246 teachers were put through 10 days of training and another 158 went through 11 days of training. In addition 66 Headmasters completed five days of training, 27 Supervisory Officials received training for four days in two instalments. Thirty-five teachers received training for special competency in Arithmetic in a three-day programme.

3.2.5 Culture, Continuing Education and General Environment Building

Public meetings have been held in 14 blocks in 1992-93. Second phase of these public meetings was initiated in the series. Street corner plays and campaign song programmes have been organised by certain institutions in Motipur, Kanti and Saraiya blocks. Script and production workshop has also been run in Minapur block. An attractive child fair was organised in Muzaffarpur city from January 8 to 12, 1993. Thirteen resource persons had come from Kerala and Pondicherry for this fair and they were instrumental in training local teachers in this art.

Table 3.1 Progress In Environment Building

S.No	Programme	1992-93		1993-94	
		Target	Achievement	Target	Achievement
1.	Children fair	3	1	35	30
2.	Jatha	--	23	14	3
3.	Cycle Rally	--	39	--	--
4.	Cultural Programme	--	93	25	27
5.	Poster competition	14	14	14	2
6.	Block level meeting	15	15	15	15
7.	Exhibition	--	--	4	2
8.	Tree plantation	--	--	40	8
9.	Street corner plays	14	8	--	3

Source: Bihar Education Project, Muzaffarpur, Major Activities and Tentative Budget Estimate 1994-95.

From the above it is to be marked that the targets were better achieved in 1992-93. In 1993-94 the effort seems to have declined.

3.2.6 Non-formal Education

It is meant for those working boys and girls in 6-14 age group who are contributing to family livelihood. It is flexible according to the needs of learners. It could even be vocational education. This programme could be initiated in 1993 only. When BEP was launched in April 1992 there were only 30 NFE centres which were in a bad shape.

The focus of this programme was on girls, deprived and weaker sections in order to identify the children in need and voluntary teachers. A survey was conducted in 28 Panchayats covering 184 hemlets as part of micro-planning. Hemlet committees were formed for the purpose. The participation of women in this process was secured.

In spite of enrolment campaigns and maximum possible enrolment working children, particularly girls, were not able to go to school because of lack of schools and long distances. It was, therefore, necessary to provide for non-formal schooling for these children. From this point of view, in the year 1993-94, 1000 non-formal centres of education were proposed to be established in addition to those already existing. The details are given below:

- 800 primary units and 200 higher primary units were to be established, higher primary units mainly for girls
- 1000 units were to fall under 10 projects, one project having 10 units. The campaign convenor was to look after the project.

- There would be 25 children in one unit
- One unit would be run by a volunteer

Six hundred non-formal schools were identified in 1992-93. The basis of identifying these schools was the non-availability of primary schools in mostly deprived hemlets. Two Hundred fifteen non-formal education centres were set up there catering to 5450 children. All the volunteers have completed 12 days of training. By March 1994, 520 units would have started working. It was planned to start 720 primary and 80 higher primary units in 1994-95 catering to 599 hemlets and nine blocks.

The Objectives for NFE action plan for 1994-95 were as follows:

1. To reduce the gap between total number of children in 6 to 14 age group and the number of children getting education in this age group.
2. To enable boys and girls to take advantage of the special feature of NFE.
3. Strengthening of old units.

Table 3.2 Targets for NFE Centres

Year	Hemlets	Units	Children	Volunteer Teachers
1994-95	0550+49	0800	20000	0880
1995-96	1600	2000	50000	2200
1996-97	1370	1876	46900	2066

Source: Bihar Education Project, Muzaffarpur, Major Activities and Tentative Budget Estimate 1994-95.

Table 3.3 Areawise Physical Coverage - Targets and Achievements

Block	Need for units	Target 1994-95			Achievements upto November 1993		
		Units	Hemlets	Children	Units	Hemlets	Children
Minapur	585	80	50	2000	112	112	2800
Motipur	624	100	60	2500	026	020	0650
Gaighat	552	20	14	0500	075	050	1950
Kanti	503	100	70	2500	001	001	0025
Kurhani	875	100	60	2500	001	001	0025
Bochaha	418	100	70	2500	--	--	--
Muraul	212	100	85	2500	--	--	--
Musahri	537	100	90	2500	--	--	--
Saraiya	370	100	100	2500	--	--	--
Total	4676	800	599	20000	215	184	5450

Source: Bihar Education Project, Muzaffarpur, Major Activities and Tentative Budget Estimate 1994-95.

Special efforts were made to enlist girls. More emphasis was to be given to community participation, environment building and strengthening of existing NFE units, providing every help to Jajagi centres and competence based education. Some NFE units which are more advanced were expected to provide vocational education. Finally, a research base would be developed.

3.2.7 Perspective Plan for 1994-97

A separate plan has been prepared for achieving 100% enrolment in three years 1994-97 under Primary education programme. In the first instance all the primary schools without any building would be provided with buildings in the three years in order to achieve the enrolment and competency based education as well as evaluation. In 1992-93, 84 schools were provided with buildings. In 1993-94 construction was going on for 115 schools without any building. It was proposed to construct 100 schools, not having any building, in 1994-95 and in 1995-96, 48 such schools will be covered under the construction programme. In 1996-97 additional rooms would be built in schools with greater enrolment. In addition, repair of 100 schools in dilapidated condition would be taken up in the next two years.

In the next three years it is proposed to provide toilets and handpumps in all schools so as to facilitate enrolment and prevent drop-out. In 1992-93 140 schools were provided with toilets and handpumps. In 1993-94 toilets were provided in 684 schools and handpumps in 574 schools. With the provision of toilets in 455 schools and handpumps in 309 schools in the year 1994-95 no school would be without toilet and handpump facilities, it is claimed.

Eight hundred schools have been provided with libraries. The target for 1994-95 was to set up libraries in 500 schools and in 1995-96 in 236 schools. Equipments were in the process of being supplied in 500 schools in 1993-94 with 600 more schools being equipped in 1994-95 and additional 236 schools equipped in 1995-96. Sports materials would be provided in 500 schools every year in 1993-94, 1994-95 and 1995-96. Same is proposed in the case of providing educational materials to schools in the years 1993-96. It was planned to give one bell each and one blackboard in all schools by 1994-95. Table 3.4 presents the relevant figures on targets and achievements for the years 1992 to 1997:

According to the Perspective Plan 1994-97, competency based learning is necessary for every school. Necessary steps were taken towards introducing minimum levels of learning in 178 schools in 1993-94. It was planned to start MLL programme in all primary schools of the district by the academic year 1997. 7500 teachers are expected to be trained in 10/11 day training programme through DIET. This may go upto 8500 teachers and 21 days of training with the addition of 500 new units and 1,000 newly recruited teachers.

Table 3.4 Targets And Achievements in construction and other works (1992-97)

Construction	Need	1992-93		1993-94		1994-95	1995-96	1996-97
		Target	Achievement	Target	Achievement	Target		
Primary School Building	347 (WB)*	84	84	115	25	100	48	--
Toilets	1279	140	140	684	50	455	--	--
Handpumps	1023	140	140	574	125	309	--	--
Maintenance of Handpumps	--	--	--	--	--	--	350	700
Library	1536	300	300	500	500	500	236	--
Equipment	1536	--	--	500	500	600	436	400

Maintenance								
Stationery	1978	--	--	43763	43763	162123	--	--
Sports goods	1536	--	--	500	500	500	500	36
Educational instruments	1536	--	--	500	500	500	500	36

Source: Bihar Education Project, Muzaffarpur, Major Activities and Tentative Budget Estimate 1994-95

3. District Muzaffarpur : General Statistics

1. Physical

Total Area	3172 Sq. Meter
Urban area	15.6 Sq. Meter
Rural area	3156 Sq. meter
Latitude	25° 54' (North) to 26° 23' (North)
Longitude	84° 53' (East) to 85° 45' (East)
Boundaries	
North	Sitamarh / Eastern Champaran
South	Vaishalli / Saran
East	Darbhanga / Samastipur
West	Saran / Gopalganj

3.3.2 Names of Blocks in Muzaffarpur district.

1. Paroo	6. Muraul	11. Aurai
2. Saraiya	7. Sakra	12. Bochaha
3. Sahebganj	8. Musahri	13. Kurhani
4. Motipur	9. Katra	14. Minapur
5. Kanti	10. Gaighat	

Table 3.5 Administrative Units in Muzaffarpur District

S.No	Units	Period	
		1981	1991
1.	Sub divisions	2	2
2.	Blocks	14	14
3.	Panchayat	318	341
4.	City	1	1
5.	Village	1729	1729
6.	Hamlets	7290	7290

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

No. of inhabited villages	1712
No. of uninhabited villages	17
No. of small towns	3
Proportion of Urban Population to total population	9
Population per sq. Kilometre	931
No. of women per 1000 men	904
Per cent population of 0 to 6 years in total population	20
Per cent SC population in total population	15.72
Per cent ST population in total population	0.04
Per cent of Literacy rate Male	48
Female	22
Per cent of working population in total population Males	48
Female	07
No. of Primary Schools	1536
No. of Middle Schools	438
Posts of teachers	7790
No. of active teachers	7132
Vacant positions of teachers	658
Total number of students up to June 1993 in District	3,77,055
Teacher-student ratio	52.86

Table 3.6 Gender Ratio in Muzaffarpur District

Year	Population	Density of Population per sq. k.m.	Rate of increase percentage	Gender ratio (Females per 1000 males)
1981	23,57,388	743	23.48	963
1991	29,46,571	929	24.99	906

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

3.3.5 Population:

Table 3.7 Residential Units and Families Statistics

Units	Urban	Rural
Residential Units	23,744	2,85,606
Families	26,981	3,62,849

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

Table 3.8 Urban - Rural and Gender Break-up

Census Year	Urban			Rural			Grand Total
	Women	Men	Total	Women	Men	Total	
1971	54,470	71,909	1,26,379	8,96,319	8,86,361	17,82,680	19,09,059
1981	84,830	1,05,586	1,90,416	10,71,494	10,95,478	21,69,972	23,57,388
1991	1,09,329	1,31,121	2,40,450	12,91,552	14,14,569	27,06,121	29,46,571

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

Table 3.9 Vital statistics (per thousand) 1988

Particulars	Rural Areas	Urban areas	Combined
Birth Rate	38.1	30.4	37.3
Death Rate	13.0	8.1	12.6
Infant Mortality	100	70	97

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

6. ICDS Centres

Table 3.10 Break-up of ICDS Centres Blockwise and Beneficiaries

Beneficiaries							
S.No.	Block	Centres	Supervisor	Assistant	Helpers	Women	Children
1.	Musahri	99	4	99	99	751	6151
2.	Kurhani	213	11	213	213	1350	9191
3.	Sakra	151	9	151	151	893	6751
4.	Bochaha	126	7	126	126	0	0
	Total	589	31	589	589	2994	22093

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

Table 3.11 Blockwise Distribution of Families Below the Poverty Line

S.No	Block Name	Income				Total
		0-4000 Rs per family	4001- 6000 Rs per family	6001- 8500 Rs per family	8501- 11000 Rs per family	
1	Musahri	11452	2626	754	239	15071
2	Maraul	320	3780	7380	7376	12760
3	Sakra	7965	3709	2320	523	14517
4	Minapur	7521	3894	2085	471	8971
5	Bochaka	9270	6789	3706	1930	21695
6	Gayaghat	17405	5076	1937	740	25158
7	Sakra	7302	4809	3602	2006	17719
8	Aurai	6700	4506	3809	1602	16617
9	Kanti	6331	5499	1874	450	14154

10	Motipur	7616	6604	2446	772	17438
11	Sahelganj	5949	3611	2440	1042	13042
12	Saraiya	987	10017	7933	3858	22455
13	Paroo	10025	5920	2049	1219	19213
14	Kurhani	11020	8900	5600	3020	27940
15	Total	109863	75740	47931	18156	251690

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

3.3.7 Educational Statistics

Total No. of schools : 1974

Table 3.12 Break-up of Schools - Government/Aided and Primary/Middle

	Government	Aided	Minority
Primary	1536	0	3
Middle	438	2	0
Total	1974	2	3

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

Number of Single teacher schools in the district	139
Teachers on Active duty in the District	7212
Number of male teachers	5218
Number of female teachers	2074
Number of general caste teachers	6203
Number of Scheduled caste teachers	1089

Table 3.13 Castewise and Genderwise classification of population

Year	Total Population			Scheduled		Caste	Scheduled Tribe		
	Women	Men	Total	Women	Men	Total	Women	Men	Total
1981	11,56,324 (49.05%)	12,01,064 (50.95%)	23,57,388	1,83,134 (15.84%)	1,85,042 (15.41%)	3,86,176 (16.38%)	314 (0.03%)	334 (0.03%)	648 (0.03%)
1991	14,00,881 (47.54%)	15,45,690 (52.46%)	29,46,571	2,14,279 (15.30%)	2,34,557 (15.17%)	4,48,836 (15.23%)	577 (0.04%)	700 (0.05%)	1277 (0.04%)

Source: Bihar Education Project, Muzaffarpur, Annual Action Plan, 1993-94

3.3.8 Enrolment statistics class I to VIII

Table 3.14 Castewise Break-up of Enrolment For 1992 and 1993

Year	General Category			Scheduled Caste			Grand
	Boys	Girls	Total	Boys	Girls	Total	Total
Upto Dec. 1992	98,713	1,82,086	2,80,799	20,192	42,024	62,216	3,43,015
Upto June 1993	1,09,008	1,96,514	3,05,522	23,417	48,116	71,533	3,77,055

Source: Bihar Education Project, Muzaffarpur, Major Activities and Tentative Budget Estimate, 1994-95

From the above it is clear that in the year 1993 the increase in the number of children enrolled in primary schools was 34,040 and the number of girls enrolled increased by 20,520. The increase in the case of SC children was 9,317. To ensure people's participation the Village Education Committees were reorganised. In the year 1993-94, 1,499 Village Education Committees were formed and 27 members of Village Education Committee were put through two days of training. By March 1994 the target was to train 600 members.

Keeping in view 2.35 per cent increase in the number of children the following plan of action is proposed for the academic years 1994-96

Table 3.15 Enrolment Plan for 1994-96

Academic Year	In Govt. Schools	In Private Schools	In NFE Centres
1994	63000	18000	9000
1995	47000	14000	18000
1996	45000	10000	25000

Source: Bihar Education Project, Muzaffarpur, Major Activities and Tentative Budget Estimate, 1994-95

3.3.9 M.L.L. Programme

This programme is going on in 178 schools of the district. After completing a 10- day training programme in M.L.L. through NCERT in 77 beginner schools of Minapur block, end of the term examination of children was conducted in 1992. In the year 1993, 50 beginner schools each in Motipur and Kanti blocks in addition to 77 beginner schools in Minapur block were included. All the concerned teachers were given 10/11 days training and 34,100 children in class 1 to 5 in 178 beginner schools in the three blocks were given end of the term examination to find out their level of achievement. The dates proposed for holding the MLL tests were: the end of March for unit test one, unit test two in the end of May, unit test three in the end of July, unit test four in the end of September and unit test five in the end of November. On the sixth of every month a review meeting of MLL programme was scheduled in Minapur block, on 5th in Kanti block and on 4th in Motipur block.

Funds Utilization

Table 3.16 Funds Utilisation for the Period 1991-1994

(Rs. In thousands)

Muzaffarpur	1993/94	1992/93	1991-92	Total
1. Management Exp.				
Non-Recurring	1484	350	16	1850
Recurring	875	396	25	1296
Other Recurring	91	269	3	363
Total Management	2450	1015	44	3509
2. Primary education				
Non-Recurring	19090	0	0	19090
Recurring	3947	5280	44	9271
Training	552	9	12	573

Total Primary	23589	5289	56	28934
3. NFE	96	2	0	98
4. Literacy	0	0	0	0
5. ECCE	0	0	0	0
6. Culture, Communication	128	28	0	156
7. Women's Development	128	4	0	132
8. Support for NGOs/others	0	4	0	4
Total (Recurring + Non Recurring)	26391	6342	100	32833
Total (Recurring)	5817	5992	84	11893

Source: Bihar Education Project: Report of The review-cum-Appraisal Mission 1996

The total expenditure under BEP in the district in the three years of the Project (1991-92 to 1993-94) was Rs.3.3 crores. The Project started with only Rs.One lakh in 1991-92. Out of this expenditure on formal primary education was 56% and management expenses accounted for 44%. In the year 1992-93 the expenditure increased to Rs.63 lakhs and increased further to Rs.2.6 crores in 1993-94. Formal primary education and management were the two priority areas in terms of expenditure incurred. Increased emphasis is in evidence for primary education from 1992-93 onwards. Programmes were also initiated in the areas of culture and communication women's development, and NFE. But the amount invested therein were rather negligible as compared to primary education and management structures. Total recurring expenditure of almost Rs.1.2 crores comes to 36% of the total expenditure for the three years under review (1991-92 to 1993-94).

3.5 BEP Project Management Plan

Project Management in BEP operates at State/District level. It is a management for change and involves the following:

- Willing, dedicated and committed staff,
- Learners,
- Parents,
- Community
- Voluntary Agencies,
- Resource Institutions,
- Creative Individuals

The following constitute policy and working strategies of the management structures:

- Small Staff,
- Mission Mode,
- Sense of Urgency,
- Time bound Schemes,
- Accountability,
- Collective and Participatory involvement,
- Risk taking and decisiveness,
- Concurrent evaluation and regular monitoring,
- Financial Prudence; Transparency in transaction,
- Cost effective,
- Innovation

According to the policy guidelines, endeavour will be made to take more and more suitable and competent women, SC and ST representatives in management structure. The above involvements and strategies will enable the management to have constructive relationship with learners, teachers, parents, community and voluntary Agencies thereby generate confidence and competence in them so as to enable them to ensure sustainable development even after the programme ends. Project management lays emphasis on the involvement of the various departments of the State Government for convergences in various fields. Management will take up only such activities which are (i) relevant, (ii) feasible and (iii) sustainable.

3.5.1 Bihar Education Project, Muzaffarpur, District Project Office

District Project Office (DPO) at the district level is headed by District Programme Co-ordinator (DPC) who is appointed by the Executive Committee of the Bihar Shiksha Pariyojna Parishad. He shall have the same powers and responsibilities at the district level as the State Project Director at the State level.

There is a District Planning Team headed by the District Magistrate, with District Development Commissioner, District Superintendent of Education, District Education Officer, District Welfare Officer, District Mass Education Officer, Chief Medical Officer as the representatives along with the representatives of teachers and parents associations and Community Resource Persons. The total strength of District Planning Team is not to exceed 15. The District Project Co-ordinator will be the Member-Secretary to the District Planning Team. The District Planning Team will meet at least thrice in one year. It will monitor and review the overall implementation of the programme and Annual Work Plan.

The District Project Office has different departments responsible for various programme components. The MIS department will be responsible for maintaining all data concerning inputs, activities, programmes as well as funds. The EMIS and PMIS software would be utilised for the purpose. This unit plays a crucial part in planning, monitoring and implementation of the programme.

Although there are 56 sanctioned posts for the District Project Office, only 12 posts exist in reality. The weakest link in the chain is the conspicuous absence of Research, Monitoring and Evaluation unit. As such, no monitoring mechanism of Annual Work Plan exists. Because of the lean staff position at the District Office the targets and achievements are often at variance. This also adversely reflects upon launching new activities and programmes, apart from underutilisation of budgetary provisions.

Table 3.17 Implementation of Bihar Education Project (Muzaffarpur) - SWOT Analysis

Stren-gths	Weaknesses	Opportu-nities	Threats
Mission Mode	Poor or no linkages with concerned Departments	Equality and empower-ment	Casteism
Participatory and Collective processes	Micro-level institutions in a state of disarray, e.g. VEC.	Mass movement	Gender Bias
Community Mobilization	Lopsided planning e.g. opening new schools without providing for teachers.	Popular support and goodwill	Poverty and backwardness
Public Awareness	Poor monitoring and evaluation	Institution building	Land based inequalities
Environment Building	DIET in a state of neglect	De-Bureaucra-tisation	Sense of complacency
Availability of funds	Inadequate Capacity building at District Level Office	Convergence and linkages	Politicization
Importance to Teachers	Disinterested stake holders		Time bound nature of the programme.
	Vision lacking in planning and implemen-tation.		

The contents of the above table (Table 3.17) are self-explanatory. The BEP programme has its strengths as well as weaknesses which are presented alongside in the table. The programme held out certain opportunities which may not have been fully utilised. At the same time the social system in which this programme is operating poses grave threats which might prove detrimental to the achievement of outcomes envisaged, unless addressed earnestly. It will, therefore, be pertinent for the users of this report to ponder over the points presented as part of this SWOT, analysis and to come up with appropriate implementation strategies accordingly.

Chapter 4

Access, Enrolment and Retention

Access to primary education for all children up to 14 years of age is an important objective of BEP as part of universalisation of primary education. Children of weaker sections of population, SC and ST as well as girls have to be given special attention in this regard. Physical accessibility to school in terms of distance, approach and safety are the other considerations affecting access. Adequate availability of schools is a natural corollary.

In 1992 the total number of children (boys and girls) in 6-14 age group in Muzaffarpur district was 5,59,848. Out of this 3,43,015 students could be enrolled in classes 1 to 8 by December 1992 (61%). Of those enrolled 2,80,799 were from the general caste (98,713 boys and 1,82,086 girls) while 62,216 were from the SC category (20,192 boys and 42,024 girls). Corresponding statistics for students enrolled in classes 1 to 5 as of June 1993 was 3,28,403 (1,66,195 boys and 96,186 girls from the general caste against 43,447 boys and 22,202 girls from the SC category). The total number of children registered in this age group being 5,57,564 the shortfall in enrolment comes to 2,29,161 (5,57,564 - 3,28,403). In terms of population distribution 18.92% of the district population falls in the age group 6-11 which adds up to 20% in case of all children up to age 14 (op. cit.). For the academic year 1993-94 out of the total number of 2,50,000 children, the number of SC children was more than 65000 and the girls 1,15,000 for whom enrolment had to be arranged through formal/non formal media.

In the next three years keeping in view the 2.35% increase in the number of children the plan of action proposed for the academic year 1994-96 is given in Table 4.1

The latest available data on status of enrolment castewise and genderwise for classes I to V for the entire district of Muzaffarpur are given in Table 4.2

According to this table, there was an overall increase in enrolment to the tune of 67% between 1992-97. Castewise increase in enrolment is 68% for general category and 60% for Scheduled Castes for the same period. Genderwise enrolment shows an increase of 67% for boys and 66% for girls.

Table 4.1 Enrolment Action Plan

Academic Year	In Government Schools	In Private Schools	In NFE Centres
1994	63000	18000	9000
1995	47000	14000	18000
1996	45000	10000	25000

Table 4.2 Yearwise enrolment of students from 1992-97 for class I to V According to Caste and Gender

Year	General Boys	General Girls	Total General caste	SC Boys	SC Girls	Total SC	Grand Total yearwise
1992	128582	93458	222040	21127	13859	34986	257026
1993	138255	103598	241853	23221	15966	39187	281040
1994	146124	112015	258139	24999	17821	42820	300959
1995	157556	122670	280226	26918	19794	46712	326938
1996	173643	133733	307376	28746	22481	51227	358603
1997	190409	136567	326976	32479	25732	58211	385187
Total	934569	702041	1636610	347590	115653	463243	1909753

Note : Information faxed by DPC, Muzaffarpur on 17.03.1998 (Source: DSE, Muzaffarpur)

Yearwise Enrolment Growth Rate

Year	General Caste Boys	General Caste Girls	Total	SC Boys	SC Girls	Total	Overall Growth Rate
1992-93	7.52	10.85	8.92	9.91	15.20	12.00	9.34
1993-94	9.69	8.12	6.73	7.66	11.62	9.27	7.09
1994-95	7.82	9.51	8.56	7.68	11.07	9.09	8.63
1995-96	10.21	9.02	9.69	6.79	13.57	9.66	9.68
1996-97	9.65	2.12	6.38	12.99	14.46	13.63	7.41

Table 4.3 Genderwise and Castewise Enrolment Statistics for Bochaha and Minapur Block (1996-97)

Bochaha (Intensive Block)							
Year	General Caste		Scheduled Caste		Total		Grand Total
	Boys	Girls	Boys	Girls	Boys	Girls	
1996	3422	2037	2866	1950	6288	3987	10275
1997	3919	2464	3363	2163	7282	4600	11882
Minapur (New Block)							
Year	General Caste		Scheduled Caste		Total		Grand Total
	Boys	Girls	Boys	Girls	Boys	Girls	
1996	15531	7533	2801	1531	18332	9064	27396
1997	15758	7585	2895	1601	18653	9186	27839

Comparison of Intensive and New Block

Year	Bochaha (Intensive Block)			Minapur (New Block)			Grand Total
	Boys	Girls	Total	Boys	Girls	Total	
1996	6288	3987	10275	18332	9064	27396	37671
1997	7282	4600	11882	18653	9186	27839	39721

In terms of intensive and New Blocks (Bochaha and Minapur, respectively) the enrolment figures are presented in Table 4.3. The striking feature to be observed in this table is the preponderance of Minapur Block, a new BEP block, over Bochaha - an intensive block - in terms of enrolment. The enrolment is far higher in the case of General Caste in Minapur (four times more), while SC enrolment is higher by 11% in Bochaha Block. Both boys and girls have registered a sharp increase in enrolment in the case of Minapur (New Block). These trends are reflected even in 1997 enrolment figures. This is consistent with the enrolment comparisons between the blocks for the period 1992 and 1993 reported in Table 3.14. Even at that time Minapur block had registered 17% higher enrolment in comparison to Bochaha in the case of general category. The enrolment of scheduled caste children, especially girls, is of course higher in the case of Bochaha block as expected, although it was 12% higher for Minapur for the period 1992-93. In terms of overall gender comparison between the two blocks (disregarding caste), the number of girls enrolled in Minapur block is far higher as compared to Bochaha block which is contrary to expectations. Minapur Block, even though a new block, has maintained the lead over the intensive block of Bochaha in the enrolment of girls (Appendix C, Major Activities and Budget Estimate, 1994-95).

Educational status of children in the age group 6-14, both males and females, was ascertained for three types of blocks (Intensive, Expansion and New) using the listing Schedule, one of the instruments developed for data collection. The results are presented in Table 4.4. On the basis of Villages sampled in the three types of blocks there is hardly any difference between intensive and expansion blocks in terms of school going children. The new block, of course, lags behind. Twenty four percent more boys than girls go to school. Maximum school leaving children are from the Intensive block followed very closely by the new block and the least in the case of Expansion block. The number of not enrolled children is maximum from the new block which is in keeping with the amount of effort expended in the implementation of BEP in the three types of blocks. From these results the intensive and expansion blocks seem to be doing equally well. The expansion block is in fact comparatively better. The new block is obviously behind the other two blocks.

Results presented in Table 4.4 reveal that the children of 'other backward classes' have started going to school in increasing numbers and yet they are the ones who figure as the highest 'Not Enrolled' Caste. They also leave school more often. Children belonging to the Scheduled Castes are the next in order of comparison. Thus, these results impress upon the need for giving sustained attention to these vulnerable sections of population not only in terms of enrolment but also retention.

Similarly, children of agricultural labour go to school in large number, yet the incidence of non-enrolment and school leaving is also maximum in their case. It is quite obvious that more must be done for this rural sector. Perhaps it would be appropriate to address their special needs in terms of non-formal/alternative schooling. Nonetheless, there is positive evidence of awareness for education in the two weaker segments of agricultural labour and tenants.

Table 4.4
Genderwise Educational Status of Age
6-11 children in Intensive, Expansion and New Blocks

Blocks	School going children		School leaving children		Not enrolled		Total
	Male	Female	Male	Female	Male	Female	
Intensive	1605	1002	177	143	233	336	3496
Expansion	1661	998	80	73	200	362	3374
New	1311	788	152	80	710	626	3667
Total	4577	2788	409	296	1143	1324	10537
Caste	School going Children		School leaving children		Not enrolled		Total
	Male	Female	Male	Female	Male	Female	
General	607	474	18	12	13	19	1143
SC	971	546	91	72	258	255	2293
ST	4	1	3	--	1	0	9
OBC	2995	1767	297	212	871	950	7092
Total	4577	2788	409	296	1143	1324	10537

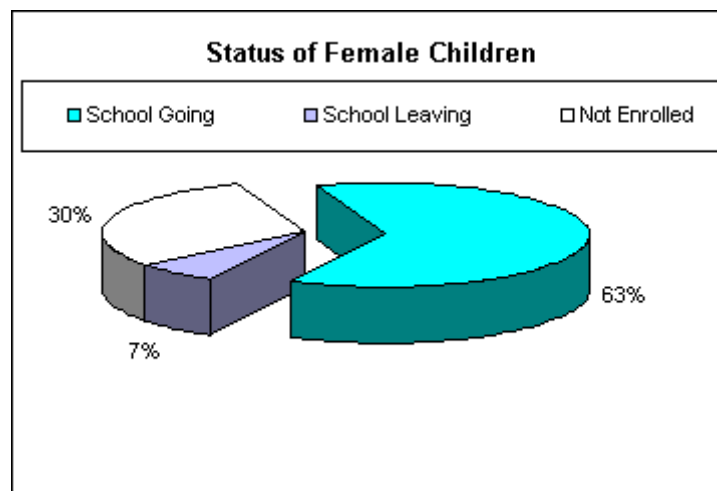
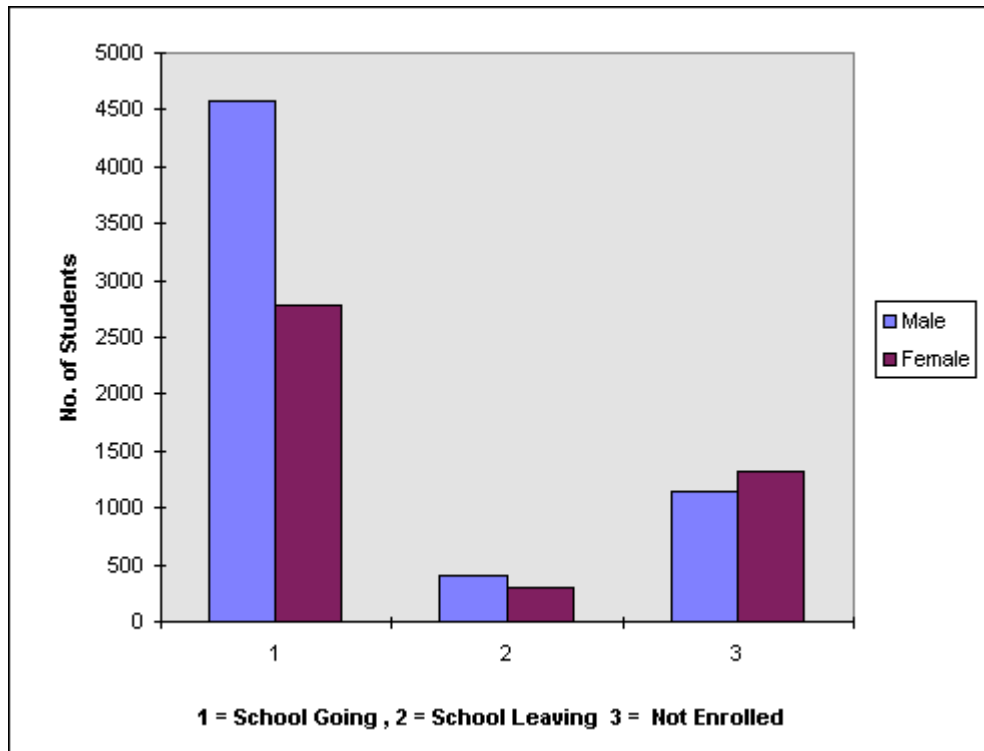
Land Related Details	School going Children		School leaving children		Not enrolled		Total
	Male	Female	Male	Female	Male	Female	
Land holders	764	489	33	24	78	103	1491
Tenants	1127	747	49	50	98	149	2220
Agricultural Labour	2686	1552	327	222	967	1072	6826
Total	4577	2788	409	296	1143	1324	10537

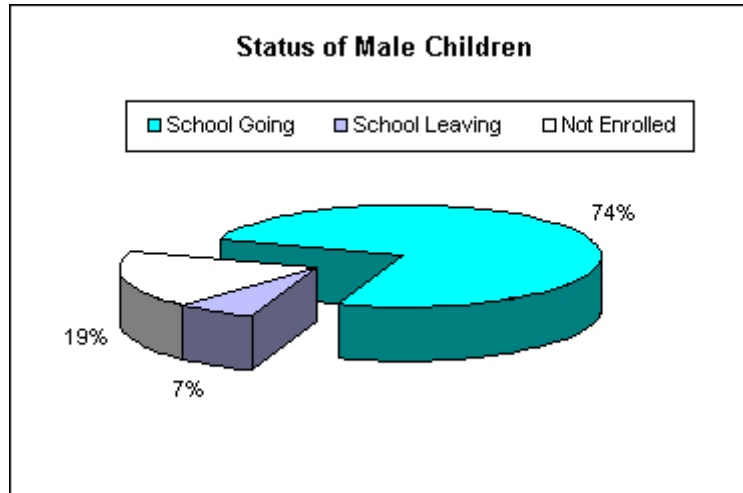
Source : Listing Schedule, NSDART

Access to school goes hand in hand with enrolment. The two are inseparable. Physical accessibility would be taken up here in terms of distance to school, approach and safety. So far as distance is concerned, data collected through Household Schedule take into consideration the comparative picture in the case of three types of blocks followed by caste composition. In large majority of the cases the distance to school is within 0.5 Km for all three blocks (Intensive, Expansion and New). Only in 26% of the cases this distance is up to 1 Km. As such, access in terms of proximity to school is not a constraint to enrolment. Same is the case with Caste where

vast majority of children from all Castes travel only half a kilometre to school. Only 25% have to go up to 1 Km away to school.

Figure 4.1 School Going Status of Children





All school going children have to trudge muddy and unpaved roads so very typical of our countryside. It is the same story irrespective of the type of block. This is true of all castes as well so that the way to the school is the same for members of all castes. Keeping in view our rural scenario by and large it cannot be considered as a serious handicap coming in the way of school enrolment.

Among all other obstacles on way to school, bad road and canal are reported as the two most frequent. This holds true for intensive, expansion and new blocks as well as for all castes.

Safety on way to school is another consideration affecting access which was taken up in Household schedule. The question underlying is whether children have to be escorted to school. It has been found that either no one escorts or children go to school in the company of other children. Type of block is of no consequence in this regard. Nor is the affiliation with a particular caste a threat to children going to school.

Adequate availability of schools is crucial to access and enrolment. As of September 1992, Six months after the BEP got underway in Muzaffarpur district, the condition of school buildings was as follows:²

Number of primary schools without building	347
Number of middle schools without building	42
Number of primary schools without building and land	134
Number of middle schools without building and land	37
Number of primary schools with land but without building	213
Number of middle schools with land but without building	05

Table 4.5 Roomwise distribution of schools

Primary Schools	Without Building	One Room	Two Rooms	Three Rooms	Four Rooms	Five or more Rooms
1536	347	239	697	147	92	14

As per the Annual Action Plan for 1993-94, BEP Muzaffarpur will achieve the construction of 84 primary school buildings by March 1993, while 120 schools without building would be provided with three new rooms in the year 1993-94. Repairs would be carried out in 75 schools. In the construction of buildings help was provided by the following:

Building Construction	1992-93	1993-94
Bihar Education Project	04	66
Jawahar Rozgar Yojna	78	45

In the perspective plan for 1994-97 all the primary schools without any building would be provided with buildings in the next three years. For 1994-95 it was proposed to construct 100 schools not having any building and for 1995-96 construction would cover 48 more schools. In 1996-97 additional rooms would have been built in schools with greater enrolment. In addition, repair of 100 schools in dilapidated condition would have been taken up in the next two years.

The information collected from Household schedule shows that 168 new schools were opened in the preceding two years (1995-97). Maximum number of schools (88) were started in the intensive, half of that (44) in the expansion block and 33 in the new block. Thus, in the opening of new schools the emphasis was given to intensive, expansion and new blocks in the same order. Almost all of the new schools were government schools.

According to information provided by the District Superintendent of Education, Muzaffarpur, 625 new schools were started in 1994-95 in the district. One hundred additional school rooms would be constructed in 1998.³

The information gathered from various sources, as presented above, clearly points out that the availability of schools has definitely increased in keeping with the goal of achieving higher enrolment. Access has further increased with school being with 0.5 Km or at the most 1 km in 90% of the cases.

While the opening of new schools was a step in the right direction, it led to shortage of teachers and single teacher schools became the order of the day. Whereas new schools were opened at fast pace, requirement of teachers was lost sight of, thus seriously affecting school functioning. The following statistics would be helpful in understanding this issue properly.

Table 4.6 Position of Schools and Teachers Between Two Time Periods

Particulars	1993-94	1996-97³
Number of Primary schools	1536	2140
Number of Middle schools	438	397
Posts of teachers	7790	7429
Number of active teachers	7132	7078
Vacant positions of teachers	658	351
Total number of students up to June 1993	3,77,055	--
Teacher student ratio	52.87	--
Number of single teacher schools in the district	139	--

Source: Major Activities and Tentative Budget, 1994-95, BEP, Muzaffarpur

The interesting comparison presented above reveals that while the number of primary schools increased by 28% in 1996-97, posts of teachers decreased by 4.63%. In other words, no new posts of teachers were created. Even the posts sanctioned were not filled up resulting in teachers being transferred from schools manned by two teachers to new schools, thus leading to the proliferation of single teacher schools. In these single teacher schools teachers are often away from the school for 10-15 working days to attend meetings and other responsibilities which, at times, are unrelated to school activities.

Although the recruitment of teachers is the responsibility of State Education Department, it is a stumbling block in the implementation of BEP. Yet BEP, at the district level in this case, is a helpless spectator in the absence of effective mechanisms for interaction and problem solving.

It would be pertinent to compare the intensive block of Bochaha with the new block Minapur in the matter of teacher student ratio as given below:

Table 4.7
Teacher student Ratio for Intensive and
New Block for two time periods

Block	Year	No of teachers	No of students	Teacher-student ratio
Bochaha (Intensive)	1993-94*	377	20345	53.97
	1996-97**	409	25368	62.02
Minapur (New)	1993-94*	446	24243	54.36
	1996-97**	527	27839	52.83

*Source : Major Activities and Estimated Budget 1993-94, BEP Muzaffarpur

**Source: Statistics provided by the Office of Block Education Extension Officers, Bochaha block and Minapur Block.

From the above it becomes clear that the teacher-student ratio declined sharply with the increase in enrolment even in the case of Intensive Block, Bochaha. The gap in teacher-student ratio is slightly better in the case of new block - contrary to expectations.

Drop -Out

According to the Annual Work Plan of BEP, Muzaffarpur (1993-94) the rate of drop-out in classes 1 to 5 is 47.9 percent . It is 65.4 percent for classes 1 to 8. This is higher in the case of girls and children of deprived sections of society. Overall drop-out rate is 54% at the primary stage⁴

Results presented in Table 4.4, based on the listing schedule reveal that 9.57% of the school going children stopped going to school in the three (Intensive, Expansion and New blocks) of Muzaffarpur district. The number of male students leaving school is 16% more than the females. Surprisingly, 45% of the those leaving school are from the Intensive block, while 33% are from the New Block.

In terms of Caste, Table 4.4 shows that children of "Other Backward Classes" form the bulk (72 percent) of school leaving children followed by 23 percent of scheduled caste children. Among the land-related occupations, it is the children of agricultural labour who leave school most (78 percent).

To sum up, school leaving children are from Intensive, New and Expansion Blocks in the same order. Castewise, it is the children of "Other Backward Classes" mostly and those of Scheduled Castes somewhat who leave school. Finally, the children of agricultural labour tend to leave school most.

Drop-out rate from classes 1 to VIII for Bochaha Intensive Block is reported in Table 4.5. The formula used was as follows:

A-B	X 100	Where A = number of students in class 1 in 1995-96
A		B = number of students in class II in 1996-97

Table 4.8
Drop-out Rate From class 1 to class VIII For
Bochaha Intensive Block (District
Muzaffarpur)

Year	Class I	Class II	Class III	Class IV	Class V	Class VI	Class VII	Class VIII
	A	B	C	D	E	F	G	H
1995-96	8450	4235	3822	2369	2080	1000	674	179
1996-97	9857	5144	3657	3031	2519	1252	843	233

Source: Office of Block Education Extension Office, Bochaha Block

Drop-out Rate

1 - II	39.12
II - III	13.65
III - IV	20.70
IV - V	-6.33
V - VI	39.81
VI - VII	15.7
VII - VIII	65.43

A degree of pattern can be noticed from Table 4.5 in the sense that there are two crucial stages when the drop-out is maximum, i.e. from class 1 to class II and again from class V to class VI. In other words, first two years in the school and transition from Primary to the Middle School are critical to drop-out. Drop-out is most pronounced in the last year of middle school (class VII-VIII) when it reaches an all time high of 65.43 per cent.

Genderwise comparisons on drop-out are given in Table 4.9. Drop-out rate is 4.78 per cent higher for females from class I to class II and 9.24 per cent higher from class III to IV. The difference in drop-out rate between males and females is highest (24.41 per cent more) in the case of females at the entry point to middle school and again 19.37 per cent higher in the last year of middle school (class VII to VIII). Thus, girl students drop-out more than boys at every step of the way.

Drop-out rates between the castes are reported in Table 4.10 From class 1 to class II drop out is high for all the three caste categories, children of backward classes being at the top. Transition from primary to the middle school (Class V - VI) is marked by 45 percent drop-out (Backward classes) to 55 percent (Scheduled Castes). Last year of the middle school (Class VII-VIII) is typically characterised by the highest number of children dropping out. The tally in this case is maximum for the children of scheduled castes followed by backward classes. General castes are no exception where the drop-out rate is 56 per cent in class VII - VIII.

Some uniform trends emerge from the above. Firstly, there are clear cut stages in the school where the drop-out mounts sharply i.e., from class 1 to II, transition from primary to the Middle School (Class V to VI) and from class VII to VIII (last year of the middle school). This is irrespective of gender or caste. Drop-out is higher for females, backward and Scheduled Castes.

Table 4.11 reports enrolment figures for class I and class V between the time period 1992 and 1996 separately in terms of caste and gender. Drop-out has been worked out on this basis as presented in the Table. Drop-out is 5.73% higher for SC boys and 9.94% higher for SC girls. Overall drop-out rate is 55.59% from class I to class V between 1992 and 1996. It may be recalled that according to the Annual Work Plan of BEP Muzaffarpur 1993-94, the rate of drop-out was 47.9% then as compared to 55.59% in 1996. This indicates increase in drop-out rate by 7.69%.

Keeping in view the fact that taking education to the doors of weaker and vulnerable sections of the society was a major thrust area of BEP, such a high rate of attrition in the very segments of population is alarming. Unless this is stemmed increasing enrolment would look like mopping the floor without closing the tap. It is a popular observation made by one and all that while the Bihar Education Projecte has succeeded on the enrolment front, precious little has been done to arrest the drop-out. Bold and imaginative strategies would have to be evolved for the purpose.

Table - 4.9 Genderwise Drop-out Rate From Class I to VIII For Bochaha Intensive Block (District Muzaffarpur)

Year	Class - I		Class - II		Class - III		Class - IV		Class - V		Class - VI		Class - VII		Class - VIII	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
1995-96	4983	3467	2605	1630	2360	1462	1565	804	1288	792	715	285	490	184	127	52
1996-97	5907	3950	3131	2013	2226	1431	1955	1076	1584	935	895	357	622	221	153	80

Source: Statistics provided by the Office of Block Education Extension Officer, Bochaha Block.

Drop - out Rate		
Class	Male	Female
1-II	37.16	41.94
II-III	14.55	12.21

III-IV	17.16	26.40
IV-V	-1.21	16.29
V-VI	30.51	54.92
VI-VII	13.00	22.46
VII-VIII	37.55	56.52

Table 4.10 Castewise Drop-out Rate from Classes I to VIII For Bochaha Intensive Block (District Muzaffarpur)

Caste	Class I		Class II		Class III		Class IV		Class V		Class VI		Class VII		Class VIII	
	1995-96	1996-97	1995-96	96-97	95-96	96-97	95-96	96-97	95-96	96-97	95-96	96-97	95-96	96-97	95-96	96-97
General	1820	2000	1085	1190	610	886	605	738	592	669	405	479	255	310	87	111
Backward	4868	5828	2245	2831	2265	1990	1264	1577	1060	1315	440	582	310	428	82	103
Scheduled Castes	1762	2029	905	1123	947	781	500	716	428	535	155	191	109	105	10	19

Source : Statistics provided by the office of Block Education Extension Officer, Bochaha Block.

Drop-Out rate			
Class	General Caste	Backward Castes	Scheduled Castes
1-II	34.62	41.85	36.27
II-III	18.34	11.36	13.70
III-IV	-20.98	30.38	24.39
IV-V	-10.58	4.03	-7.0
V-VI	19.08	45.09	55.37
VI-VII	23.46	2.73	32.26
VII-VIII	56.47	66.77	82.57

Table 4.11 Enrolment in class I (1992) and class V (1996) and drop-out in terms of caste and Gender

Year	Standard	General Caste Boys	General Caste Girls	SC Boys	SC Girls	Total
1992	Class I	46210	34694	7803	5768	94475
1996	Class V	22461	14334	3346	1810	41951

Drop-out

- General Caste Boys 51.39
- General Caste Girls 58.68
- SC Boys 57.12

- SC Girls 68.62
- Over-all drop-out 55.59

Table 4.11 reports enrolment figures for class I and class V between the time period 1992 and 1996 separately in terms of caste and gender. Drop-out has been worked out on this basis, as presented in the table. Drop-out is 5.73% higher for SC boys and 9.94% higher for SC girls. Overall drop-out rate is 55.59% from class I to class V between 1992 and 1996. It may be recalled that according to the Annual Work Plan of BEP Muzaffarpur 1993-94, the rate of drop-out was 47.9% then as compared to 55.59% in 1996. This indicates increase in drop-out rate by 7.69%.

Chapter 5

Quality Improvement and Student Achievement

Improvement of quality of education, not merely increasing enrolment, is one of the main objectives of BEP. The underlying idea is to bring about change in the quality of education without overemphasising course completion and holding of examinations. At the same time it was intended to ensure certain minimum level of learning and achievement among the students. With a view to realising this important objective a three-pronged approach was adopted with the following cornerstones:

- Training of teachers
- Minimum levels of learning
- Development of teaching - learning materials

5.1 Training of Teachers

Teacher upliftment and upgradation are the hallmarks of quality improvement interventions. Teacher's role is crucial in this respect. Therefore, the realisation: Teacher comes first. If teacher's status is improved it will result in better teacher attendance and also ensure participation of teacher in community building. For this purpose, contact was established with Teacher associations through holding of regular meetings where the problems of teachers were addressed. Meetings were held with teachers at the district and block level with a view to strengthening the microplanning process and involving teachers in it. As an incentive to teachers a scheme of prizes and awards was instituted for participation in enrolment campaigns, school beautification, modernisation of education and improvement in examination results. In 1993-94, 31 teachers were honoured for meritorious work and 30 other teachers were awarded prizes for their contribution in various activities. In 1995-96 prizes were awarded to 24 teachers. A programme of training of teachers was conceived and implemented.

In the school year 1992-93, 450 Primary school teachers were given 10/11 days training. In 1993-94, 1000 Primary school teachers would have completed this training. The yearwise and blockwise break-up of teachers receiving training is given in Table 5.1. It has become a regular feature since. As a consequence of this training, changes were reported in the behaviour and conduct of teachers. Attendance of teachers also seemingly improved as per the reports of guardians.

According to Table 5.1, large majority of the teachers in schools were trained. The number of trained teachers is maximum in the case of Intensive block followed by the Expansion block, and minimum in the New block. In addition, these teachers had undergone the UJALA training, the in-service training module developed by the BEP for upgrading teachers. This training is being given to teachers from all the three blocks at various periods of time. The number of UJALA trained teachers is again maximum in the Intensive block, although teachers from the two other blocks were also provided with this training. As such, due attention is being given to the training of teachers.

For improving the quality of teachers a training module "UJALA" was planned and implemented which has since come a long way and established itself as a model for upgrading teachers. In this training programme spread over a period of 10/11 days the philosophy and interventions of BEP are made known to the teachers. The teachers are made aware of their new roles in the BEP context. Particular emphasis is given to newer pedagogical approaches i.e., teaching through games, songs, learning by exploring, and making the process of teaching-learning joyful. A sense of responsibility to the community around is inculcated through role play, interactions with the

community, and community lunches. It is thus a pedagogical as well as motivational training. It is proposed to start subject matter specialist training from next year.

Table 5.1 Yearwise and Blockwise Break-up of Teachers on Training Received

Block	Untrained Teachers			Trained Teacher			UJALA Trained Teachers		
	1995	1996	1997	1995	1996	1997	1995	1996	1997
Intensive	6 (6.9)	7 (7.69)	6 (8.11)	54 (62.07)	49 (53.85)	49 (66.22)	27 (31.03)	35 (38.46)	19 (25.68)
Expansion	15 (27.27)	18 (32.73)	11 (27.50)	30 (54.55)	19 (34.55)	20 (50.0)	10 (18.18)	18 (32.73)	9 (22.50)
New	4 (40.0)	4 (33.33)	4 (21.05)	3 (30.0)	5 (41.67)	5 (26.32)	3 (30.0)	3 (25.0)	10 (52.63)

Source : School Schedule NSDART

Note : Figures within parenthesis are the percentages

In the course of this study a Teacher Schedule was also given to teachers in the schools in sampled villages. The information obtained showed that 91% of the teachers in these schools had taken UJALA training, 49% from the Intensive block and 29% from the Expansion block. The New block was the last with 14%. However, the number of male teachers was much higher (73%) compared to 27% female teachers. Castewise break-up shows that out of all the teachers receiving training 58% were from the general caste and 32% from "other backward classes". It seems this training was quite popular with teachers, since 86% teachers liked it. The reasons offered for liking this training were: confidence building, playway learning, child-centred approach to learning and community based learning. Since UJALA training also aimed at facilitating the development of special teaching-learning materials, a question in the "Teacher Schedule" sought to find out how often the teachers used these materials in classroom. It is very encouraging to note from the responses that 66% of these teachers always used the new materials developed while 34% used them sometimes. Students were asked through the "Student Schedule" as to whether the teachers used anecdotes, poems, and jokes to make teaching-learning more interesting. Responses obtained suggest that 69% of the teachers used this approach sometimes and only 16% used it all the time. Most of the teachers using this approach were males and were from the Intensive block. Teachers from general as well as Scheduled Castes did not use this approach.

For improving the quality of education and realising the central role of teachers in the process it is essential to look at the teacher student ratio, the availability of teachers and the quality of teaching. It is a common observation that the posts of teachers have remained vacant even though the teachers are in short supply in schools. Table 5.2 gives blockwise and genderwise picture of the posts sanctioned and the shortfall.

Table 5.2 Blockwise and Genderwise Break-up of Sanctioned Posts and Working Teachers

Block	Sanctioned Posts			Working						Percentage working		
	1995	1996	1997	1995		1996		1997		1995	1996	1997
				M	F	M	F	M	F			
Intensive	65	61	60	53	9	49	9	48	9	95.38	95.08	95.0
Expansion	57	21	22	39	6	31	6	25	6	78.95	176	141
New	8	10	10	6	1	8	1	8	1	87.5	90.0	90.0

Source : School Schedule NSDART
Note : M stands for Male and F stands for Female

Filling up of vacant posts of teachers is necessary to ensure proper teacher pupil ratio which was 1:52.86 in 1993-94 and has fallen upto 1:65 in recent years. According to the District Superintendent of Education, Muzaffarpur, there are 7,429 sanctioned posts of teachers, while 7,078 are actually working as of December 1997. There is also the serious problem of "single teacher schools". It so happened that due to lack of planning the number of teachers did not keep pace with the number of new schools, thus seriously affecting the functioning of schools when teachers were removed from the old to the new schools leading to the proliferation of single teacher schools. As of 1994-95 there were 139 single teacher schools out of a total of 1536 primary schools in the district. The real problem arises when these single teachers remain away from school for 10-15 days in a month for various reasons.

The Teacher Schedule ascertained, among other things, the perception of teachers regarding the extent to which BEP has succeeded in achieving its objectives. It is interesting to note that 71% of the teachers believe that BEP has succeeded to some extent only. This observation is uniform across the three types of blocks.

As regards the quality of teaching in schools, it has been seen from the information collected that teachers simultaneously teach multiple classes. This is true more for Intensive block, male teachers and general caste teachers. In these classes children are offered same course together (imagine the size of such a class!). Homework is given by 74% teachers, females more than male (86% vs. 69%). This homework is checked. Examinations are conducted twice in a year. According to the reports of students, 62% say that they are shown the marked scripts after the examination, a desirable practice. About the understanding of taught material, the answers given by students are equally divided between "always" and "sometimes". There is no distinction between the blocks or the genders. Teachers do ask questions. Students in the schools of New block are better off in this respect. It is indeed very encouraging to note that 91% of the students in the sample like the school.

In the light of the above findings, the quality of teaching in terms of teaching practices is by and large good but for the adverse teacher-student ratio.

5.2 Minimum levels of learning

The competencies prescribed at the National level for Language, Mathematics and Environmental studies were adapted by the BEP with changes and modifications in the context of Bihar. The following MLL based text-cum-workbooks were prepared and used in the year 1995-96:

Mathematics for Classes I and II

Hindi, Urdu and Bengla for class I

This programme has been going on in the district of Muzaffarpur since 1993 when it began with 178 schools (77 in Minapur block and 50 each in Motipur and Kanti blocks). It was planned to start MLL programme in all primary schools of the district by the academic year 1997. 7500 teachers are expected to be trained through DIET for the purpose. This may go upto 8500 teachers and 21 days of training with the addition of 500 new units and 1,000 newly recruited teachers. The teachers concerned were given 10/11 days of training and 34,100 children in classes 1 to 5 in the schools in these three blocks were given end of the term examination to find out their level of achievement. The MLL training was meant to empower or equip the instructor to be able to develop his/her own lesson plans in a sequenced way on the basis of the specific competencies. In order to review the progress of the MLL programme it was decided to hold meetings on the 4th, 5th and 6th of every month in Motipur, Kanti and Minapur blocks, respectively.

MLL based achievement tests were given to class II and class V students in the course of this study in order to determine their achievement levels. The results obtained in the case of class II on Maths and Language are given below in Tables 5.3 and 5.4, respectively.

Table 5.3 Achievement on M.L.L. Test Class II (Maths)

Type of Block	No. of Students getting above 50% marks		Total No. of Students		Percentage of Students securing above 50%	
	Male	Female	Male	Female	Male	Female
Intensive	12	5	26	15	46.15	33.33
Expansion	13	2	15	5	86.67	40.00
New Block	8	10	8	12	100.00	83.33
Urban Area	2	7	2	8	100.00	87.50
Total	35	24	51	40	68.63	60.00

Table 5.4 Achievement on M.L.L. Test Class II (Language)

Type of Block	No. of Students getting above 50% marks		Total No. of Students		Percentage of Students securing above 50%	
	Male	Female	Male	Female	Male	Female
Intensive	13	6	26	15	50.00	40.00
Expansion	9	3	15	5	60.00	60.00
New Block	8	10	8	12	100.00	83.33
Urban Area	2	5	2	8	100.00	62.50
Total	32	24	51	40	62.75	60.00

From the above table it is evident that more males than females secured above 50% marks in Mathematics (68.63% against 60%). Performance of students from the New block is the best followed by Intensive block and Expansion block, respectively. Results on Language test, as presented in Table 5.4, reveal the same pattern, with male students doing better than female students, although the difference between the two is smaller (65.75% and 60% against 68.63% against 60%). Blockwise comparison shows that students from Intensive block have done better than the other two blocks. New block again does better than the Expansion block.

Coming to class V, the achievement test results on Mathematics and Language are presented in Tables 5.5 and 5.6, respectively.

Table 5.5 Achievement on M.L.L. Test Class V (Maths)

Type of Block	No. of Students getting above 50% marks		Total No. of Students		Percentage of Students securing above 50%	
	Male	Female	Male	Female	Male	Female
Intensive	5	3	26	14	19.23	21.43
Expansion	3		13		23.08	
New Block	7	4	12	8	58.33	50.00
Urban Area						
Total	15	7	54	36	27.78	19.44

Table 5.6 Achievement on M.L.L. Test Class V (Language)

Type of Block	No. of Students getting above 50% marks		Total No. of Students		Percentage of Students securing above 50%	
	Male	Female	Male	Female	Male	Female
Intensive	5	3	23	17	21.74	17.65
Expansion	1	1	13	7	7.69	14.29
New Block	4	5	13	7	30.77	71.43
Urban Area	2	2	8	2	25.00	100.00
Total	12	11	57	33	21.05	33.33

So far as the performance on Mathematics is concerned males have done much better than females (27.78% against 19.44%). It is to be marked that the students of New block have again surpassed the other two blocks, with the Expansion block lagging far behind. In terms of Language test the performance of female students is better than the male students (33.33% against 21.05%).

Figure 5.1 presents graphically the performance of students on MLL Test all along the scale.

As part of the MLL programme, MLL based text books were distributed in schools. Table 5.7 gives the statistics on subjectwise and classwise distribution of these books

Figure 5.1 Performance of Class II and V students on MLL Test

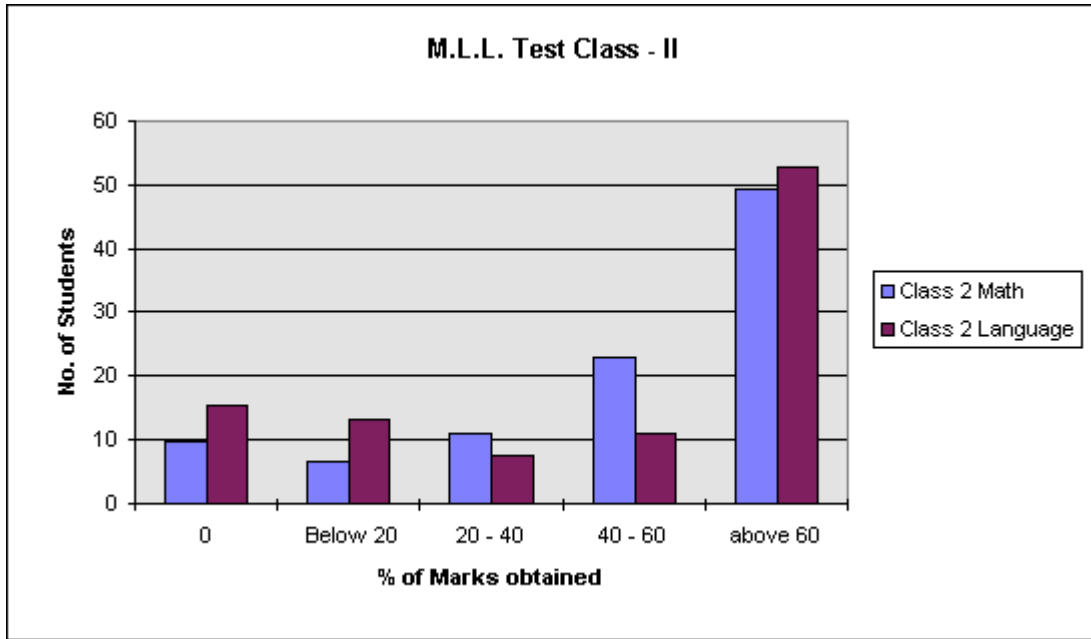


Table 5.7 Subjectwise And Classwise Distribution of MLL Based Text Books

Block	Class I			Class II			Class III			Class IV			Class V		
	Lang	Math	Total	Lang	Math	Total	Lang	Math	Total	Lang	Math	Total	Lang	Math	Total
Intensive	776	746	1522 (63)	425	407	832 (64)	65	65	130 (58)	45	45	90 (40)	20	40	60(42)
Expansion	345	265	610 (25)	190	190	380 (29)	35	51	86 (38)	65	56	121 (53)	20	53	73 (51)
New	177	108	285 (12)	42	42	84 (6)	0	10	10 (4)	16	0	16 (7)	11	0	11 (8)
Total	1298	1119	2417	657	639	1296	100	126	226	126	101	227	51	93	144

Source : School Schedule, NSDART
 Note : Figures in parenthesis are the percentages
 : Lang stands for Language

It can be noticed from the above table that Intensive block got the maximum number of books followed by Expansion and New blocks in the same order. Maximum number of books distributed were in the Language category. The number of books declined progressively with higher classes. Responses given by students on the relevant item in the "Student Schedule" reveal that 70% of the students acknowledge having received the books free of cost. Students in the Expansion block received these books most often while (80%) while the New block received the same least often (53%).

5.3 School Infrastructure, Facilities, and Civil works

Enrolment and retention are greatly influenced by the school infrastructure and the facilities available in the school such as toilets, drinking water, instructional materials and items required for day to day use. Table 5.8 gives the position of each of the many items of this nature and the agency providing the same.

Table 5.8 Facilities available in the Schools and agency providing

Facility	Yes %	No %	BEP %	Other %
Drinking water	60	36	-	-
Common Toilets	47	53	14	86
Girls Toilets	18	82	13	87
Boundary Walls	4	96	0	100
Wall Clock	9	91	25	75
School bell	44	56	20	80
Book Bank	42	58	63	37
First Aid Kit	4	96	50	50
Play ground	40	60	0	100
Health Checkup	33	67	20	80
Mid-Day Meal	49	51	5	95
Black Boards	20	80	20	80
Chalk and Duster	58	42	42	58

Source : School Schedule NSDART

Sixty per cent of the schools have drinking water facility. It is sad to find that 36% of the sampled schools are still without drinking water facility. Common toilets (for both girls and boys) are available in 47% schools while 53% do not have this basic facility. It is interesting to observe here that in 86% of the cases this facility was provided by sources other than BEP. Girls toilet is very rare to find (only 18% of the schools). It has been observed that the availability of girls toilet in the school is a very strong factor influencing retention. In many cases the pubescent girls hesitate to come to school where there is no toilet for girls. Again these toilets have been provided largely by other sources (87%) than BEP (13%). Things like wall clock, first aid kit, and even black boards are rare to find. Ninety six per cent of the sampled schools did not have the boundary wall. Playground was found in only 40% of the schools and provided by sources other than BEP. On the whole, the state of basic facilities and infrastructure are woefully lacking in these schools. In almost all cases except book bank, first aid kit, chalk and duster, all other items were supplied by sources other than BEP.

Through School Schedule information was also collected regarding school furniture. So far as chairs for teachers are concerned, only 44% of schools have them for all teachers, 38% for some teachers and 18% of the schools have no chairs for teachers. Even the tables for teachers are non-existent in 24% schools whereas 47% have them for some teachers and 29% have them for all teachers. It is evident from this that even the basic items of furniture like table and chair are often not available to teachers, thus making their job very difficult. Even the benches are not to be found in 71% of the schools and 76% of the schools are without desks. So much so that even mats for students are not available in 71% of the schools. This makes a sorry reading on the state

of schools where children have to sit on the bare floor or bring their own mat from home which may also not be possible in all cases.

Condition of schools is also far from satisfactory. Most schools have one or two rooms only. 60% of the school buildings are pucca and 29% are semi-pucca. Major repairs are required in 53% schools. Only 18% of the schools are in good condition. During our visits to villages many villagers reported that they did not send their children to school for fear of school building collapsing on their children. There have been instances of collapsed roofs in some of the schools visited during our visits to sampled villages.

5.4 Monitoring and Inspection of Schools

Block Education and Extension Officer (BEEO) is entrusted with the responsibility of inspecting schools. But this is seldom done. The BEEO has his own problems which come in the way of school inspection. The BEEOs interviewed came up with some genuine problems, such as, absence of vehicle for field visits and poor salary. While the BEEO is supposed to check the functioning of Head Masters in schools, the salary that the BEEO gets is less than that of Head Master. This is seen as a disincentive and a discouragement by the BEEO.

According to the reports of teachers, BEEO comes for inspection only sometimes. This observation is uniform across the blocks. When, and if at all, he comes it is mostly to check attendance or to stress enrolment or to check student register. Table 5.9 gives details of the so called inspection visits.

Table 5.9 Purpose of Inspection visit

Purpose	Percentage frequency
Children attendance, increased enrolment	34.57
Checking school registers	16.04
Check teacher attendance, quality improvement	14.82
Inspecting construction works and checking students achievement	13.59
As a formality only (nothing definite done)	9.88

The above table is self-explanatory and reveals that the purpose of BEEOs visit is mostly to check attendance and increasing enrolment. There is hardly any evidence as to the quality check as a purpose of inspection. In this connection it may be stated that there is lack of understanding as to what sort of activities and inputs should go into such an inspection. Needless to say that school inspection is necessary and needs to be done properly.

5.5 Development of teaching - learning materials

Development of teaching-learning materials, other than text books, are vital to competency building amongst students. This is not to overrule the need for regular text books though. The idea is to develop new instructional materials with the help of specialists and resource persons. As an incentives to teachers BEP started a programme to offer awards of Rs.500/- each to teachers for developing such materials. In this context special attention was given to local resources. Teachers were even helped materially by village level institutions, such as, VEC and Panchayat. To build the capacity of teachers for development of teaching learning materials they

were also imparted training. Even budgetary provisions were made for the development of teaching learning materials as also for cash incentives to teachers for the purpose.

In the "Teacher Schedule", which was one of the instruments used in this study, information was sought on the type of teaching-learning materials developed by the teachers. According to the results available, only one type of teaching learning material was developed by large majority (89%) of the teachers. It is the Pocket Board. To some extent the Flannel Board is another type of material reported to have been developed by 26% of the teachers in the sample drawn from three blocks in the district. Female teachers seem to be more active in the development of TLM as compared to males (95% against 86%). It was also learnt from the information provided by teachers in response to the relevant questions that as many as 79% of the teachers received Rs.500/- each for the development of TLM. The number of female teachers receiving this cash incentive is more than the male teachers(90% against 75%). Castewise, teachers of general caste received this award more often followed by the teachers from Other Backward Classes. Intensive block leads the tally followed by the Expansion block. As to the type of materials developed, 81% of the teachers have reported developing pocket board, flash card, wall sketching and drawing, science kit and story telling. In the development of these TLM local materials are reported to have been used largely, such as flowers and vegetation, sand and toys.

It was also ascertained as to what extent the teachers considered the development of TLM useful. As many as 64% of the teachers consider it very useful and 31% find it useful. Only 5% think that it was not at all useful. Thus, it is encouraging to see the strong conviction on the part of teachers about the usefulness of TLM.

Chapter 6

Community Mobilisation and Participation

Bihar Education Programme has been conceived as a programme seeking active involvement of the community at all levels. Participation of the beneficiaries in planning as well as implementation process is considered vital to the success of the Programme. In order to achieve the objective of community mobilisation and participation public support was enlisted through popular programmes such as rallies, street corner plays, children's fairs, awareness campaigns, mass media and the like. As part of the environment building, songs projecting the message of universal education were composed and used giving this programme the flavour of a mass movement for the purpose of mobilising the target groups - women and weaker sections. Certain institutions like 'Mahila Samakhya' and 'Village Education Committee', among others, were created. Training was also provided to the functionaries involved. All plans and programmes stressed micro-level approach. All these inputs will be taken up in this chapter.

6.1 Village Education Committee (VEC)

Village Education Committee (VEC) is the means to achieving people's participation in BEP strategies and programmes. The functions of VEC are to enlist the support and co-operation at the Village Level for various initiatives under the universalisation of education. VEC is also supposed to be the link between teachers in the school as well as educational authorities at the block and district level.

In the year 1993-94, 1499 Village Education Committees were formed and 27 members of VEC were put through two days of training. By March 1994 the target was to train 600 members. The members of VEC were also involved in the construction of school buildings and provision of toilets and handpumps. Their help has also been obtained in distribution of educational materials and text books. The role of VEC in enrolment campaigns is considered critical. Specific budgetary provisions have been made in the BEP district budget for micro-planning and VEC level training although there is no documentation available as to the number and type of activities undertaken in this area. Yet, Village Education Committees have not done much. On the basis of visits to villages in the course of field work undertaken in connection with this evaluation members and chairpersons of VECs were contacted to find out their contributions in environment building, enrolment, school functioning etc.. Subsequently, villagers impressions about the effectiveness of VEC in promoting awareness for education among women and weaker sections were ascertained in all cases. The account of accomplishments given by the VEC functionaries was highly exaggerated and always at variance with the reports of villagers who were highly critical of VEC for doing precious little. Even the composition of the VEC was far from representative. Women and the SC/ST were either totally excluded from the VEC or only nominally represented. In brief, VECs are highly politicized.

This sorry state of affairs has fortunately captured the attention of district authorities, namely, the District Magistrate of Muzaffarpur and also the District Project Office. Restructuring of VEC, need based training for the functionaries of VEC and composition of VEC are being given the priority due to them. Strategies are being worked out for the purpose. Needless to say that the sooner it is done the better it would be for the success of the programme.

6.2 Environment Building

Environment building is also expected of the Village Education Committees. According to the District Action Plan for 1992-93, twenty-five workshops, conventions and Jan Sankalp Sabhas have been held throughout the district to strengthen primary education through enrolment, retention and achievement. In the first half of 1992-93 rallies were organised, public meetings

held, cultural programmes arranged, debates, essay and drawing competitions among students of both sexes were organised as part of enrolment campaign and environment building. This gave impetus to school enrolment for all categories of caste as well as both the genders. Public meetings were held, street corner plays arranged and campaign songs programmes organised in Motipur, Kanti and Saraiya blocks.

Table 3.1 shows the targets and achievements for environment building programmes for two years, 1992-93 and 1993-94. While in the former case achievements are far ahead of the targets, performance registered a sharp decline in these terms in the following year. It has been seen even elsewhere that the tempo built over the previous year invariably drops in the subsequent year in many cases. The programmes undertaken towards environment building are, however, numerous and varied ranging from children's fairs, cultural programmes, exhibitions to competitions and street corner plays.

It is obvious that environment building has indeed been a strength of the programme.

6.3 Mahila Samakhya

Empowerment of women, particularly educationally, socially and economically backward, is the main objective of Mahila Samakhya. It started functioning in Muzaffarpur district in March 1993. As per the figures available, Sahyoginis are working in 160 villages. Mobilisation of women is taking place in every village. As a result of the awareness created, women have started sending children to schools. They have also started coming out of their homes, thus cutting the shackles of shyness, and started participating in development activities. Mahila Samakhya Groups have started inspecting schools.

Mahila Samakhya programme covers 122 villages in 3 blocks having the largest SC population and low literacy rates. The Mahila Samooch have taken up saving activities through opening bank accounts. Frauds in public distribution system are also the issues taken up by the Mahila Samooch. The number of Mahila Samoochs becoming operational is 120 in a short period of time. A total of 194 Sakhis and 16 Sahyoginis have been identified in the district. All the 16 Sahyoginis and 87 out of 194 Sakhis have been trained.

Mahila Samakhya Programme in the district of Muzaffarpur has emerged strong and could be considered among the successful interventions of BEP.

6.4 Micro - Planning

Micro-planning is undertaken in order to identify the need and location of new schools, getting information about Out of school children as well as children with disabilities, among other things. The process of micro-planning is also meant to facilitate creating awareness regarding primary education in the community. The Village Education Committee has a positive role in the process of planning for education through school mapping as part of micro-planning. Household surveys and regular contact with the guardians of children are used for the purpose. Environment building and community mobilisation are the first two steps in the entire process. Necessary training is provided to motivators and members of the VEC in school mapping and micro-level planning. Identifying local resource persons interested in spreading literacy is part of this exercise.

Environment building has been a strength of the programme, as mentioned above. Participation of women in the programme activities and the process of planning is growing as a result of many laudable initiatives leading to a growing sense of awareness. However, deprived and weaker sections such as SC and OBC are still left out. Yet, they are the targets of BEP interventions.

There is evidence of some attempts having been made in the form of training programmes and forming village level committees. In the year 1993-94, 1499 Village Education Committees were formed and 27 members of VEC were put through two days of training. The target is to train 600 members. Similarly, Tola Samitis were set up in 184 Tolas. These committees meet every fortnight. The issues discussed include attendance in school, study space for the child, study time etc.. Some surveys have also been conducted. But there is hardly any evidence of resource mapping, school mapping, or even social mapping having been done - much less used in the process of planning. On the basis of information provided by the District Project Co-ordinator of BEP in Muzaffarpur District Micro-Planning studies were conducted in some villages. The nature of these studies and the names of villages where the studies were done could not be obtained.

On the basis of experience gained in conducting training programmes in micro-planning for motivators and village level workers it was decided to review the training module. The survey format had also to be reviewed as per the minutes of the District Task Force meeting of March 5, 1997. It has also been decided to evolve a mechanism for follow-up of the training imparted.

On the whole, micro-planning inputs need restructuring. The structures that exist have not proved effective in making a dent at the micro level. Whatever little has been done has hardly contributed to people's participation in planning and implementation processes.

6.5 Participatory Rural Appraisal (P.R.A)

Community participation is at the root of Bihar Education Project. Participatory rural appraisal has, therefore, to be at the centre of the stage. Various PRA tools are available to gauge directly the level and extent of involvement of the people in decision making processes which affect them.

In the present evaluation study the two PRA techniques used were: The Venn Diagram and the Ranking and Prioritisation. A Venn Diagram (Called chapati in the Indian rural context) comprises round disks of varying sizes corresponding to the importance being given by the interest groups (beneficiaries) to the institutions and individuals concerned with primary education in the village. The focus groups who were females, SC and ST in this case were then asked to so arrange the circular shapes that they were either separate from each other or overlapping indicating absence of contact / interaction or the degree to which the interactions takes place. Figure 6.1 is an illustration of various sizes and shapes of circular discs conveying the idea of overlap, touching etc. Results in Table 6.1 compare the target groups - SC males and females - from villages in The Intensive block and other blocks (Expansion and New) on interaction with various functionaries. Most frequency values are located under 'No Interaction' denoted through separate circles in the case of both intensive and the two other types of blocks. Among the instances of 'No Interaction' are the BEP functionaries, Anganwadi Centre, Village Education Committee, The BEEO, Teachers and women's Committee. It is interesting to note that important functionaries responsible for planning and implementing the interventions in education stay away from the target groups. This is true even for the villages in the Intensive block. Cases of even limited interaction or co-operation are few and far between.

Fig. 6.1

Table 6.1 Comparative Results of Venn Diagram in terms of Interactions for Intensive and Other Blocks

Persons	Separate	Touching	Small	Large
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Agencies related to Primary Education	Interaction)	circle (Limited Interaction	(Some Co-operation)	Overlap (Considerable Co-operation)
Pradhan	1 ^a		2	2
Teacher	6 (1) ^b	2 (1)	1	
BEP Official	7 (5)	1	1	
BEEO	4 (6)			
Anganwadi Centre	9 (1)		1	
NFE	2			
Women's committee	2 (5)		2	
Health Department	2			
C.R.C. Centre		2		
VEC	5 (3)	1	1 (3)	
District Level Officials	3			
Schools		1	1	1
Jagjagi Centres		2		1
Education Officer	8	1		
Sarpanch	2	1		2
Literate people of village				2
Youth Mandal	(4)			

So far as importance of functionaries and institutions to the interest groups is concerned all the persons/agencies occupy the "Small", "Smaller" and "Smallest" end of the scale (Table 6.2). Teachers figure at the top in terms of perceptions of villagers within the "Small" circle (only somewhat important) category followed by BEP officials and Anganwadi centre. It is noteworthy here that while the interest groups harbour some perceptions about BEP's importance and scope of activity, there is no interaction between the two. It would, therefore, be necessary for BEP to increase its visibility among the beneficiaries of the programme. It is also to be marked that the perceptions of the focus groups who participated in the PRA exercise were similar, irrespective of the type of block.

**Table 6.2 Comparative
Results of Venn Diagram in
Terms of perceived
importance of Functionaries**

	Large	Larger	Largest	Equal	Small	Smaller	Smallest
Pradhan					1 ^a	2	1
Teacher					7(6) ^b	3 (1)	
BEP Officials					5 (1)	4 (4)	
BEEO					1 (2)	4 (4)	
Anganwadi Centre					6		3
NFE							1
Women's committee						4 (4)	(1)
Health Department					1	1	
C.R.C.						2	
VEC					2	3	2
District Level Officials						3	
Schools					1	2	
Jagjagi Centres						2	1
Education Officer					3	4	
Sarpanch						2	2
Youth Mandal					(3)		(1)

6.5.1 Ranking and Prioritisation

This PRA technique was used to determine the problems as identified by the community, as also the solutions preferred by them. The interest groups who participated in this exercise were SC, ST, OBC as well as general castes in the 24 villages sampled from the three types of blocks (Intensive, Expansion and New). Table 6.3 presents results concerning prioritisation of problems and corresponding solutions while Tables 6.4 and 6.5 show the same for Expansion and New Blocks, respectively.

**Table 6.3 Priority Ranking of Problems and corresponding solutions
for Intensive Block Bochaha**

Priority	Problems	Solutions
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1	Fear of teachers	Provision of Employment
2	Use of children for domestic work	Spare the children from domestic work
3	Uneducated guardians/Parents	Proper sitting arrangements
4	Poverty	Provisison of proper reading writing material
5	Lack of reading material	Opening and encouraging NFE
6	Teacher not teaching in the school	Presence and availability of teachers for effective education.
7	Suffering from inferiority complex	Creating the feeling of equality among all
8	Feeling of untouchability & fear of other students and allied factors	Joyful and interesting teaching learning
9	Disinterested students	Encouraging educational motivators
10	Shortage of teachers & subject teachers	
11	Lack of motivators	Effective control and inspection by concerned officers
12	Lack of awareness for education	Creating awarness by various educational publicity media
13	Lack of school building	Provision of sufficient trained teachers and subject teachers
14	Poor quality of teaching	Provision of proper school building
15	Lack of Anganwadi & its ineffectiveness	Opening and encouraging Jagjagi Centres and Anganwadis
16	Absence of proper urinals/Toilets	Provision of proper urinals and toilets
17	Lack of sitting facility (no furniture for teachers and Students)	Real and effective role of VEC
18	Physical obstacles on the way to school	Removing the obstacles from the school way
19	Ineffective role of VEC	
20	Distance to school	Opening New Primary Schools within one k.m. perefere

Note: There are no arrows where Problems and Solutions are opposite each other.

Table 6.4 Priority Ranking of Problems and corresponding solutions for Expansion block Baruraj (Motipur)

Priority	Problems	Solutions
1	Poverty	Provision of Employment
2	Use of children for domestic work	Spare the children from domestic work
3	Teacher not teaching in the school	
4	Lack of awareness for education	Creating awareness by various educational publicity media
5	Uneducated general masses	Opening and encouraging NFE
6	Fear & irregularities of teachers	Presence and availability of teachers for effective education.
7	Disinterested students	Provision of Mid-day meal and incentives
8	General Disinterestedness	Joyful and interesting teaching learning
9	Poor quality of teaching	
10	Lack of sitting facility (no furniture) (for teachers/Students)	Proper sitting arrangements
11	Lapses in educational inspection and control	Effective control and inspection by concerned officers
12	Unemployment	
13	Shortage of teachers & subject teachers	Provision of sufficient trained teachers and subject teachers
14	Uneducated guardians/Parents	
15	Physical obstacles in the way to school	Removing the obstacles from the school way
16	Lack of reading material	Provisison of proper reading writing material
17	Ineffective role of VEC	Real and effective role of VEC
18	Lack of Jag Jagi Centre	Opening and encouraging Jagjagi Centres

		Anganwadis
19	Lack of Anganwadi & its ineffectiveness	
20	Absence of teacher	
21	Lack of school building	Provision of proper school building

Note: There are no arrows where Problems and Solutions are opposite each other.

Table 6.5 Priority Ranking of Problems and Corresponding solutions for New block Minapur

Priority	Problems	Solutions
1	Lack of Anganwadi & its ineffectiveness	Real and effective role of VEC
2	Use of children for domestic work	Sparing the children, especially female child
3	Dilapidated school buildings	Creating awareness by various educational publicity
4	Teacher not teaching in the school	Presence & availability of teacher for effective education
5	General Disinterestedness	Joyfull and interested teaching of learning
6	Physical obstacles in the way to school	Removing the obstacles from the school way
7	Distance to school	Opening New Primary Schools within 01 k.m. perefere
8	Ineffective role of VEC	Opening & re-establishing of Aaganvadies
9	Lack of awareness for education	Repairing of school buildings
10	Poverty	Provision of Employment

Note: There are no arrows where Problems and Solutions are opposite each other.

The first observation emerging from Table 6.3 is that the nature of problems differs from block to block. For example, fear of teachers and their irregularity is the most serious problem in the case of Intensive block (Rank 1), whereas it ranks number five for Expansion block and it is not a problem in the New block. Uneducated guardians/parents is problem No.3 for the Intensive block while its rank is 14 for the Expansion block, and this does not figure as a problem in the case of New block. The only problem which occupies second rank for all the three blocks is "Use of

children for domestic work". While the number of problems faced by the interest groups in villages of Intensive and Expansion block are same, the problems faced by villagers in the New block are half as many. It is alarming to find in Table 6.3 that many problems faced by people in Intensive block are centred around teachers and poor quality of teaching. Ineffective role of VEC is a problem faced mainly in the New block. There are some problems which are rooted in the social system, such as, poverty, lack of education in the family, feeling of insecurity by people of lower castes which cast their ugly shadow on the process of education. In the course of community mobilisation such problems of the deprived sections should be addressed. These should become issues for the VEC and also the BEP in order to allay the fears of weaker sections of the target population. So far as "Poverty" as a problem is concerned the motivators must conduct special sessions with the poor and disadvantaged members of the focus groups that poverty should not be viewed as an impediment coming in the way of receiving education but as a means to come out of it. During the field visits by the study team it was time and again reported by the village community that they were poor and therefore could not send their children to school. It appears that it is a conviction with them that education is not for poor people. Here exists a dire need to bring about an attitude change in these people through sustained campaigns to be mounted by BEP in co-operation with the department of mass education and village level functionaries, involving the institutions such as youth clubs, women's committees, Teachers associations, Panchayats, Block Level Officials, and the like.

From the above it is clear that even within the focus groups perceptions differ because of the differences in socio-economic environment. All this amounts to suggesting that the interventions have to be tailored to the needs of the local community. Only in this way the problems unique to the particular scenario of a village or a hamlet can be taken care of.

Table 6.4 takes up the prioritisation of solutions to the problems pointed out by the focus groups in the course of PRA exercise. The solutions suggested by the community themselves stress: making enough teachers available, effective control mechanisms for inspection of teachers, making the teaching-learning process joyful and interesting. These are the perceptions of the interest groups in Intensive block. Although these problems figured in the case of Expansion and New block, their priority ranking is not as strong as in the case of Intensive block. The New block has not looked upon the relevant problems very seriously. In fact, the most important issues clamouring for resolution are: opening NFE centres, making VEC more effective and providing employment opportunities. On the other hand, solutions proposed by the villagers in Expansion block are more geared to creating better awareness for education, providing proper reading and writing materials and the need to spare children, especially girls, from household chores - a definite impediment in going to school. Thus, even in the matter of coming up with solutions to problems faced, each type of block has its own perceptions. Therefore, the strategies appropriate to the prevailing situation in a village should be determined rather than generalistic solutions to problems.

Chapter 7

Convergence And Linkages

The agenda of BEP is both ambitious and challenging. Universalisation of primary education for all children up to age 14 irrespective of caste, creed or gender is of course the ultimate objective of the programme. In a caste ridden and gender biased society it virtually amounts to social reconstruction. The cardinal trinity of access, enrolment and retention encompasses interventions which transcend the domain of education making inroads into building new infrastructures. The programme of BEP also aims at improving the quality of education imparted. The enabling processes in the form of planning and implementation have to be participatory requiring environment building and community mobilisation on a mass scale.

It is obvious from the above that the success of a programme of this magnitude needs the support and co-operation from a host of agencies and institutions. Linkages need to be developed with the concerned departments so as to evolve mechanism for working together, rather than in isolation. Interestingly, the framework for such a co-operation exists in many cases. It is only a matter of determining what each one can do for the other within a regime of complementarity of objectives. It is in this context that the issues of convergence and linkages will be taken up here in terms of objectives of BEP and the partners concerned.

7.1 Access, Enrolment and Retention

Construction of new schools, providing additional rooms, toilets and renovation of school buildings are the central issues affecting access and enrolment. Besides the Engineering Department of BEP, JRY is also involved in construction activities. It is the Panchayats which approach JRY for the purpose. Public Health Engineering Department at the District level is active in providing hand pumps in schools for drinking water. Thus, there are a multiplicity of departments involved in construction calling for convergence.

In the area of enrolment there are many avenues of co-operation between the ICDS and BEP, particularly in the enrolment of girls and SC/ST children. The pre-school education programme of ICDS goes up to age 6 after which there is no way to ensure that these children enter a regular school. This is where BEP should take over the responsibility of their enrolment in schools. The Deputy Director of ICDS, during a meeting with her, expressed a strong desire for such a co-operation. She only wanted to know the location of schools where the children could be admitted. Surprisingly, there is hardly any dialogue to this effect, and yet a lot could be done.

Department of welfare has a stipend scheme for SC/ST children who are enrolled in school. These scholarships are routed through Block Development office. In addition, there is a hostel grant which can be used as a leverage for school enrolment in the case of children who need such an arrangement. In this way, arrangements can be worked out so that there is continuity even after the pre-school programme of ICDS is over.

Retention is positively influenced by basic facilities like drinking water and toilets which are being given a lot of attention. Toilets for girls will definitely help keeping the pubescent girls at school. In addition, infrastructural facilities such as benches, desks or mats need to be provided. School attractiveness also helps retention. The other factors to be looked into are the social disparities among children at school where VEC has an important role to play. In fact, the linkage between the BEP and VEC must be strengthened which can be instrumental in bringing down drop-out rate. Other village level association like youth clubs and Mahila Samitis can also be helpful in arresting the tendency to drop-out. Thus, there is vast potential for forging links at the village level which will go a long way in making the BEP a success story.

7.2 Community Mobilisation and Environment Building

These are the cornerstones of BEP. Here Department of Mass Education has a positive role to play which cannot be overlooked. Such a co-operation will not only work to the advantage of enrolment campaigns but also in mass education programmes aimed at removing social disparities and tensions, including gender bias. Apparently, the social system in which the Programme is operating cannot be ignored. Casteism and bias against the education of female child are two grave challenges before BEP's objective of universal primary education. BEP alone cannot meet these challenges without the co-operation of community at large in which mass media occupies a prominent place.

7.3 Poverty and Backwardness

Poverty poses the biggest hurdle in the way of education of children from under-privileged and marginalised families. Child labour and early child marriage are the banes afflicting these social units. These are as much the concerns of BEP as of all the development agencies. An integrated rural development plan involving all partners in development is the need of the hour. Education holds the key to development. If that is the case, then how can any development plan leave the furtherance of education out of its agenda? It is only a matter of joining hands with various departments responsible for formulating a co-ordinated development policy. After all, a rural development plan addressing rural upliftment and employment generation concerns benefits the cause of education also. There is so much in common between education and planning for development that an integrated approach should be evolved sooner than later.

7.4 Micro-planning

Collective and participative processes at the grassroots level are the lifeline of BEP interventions. Village level institutions with VEC occupying the pride of place, alongwith Panchayat and block level administration are the vital links which the BEP must strive to work with. At present the village Education Committee (VEC) is in a state of disarray. Rather than playing a pivotal role in the planning process it is getting alienated from the mainstream with its popular base eroded. Against the backdrop how can VEC be expected to play its part in school mapping and social mapping which are critical planning inputs at the micro level? Restructuring of VEC and training of VEC members are necessary to put VEC back on the rails. The BEP has to assume responsibility in not only resurrecting the VEC but also empowering it. In the process, BEP will be creating an awareness for itself, an image building which it can ill afford to let go. Surprisingly, not many people know of BEP in villages. So much so that even the Block Development Officer of a selected block complained that he is unaware of the activities and interventions of BEP in his block. Yet block level functionaries, e.g., BEEO are involved in the distribution of wheat to schools under the mid-day meal programme and reaching text books and MLL test papers to schools. The services of BEEO are used in collecting and compiling information concerning enrolment statistics and deputation of teachers for training. In spite of these working arrangements the links between the BEP and the Block Development Officer are but superficial. A closer relationship between the two would serve to monitor some of the interventions made by BEP. In a nutshell, co-ordination between these two partners will open up new vistas of co-operation to the advantage of stake holders in the Programme.

7.5 Management Structure

Management structure of BEP at the District level with an Executive Committee represented by almost all the resource personnel from different departments is an asset which is hardly utilized. It was shocking to hear from an important member of the District Executive Committee that he had never been told of his role. He was invited to the meetings which he attended. This clearly brings out the lack of vision and initiative on the part of district level BEP. With the help and co-operation

of district machinery, which are in fact partners of BEP, planning and implementation of interventions proposed should get a boost. Rural development authority and related development departments would be too keen to work out their plan in a way that the concerns of BEP are also addressed. There is a good deal of overlap at the operational level in the agenda of various departments that fall under the main head of development. For example, provision of safe drinking water by installing handpumps in schools, construction of toilets and distribution of wheat as part of the mid-day meal programme are some of the areas common to BEP and other departments in the District. Rather than working in watertight compartments these various departments could prepare an integrated plan, with each one benefiting from the other in a spirit of give and take.

7.6 Networking

There are other agencies working at the grassroots level, particularly the NGOs besides the BEP. These voluntary agencies are active in the areas of rural development, environment, health, women empowerment and even education. In the field of education they may not be as visible in formal primary education as in non-formal education. With a view to gaining from their grassroots experience BEP should embark upon networking with NGOs in the area in a spirit of co-operation rather than competition.

In fact, there is enormous scope for networking because of the multiplicity of issues and concerns. For example, village level revenue officials, Pradhans, census officials are valuable sources of information which are needed as inputs in preparing the local area plan. Networking in the case of Mahila Samakhya includes co-operative and banking institutions. Linkages may even have to be established with small industries sector at some stage.

Since the interventions of BEP are manifold the avenues for co-operation and collaboration are equally diverse and varied. To take a small example, resource persons such as retired teachers, public servants and other influential people are not difficult to come by in villages. Networking with them so as to use their experience and expertise and bringing them into the mainstream of the community would help a lot.

7.7 Linkage with the Department of Education

There is need to strengthen the linkages between the BEP and the larger Primary Education system in the state. Although the mission mode, plan process and implementation distinguish BEP from the conventional primary education system, both are working towards the same goal and in the same area. It is only natural for them, therefore, to develop mechanisms for working together. After meeting the District Level Officers it has been found that there are expectations on both sides. For example, recruitment of teachers, releasing teachers for training, inspection of schools and such other responsibilities lie with the State Department of Education. Yet, shortfalls and deficiencies in these very areas pose detriments to the implementation of many of the BEP strategies and programmes. The instances of single teacher schools, poor teacher student ratio, frequent transfers of teachers, and service problems of teachers are some of the irritants experienced regularly by the BEP and yet they are not within the purview of BEP. For the success of the programme it is necessary to remove these irritants. This would be possible only with the active co-operation between the two.

On the other hand, district level officials in the department of Education have expectations from the BEP in the form of transport and office building repairs over which the state is dilly-dallying. The education department at the district level feels that BEP takes more from them than it gives. This impression should pave the way for closer co-operation between the two.

7.8 Health Screening

Health status of children in rural schools surely needs attention. This is another area where arrangements can be worked out with district health authorities for periodical health check up in schools. This should, however, not be confused with vaccination but go beyond and include the health needs, particularly of the pubescent girl. Health education needs particular attention here. Since the Chief Medical Officer is a member of the District Executive Committee, the modalities of such a co-operation can always be worked out in consultation with him/her.

In a nutshell, the scope for convergence with the agencies and departments concerned is enormous. In many cases the framework for co-operation already exists. One has only to apply one's mind to determine the 'what' and 'how' of such a co-operation.

Chapter 8

Summary And Recommendations

8.1. SUMMARY:

8.1.1. BEP in Muzaffarpur

8.1.1.1. Bihar Education Project started in Muzaffarpur in April 1992. District had a low literacy rate (18.62%) among females and 2% in the SC population. Most schools were in a dilapidated condition with scant physical facilities.

The components of BEP are as follows:

- Formal Primary Education
- Pre-primary education and early childhood care
- Mahila Samakhya
- Training
- Culture, continuing education and general environment building
- Non-formal primary education
- School management, teaching-learning, construction, quality improvement, incentives etc.,
- MLL Programme

8.1.2. Physical Targets and Achievements

8.1.2.1. The programme started with community mobilisation and environment building. Targets were fixed for organising various events. Performance in terms of achievement of targets was, however, variable. Similarly, targets were also fixed for opening non-formal education centres in different blocks of the district. Alongwith enrolment campaigns construction activities and provision of toilets and drinking water facilities received due attention. Attempts were also made to equip schools with libraries, sports materials and other educational materials. Targets with respect to libraries, sports goods and educational instruments were achieved whereas toilets and handpumps could not be provided as per targets fixed.

8.1.2.2. All the structures like the Village Education Committee were in place in the first two years. DIET started functioning from March 1993. The construction activity also picked up in 1993-94. As a result of the efforts put in enrolment went up by 34,040 within one year, girls enrolment registering an increase of 20,520 and SC population 9,317. Minimum levels of learning (MLL) programme got underway in 1993-94 and so did Mahila Samakhya.

8.1.3. Programme Management

8.1.3.1. The Bihar Education Project follows mission mode, with small staff, time-bound programmes, accountability, collective and participatory involvement- particularly women, SC and ST.

8.1.3.2. The District Project Office has an Executive Committee with representatives from various departments of the State Government for convergence in various fields of activity. Annual Work Plan at the district level is the responsibility of this Committee. While different departments look after different components of the Programme Research and Monitoring Unit is conspicuous by its absence. Because of the lean staff position at the District Office (12 working against 56 sanctioned posts) the targets and achievements are often at variance.

8.1.3.3. Strengths of the Programme are its mission mode, participative and collective processes, environment building and community mobilisation. The weaknesses include poor linkages, micro-level institutions in a state of disarray, lopsided planning, poor monitoring and evaluation, and disinterested stake holders. Whereas the BEP set before it many laudable objectives opportunities have not been full utilized. Threats exist in the form of casteism, gender bias, land based inequalities, and poverty and backwardness.

8.1.4. Access, Enrolment and Retention

8.1.4.1. There was an overall increase in enrolment to the tune of 67% between 1992 and 1997. Castewise break-up of this increase is 68% for general category and 60% for Scheduled Castes. Boys enrolment increased by 67% and girls by 66%.

8.1.4.2. Comparison between the Bochaha Intensive Block and Minapur New Block on enrolment shows that Minapur maintains the lead over Bochaha - contrary to expectations. The number of girls enrolled (disregarding caste) is far higher in Minapur, although the enrolment of Scheduled Castes is higher for Bochaha.

8.1.4.3. On the basis of villages sampled from the three types of block there is hardly any difference in the number of 'School going' children for the three blocks. Maximum number of 'School leaving' children are from the Intensive Block followed closely by the New Block and least in the case of Expansion Block. The number of 'not enrolled' children is maximum from the New Block.

8.1.4.4. Children of 'other backward classes' have started going to school in increasing numbers and yet they are the ones who rank highest in 'Not enrolled' category. They also leave school more often. Children belonging to scheduled castes are the next in order of comparison. Similarly, children of agricultural labour go to school in large number. Still the incidence of non-enrolment and school leaving is also maximum in their case.

8.1.4.5. Access in terms of distance to school has considerably eased with most schools within one km. reach.

8.1.4.6. Construction of new schools, repair of dilapidated school buildings and providing more rooms were given priority attention in Intensive, Expansion and New Blocks in the same order. In this exercise other agencies like the Jawahar Rogzar Yojana (JRY) also helped.

8.1.4.7. Opening of new schools, however, created shortage of teachers and single teacher schools became the order of the day. While the number of primary schools increased by 28% in 1996-97, posts of teachers decreased by 4.63%.

8.1.4.8. Teacher student ratio has deteriorated from 1:54 to 1:62 for the Intensive Block and has slightly improved in the case of New Block (1:54 to 1:53).

8.1.4.9. The two crucial stages when the drop-out is maximum are from class I to class II and from class V to class VI. The last year of middle school (class VII to class VIII) marks the high tide when the drop-out is at its all-time high of 65%.

8.1.4.10 Girl students drop out more than boys at every step of the way.

8.1.4.11 Drop-out is high for all three caste categories from class I to class II, children of backward classes being at the top. Next stage of high drop-out is from class V to VI (higher for

scheduled castes) . It reaches its peak in the last year of the middle school (class VII to class VIII).

8.1.4.12 Increasing enrolment without doing something to stem the high rate of drop-out is like mopping the floor without closing the tap.

8.1.5. Training of Teachers

8.1.5.1. As many as 91% of the teachers from the schools in sampled villages had gone through UJALA training module, 49% from the Intensive block, 29% from the Expansion block and 14% from the New block. Male teachers lead the tally with 73% against 27% female teachers. In terms of caste 58% teachers who received the training were from the general category and 32% from other backward classes.

8.1.5.2. UJALA training was well received by teachers. They felt that it resulted in gaining confidence, playway learning, child-centred and community based approach to learning. At the same time teachers reportedly put into practice the newer approaches to learning, not only in making the process of learning joyful but also in the development of teaching-learning materials.

8.1.5.3. As per teachers perceptions on the extent to which BEP has succeeded in achieving its objectives, 71% feel that it has succeeded to some extent only.

8.1.5.4. Teachers simultaneously teach multiple classes, more in the case of Intensive Block, male teachers and general caste teachers.

8.1.6. MLL Programme

8.1.6.1. More males than females (69% against 60%) for class II secured above 50% marks in MLL Language and Mathematics Tests. Performance of students from the New Block was the best on Mathematics while those from Intensive block have done better on language.

8.1.6.2. Performance of class V students on Mathematics is rather poor as compared to students of class II. Male students and those from the New block have fared better than the females and those from the other blocks. Female students have done better on language test.

8.1.6.3. Intensive block received maximum number of MLL text books followed by the Expansion and the New Block. Maximum number of books distributed were in the language category.

8.1.6.4. Seventy per cent of the students in the selected schools acknowledge having received the books free of cost. In the case of Expansion Block the figure is higher (80%).

8.1.7. School Infrastructure

8.1.7.1. Sixty per cent of the selected schools have drinking water facility provided by sources other than the BEP. 36% of these schools are still without this basic facility. Toilets are common, if at all, for both boys and girls and are provided by sources other than BEP.

8.1.7.2. Large majority of schools do not have basic infrastructure like a boundary wall, wall clock, school bell, first aid kit, playground, and the like.

8.1.7.3. Even chairs and tables are not available to most of the teachers.

8.1.7.4. Even the students do not have any seating arrangements in 71% of the cases.

8.1.7.5. Most schools have one or two rooms only.

8.1.7.6. Major repairs are required in 53% schools. Only 18% of the selected schools were found to be in good condition.

8.1.8. Quality Improvement

8.1.8.1. Monitoring and inspection of schools is seldom done due to frustration in terms of poor salary and absence of transport facility.

8.1.8.2. Many types of shortcomings in pedagogic processes came to light on the basis of PRA and discussion with villagers and village level officials.

8.1.8.3. Only one type of teaching learning material i.e., Pocket Board, was developed by 89% of the teachers. Flannel Board was developed by 26% of the teachers. Female teachers excel male teachers (95% against 86%) in the development of TLM.

8.1.8.4. As many as 79% of the teachers received Rs.500/- each for development of TLM. Female teachers received this cash incentive more than male teachers (90% compared to 75%). Teachers from the general castes received it more often followed by other backward classes. Intensive block is ahead of others in the regard.

8.1.9. Community Mobilisation and Participation

8.1.9.1. Village Education Committees were framed with a view to providing critical inputs. They have not been very effective, however, in discharging the functions expected of them.

8.1.9.2. Various environment building measures did help school enrolment.

8.1.9.3. Mahila Samakhya has taken strong roots and is among the best of structures created by BEP.

8.1.9.4. Not enough evidence came to light in support of micro-planning having been done or even used in the planning process.

8.1.9.5. PRA techniques used in the study revealed practically no interaction on the part of villagers with BEP at any level and even with the VEC. Other functionaries / institutions with whom no interaction took place are the BEEO, teachers and the women's committee.

8.1.9.6. Among the problems identified by the villagers during PRA sessions "fear of teachers and their irregularity" is the most serious problem in Bochaha Intensive block. The second ranking problem is "use of children for domestic work" which is viewed equally seriously in all the three blocks. Villagers in the New Block do not voice as many problems as those in the other two blocks.

8.1.9.7. Children of the deprived classes feel insecure in schools, perhaps because of the discriminative and derogatory behaviour of other students (or even teachers?).

8.1.9.8. Keeping in view the differences in perceptions of focus groups and their socio-economic environment, interventions should be tailored to the needs of local community.

8.1.9.9. Among the solutions suggested by the rural community to their problems are : making enough teachers available, inspection of teachers, and making the teaching - learning process joyful and interesting.

8.1.9.10 The most important issues emerging on the basis of PRA sessions are : opening NFE centres, making VEC more effective, and providing employment opportunities.

8.1.10. Convergence and Linkages

8.1.10.1. The success of a programme of the magnitude of BEP calls for convergence and linkages with a host of agencies and institutions. The framework for such a co-operation exists in many cases. It is only a matter of determining what each one can do for the other within a regime of complementarity of objectives.

8.1.10.2. There exists a lot of potential for co-operation with ICDS.

8.1.10.3. Not enough has been done to exploit the many-sided role of VEC as well as village level youth clubs and Women's associations.

8.1.10.4. The social system in which this programme operates cannot be ignored. Social disparities, gender bias, casteism and poverty need to be targeted appropriately.

8.1.10.5. Since education is vital to development, no development plan can leave education out of its agenda. Thus, the need for convergence between BEP and other partners in development

8.1.10.6. Not many people know of BEP in villages

8.1.10.7. The Executive Committee at the district level representing resource personnel from different departments is an asset which is hardly utilised.

8.1.10.8. Enormous scope for networking exists in various areas of operation at the Village level, such as, revenue officials, Pradhans and census officials whose inputs are needed for preparing the local area plan.

8.1.10.9. BEP and conventional primary school system have expectations from each other calling for strong linkages between the two.

8.1.10.10 Scope for convergence with the agencies and departments involved is enormous. One has only to apply one's mind to determine the 'what' and 'how' of such a co-operation.

8.2. Recommendations

8.2.1. Sustained attention needed for children of Scheduled castes and 'other backward classes' in terms of not only enrolment but also retention.

8.2.2. Non formal / alternative schooling for children of agricultural labour in view of their special needs.

8.2.3. Appropriate mechanisms for interaction with State Department of Education so as to remove bottlenecks, such as, shortage of teachers in schools.

8.2.4. Effective use of EMIS key performance indicators for the purpose of monitoring.

- 8.2.5. Bold and imaginative strategies for checking the high rate of drop-out.
- 8.2.6. Top priority for filling up the vacant posts of teachers.
- 8.2.7. Separate toilets for girls.
- 8.2.8. Basic items of school infrastructure, such as, boundary wall, wall clock, school bell, first aid kit, playground and the like.
- 8.2.9. Chairs and tables for all teachers
- 8.2.10 Seating arrangements for all children in schools, even if in the form of mats.
- 8.2.11. More rooms in schools
- 8.2.12. Top priority to repair dilapidated school buildings.
- 8.2.13. Incentives and facilities to enable monitoring and inspection of schools.
- 8.2.14. Revitalisation and restructuring of Village Education Committees.
- 8.2.15. More attention to micro-planning inputs and know-how.
- 8.2.16. Increasing the visibility of BEP at the Village level.
- 8.2.17. Immediate need for looking into rude and threatening behaviour of teachers.
- 8.2.18. Priority attention to removing the feeling of insecurity in the children of deprived classes in the schools.
- 8.2.19. Need for constant monitoring of the perceptions of underprivileged families about education, the school, and poverty as an impediment to receiving education.
- 8.2.20. Need based interventions according to the local scenario.
- 8.2.21. Many avenues of co-operation between the BEP and the ICDS, particularly in enrolment.
- 8.2.22. Close working relationship with VEC over monitoring of schools and teachers and removing social disparities at school.
- 8.2.23. School attractiveness programmes and infrastructural facilities.
- 8.2.24. Co-operation with Department of Mass education targeting social disparities and gender discrimination.
- 8.2.25. An integrated rural development plan for proper co-ordination between all the partners, including BEP.
- 8.2.26. Closer links with the block level machinery.

8.2.27. More effective role for the District Executive Committee in which the DPC becomes the driving force.

8.2.28. Networking with NGOs to gain from their grassroots experience in a spirit of co-operation rather than competition.

8.2.29. Networking with resource persons in the village itself, e.g., retired teachers, public servants and other influential people.

8.2.30. Strengthening the linkages between the BEP and the larger Primary Education System in the state so as to remove many bottlenecks.

8.2.31. Linking with the district health authorities for periodical health check-up in schools as well as for health education.