

AIDE MEMOIRE

**SEVENTH JOINT SUPERVISION MISSION
(14 TO 27 MARCH, 1998)**

DPEP



**जिला प्राथमिक शिक्षा कार्यक्रम
DISTRICT PRIMARY EDUCATION PROGRAMME**



8 April, 1998

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(14 MARCH TO 27 MARCH, 1998)

PREFACE

I accepted the offer of the Department of Education, Government of India, to lead the seventh Joint Supervision Mission with a great deal of trepidation. The plight of the Mission Leader trying to diplomatically steer the confabulations through endless meetings and microscopic pedagogical debates during the fifth Joint Supervision Mission, off which I had the honour to be a member, were still fresh in my mind. The sheer physical effort involved in keeping the process on course was itself quite daunting. The reference to the job as a "poisoned chalice" being passed on by one Mission Leader to the next, did not make the future look any more palatable.

Somehow it was so much better in actual practice. The solace and sympathy from all quarters, and individual offers of help from several members made for a better taste in my mouth on the first day of the Mission itself. It was a great team effort with all the Mission Members dedicating themselves to two weeks of relentless touring and drafting. I would particularly like to record my gratitude to Mr. Juan Prawda, Ms. Barbara Payne (who prayed for me), Ms. Mervi Karikorpi, Prof. N. K. Jangira and Prof. K. Gopalan who shared not only most of my burden but also my joys and fears.

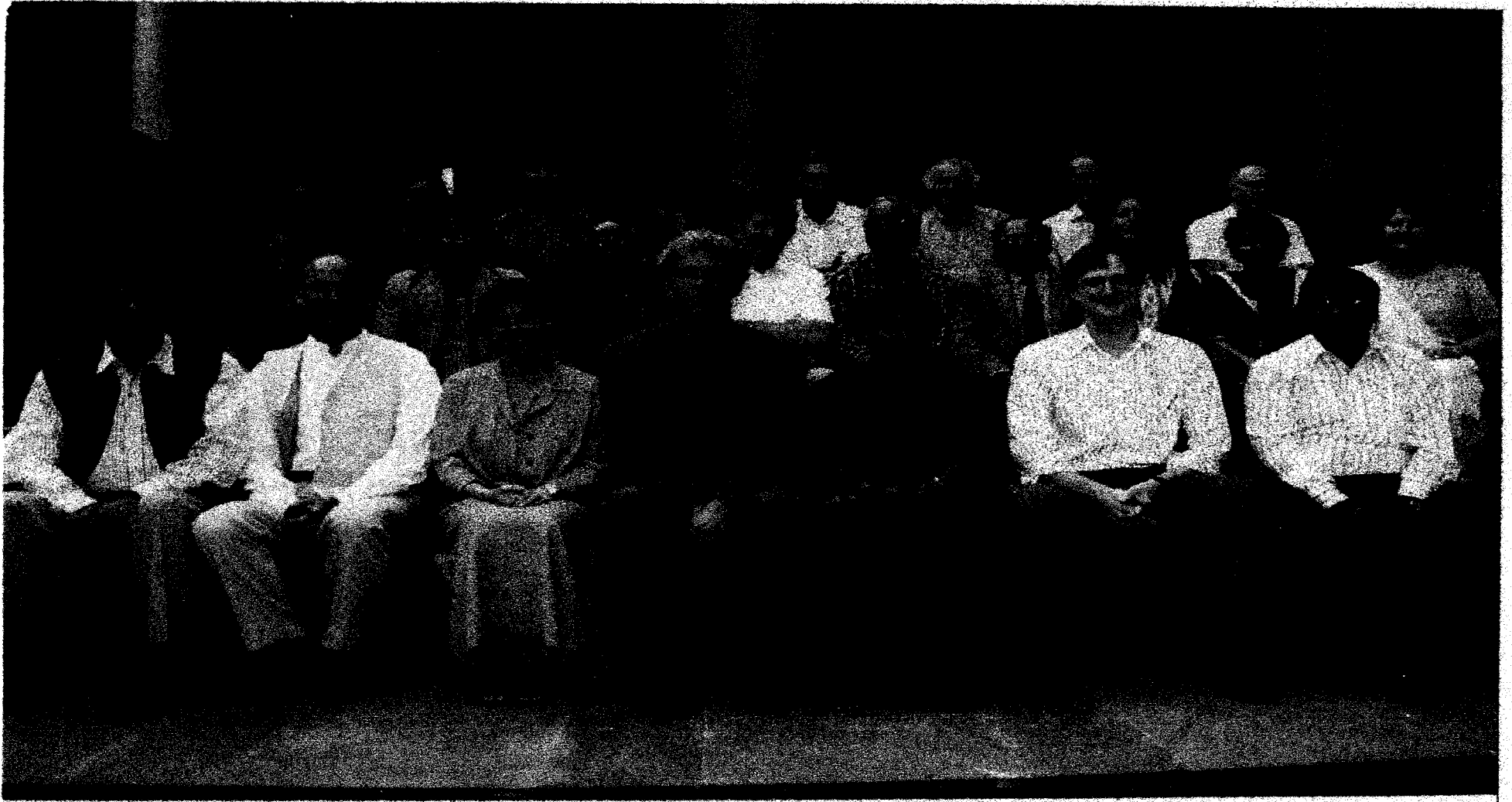
The support and co-operation received from the DPEP Bureau, the state and district authorities and the personnel of the Educational Consultants India Limited throughout the incumbency of the Mission, made my job not only easy but thoroughly enjoyable. I would like to particularly thank Mr. R. S. Pandey, Joint Secretary (DPEP), Mr. Ravi Kapoor, formerly Deputy Secretary, and Ms. Roopa Joshi, Deputy Secretary, DPEP Bureau, for their constant support and encouragement. I would also like to express my gratefulness to the ever-ready and always-in-touch Mr. Uday Habbu and his cellular phone. Mr. Assim Dabas, the Personal Assistant attached to me, was a constant companion in distress.

If this Aide Memoire is found useful by the concerned authorities and is able to take the DPEP initiative a step closer to its goal, it is because of the great job done by a conscientious team of highly quality experts. If there are flaws or faux pas, I take the responsibility for them.

Vivek K. Agnihotri
Mission Leader
8 April 1998



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DISTRICT PRIMARY EDUCATION PROGRAMME
SEVENTH JOINT SUPERVISION MISSION
MARCH 14TH - MARCH 27TH, 1998



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I INTRODUCTION

1. The Government of India (GOI) and the International Funding/Donor Agencies monitor the District Primary Education Programme (DPEP) and Uttar Pradesh Basic Education Project (UPBEP) through a Joint Supervision Mission (JSM) modality organised twice a year. Nominated educational experts/specialists and other professionals are constituted into teams that visit selected districts of the states participating in the Programme. A JSM focuses more on the qualitative aspects of programme implementation since quantitative details are reported periodically under the Programme's management information systems. There have been six Supervision Missions till date.
2. The Seventh JSM, led by the Government of India, was undertaken from 14 March to 27 March 1998. The objectives of the Mission were to (1) review the overall progress in the implementation of the DPEP, particularly since the last JSM, (2) highlight constraints, if any, and (3) offer suggestions to overcome these constraints. It was also required to assess to the extent to which the recommendations of the sixth JSM had been implemented. The full text of the TOR is annexed (Annex 11).
3. The Mission consisted of 24 members comprising nominees of various funding agencies and the Government of India. The profiles of the members of the Mission are provided in Annex 12. The Mission visited twelve districts in ten states, namely, Karnataka, Maharashtra, Tamil Nadu (DPEP I States), Andhra Pradesh, Gujarat, Himachal Pradesh, Orissa, Uttar Pradesh, West Bengal (DPEP II States) and Bihar (DPEP III State). In Uttar Pradesh, one district of the UP Basic Education Project was also taken up under the DPEP I format. In all twelve teams were sent out one to each state, except Bihar and Uttar Pradesh where two teams each were deputed. Each team visited one district. The teams had interaction with the state, district and sub-district level programme management structures. The State Reports are annexed (Annexes 1 to 10).
4. The DPEP Bureau, New Delhi and the SPOs of the states visited made available to the Mission Members background material and other useful documentation which made the task of the Mission Members easy and rewarding. In particular, the Mission acknowledges the utility of the tabular and well-digested material supplied by the DPEP Bureau. The comments and suggestions made by the DPEP Bureau and the state governments assisted the Mission in drafting the State Reports and the Aide Memoire. The Mission would also like to place on record its thanks to the DPEP Bureau, the SPOs and the DPOs for making logistical arrangements and providing local hospitality.

II. THE LAST FOUR MONTHS: ACHIEVEMENTS AND CONSTRAINTS

5. The Mission notes that significant progress has been made since October 1997 and the recommendations of the IDR substantially followed-up. In addition, the Mission has been informed about the DPEP course corrections emerging from the findings of a number of studies, workshops and consultations.

Planning and Decentralisation

6. Elaborate management structures starting from national level down to the village level are in place in all DPEP I states and UPBEP districts to create a replicable and sustainable education system. Although the staffing situation in some DPEP II states and districts has improved since the sixth JSM, attention needs to be given to the remaining DPEP II and III states to ensure that SPOs and DPOs become fully staffed and operational. Continuity of qualified management staff at all levels is key to effective and timely implementation and would ensure long-term sustainability. In some cases, states have clarified the role, functions and interface between each institution involved in DPEP and UPBEP interventions, but other states are still developing their institutional frameworks and plans. In particular, there would appear to be a need for more clarification of the distinct roles envisaged for BRCs and CRCs in the contexts in which they are functioning.
7. DPEP implementation has resulted in a decentralised way of planning. Community mobilisation, involvement of teachers and increased attention to primary education, is now at the centre stage of the nation's development agenda. The Mission recognises that preparation of AWP & Bs and the power to incur expenditures has been delegated to the districts. The success of DPEP, however, will depend on whether the existing and new structures will be able to provide continuity to this process. In addressing the sustainability issues, DPEP may continue to pay attention to the capacity building processes at all levels to facilitate the primary education.
8. There is evidence that ongoing village and school-based bottom-up, and state-districts top-down, planning processes are being implemented simultaneously in several DPEP states. Himachal Pradesh, Kerala and Maharashtra have initiated promising attempts to integrate the two dynamics at the district level. States may now ensure that for the next AWP & Bs formulation, competencies at all levels are further developed to address the integration of these two planning approaches.
9. The Mission appreciates that the state of Madhya Pradesh recently organised a high level workshop on institutional development, decentralisation and sustainability. DPEP states, particularly DPEP II and UPBEP, may benefit from similar exercises. DPEP states could further facilitate the process of decentralisation, in particular from the districts to the sub-district level in those DPEP I states and UPBEP, which have considerable administrative experience in the management of such projects. To support this delegation of authority,

administrative and financial responsibilities for each level of the DPEP structure would need to be clearly spelt out.

10. The Mission acknowledges that the preparation of state and district AWP & Bs is a process under continuous fine-tuning, as states and districts acquire further implementation experience. The DPEP Bureau and the states may wish to ensure that subsequent preparation of AWP & Bs makes use of available data and findings of research in a more formative and coherent fashion.
11. The Mission notes with satisfaction that the decentralisation of appraisal process from the centre to the states has begun. The appraisal of the 1998-99 state and district AWP & Bs in nine DPEP states (Andhra Pradesh, the tenth state, has proposed to appraise its AWP & Bs in April) were carried out by state appraisal teams comprising qualified professionals representing national, state and district resource institutions. The future appraisal processes of the state and district AWP & Bs may benefit from: (i) strengthening the process of training of state appraisal teams (SATs); (ii) linking more closely the training of the state and district planning teams for formulating AWP & Bs with the training of the SATs for appraising them; and (iii) providing more on-site guidance by the national experts during the process itself. The appraisal manual developed by DPEP Bureau contains details of several aspects such as equity issues, integration of various components of plan etc. The iterative training of concerned personnel may pay adequate attention to those criteria.

Expenditure

12. The Mission notes with satisfaction that actual expenditures in UPBEP and DPEP I states are close to budgeted estimates. The low levels of DPEP II expenditure, except in Andhra Pradesh and to a certain extent Gujarat, after about 18 months into implementation, is a matter of concern even though the level of expenditure is only a rough measure of progress of implementation. The DPEP Bureau and the states may address the bottlenecks and constraints as a matter of priority. Positioning of personnel wherever necessary and the training of personnel, especially in procurement procedures will be of help.

Special Watch States

13. Both West Bengal and Orissa have made some progress since last October. Nonetheless, the Mission feels that implementation still remains a concern. Close monitoring of these two states by the DPEP Bureau is the appropriate course of action to be pursued in the following six months.

Monitoring, Research and Evaluation

14. The Mission recognises the efforts made by DPEP Bureau to identify the emerging issues in the area of monitoring, evaluation and research. Orientation and training programmes in action research methods have started in most states. Also a mechanism to fund institutional and individual research in primary education has been established at the national level through PROMOTE and INSPIRE schemes.
15. The Mission acknowledges that at the national level, the mid-term assessment survey has provided data with regard to the impact of DPEP efforts and several other studies have also been initiated. Both at the national level and in DPEP I states and UPBEP Research Advisory Committees are functional.
16. The Mission suggests that steps may be initiated for building capabilities of in-system institutions (SIEMT, SCERT, DIET, etc.) to take up more in-house studies in addition to commissioned studies. This would *inter alia* also assist in strengthening institutional memory in the post-DPEP period.
17. The Mission is informed that NCERT has taken up research on classroom processes. This has lessons for similar exercises being taken up by the states. The Mission further suggests that (a) attention is given to more efficient and wider dissemination of research findings, (b) innovative practices and their formative uses, e.g., in relation to AWP & Bs, in-service training, etc.; and (c) the emerging assessment and evaluation mechanisms are developed at various levels.

Information and Communication

18. MIS is functional in DPEP I, UPBEP states and in most DPEP II & III states. It is a matter of priority that MIS be made fully functional in all states.
19. The UPBEP and some DPEP I states are providing, through their EMIS, the first set of hard evidence that there has been a significant increase in enrolment, especially of girls and ST children. Nonetheless, the information is not always used so that school access of some focus groups (slum dwellers, children with disabilities, working children and SCs in some states) is adequately addressed. It is essential to develop area-specific strategies derived from the findings of the baseline and social assessment studies and other related information.
20. UPBEP and DPEP I states are already providing evidence of improving trends in enrolment. The Mission endorses the DPEP Bureau's shift in focus to issues of retention and attendance. DPEP is generating a wide range of very useful information, which could be used in a coherent fashion for planning purposes. For example, the location and size of new schools and classrooms and the number of teachers to be appointed have to be based on the primary school age data. Similarly in Bihar, in a sample number of VECs, a student

and teacher attendance reporting mechanism is being put in place. In addition, this information may also be utilised to create enabling conditions fostering ownership of school-related issues by the VECs.

21. As enrolment increases, the quality of education becomes the dominant issue in the DPEP implementation. The Mission has noted many examples of innovative teaching. These need to be further encouraged and disseminated.
22. Convergence with other developmental funds at the district and village level has contributed to the aims of achieving universal primary education. SPOs, DPOs and VECs could benefit from more exchange of experience, success and further encouragement and support to continue with this practice. Twinning arrangements amongst districts and states in the DPEP programme, dissemination, study tours and other means of exposure, are effective mechanisms to transfer acquired learning experience to build capacity. Bihar and Maharashtra provide good examples of such twinning practices.

Diversity and Innovation

23. The Mission has noted that DPEP provides for diversity in its approaches and functions. There are also several examples of innovation which have been taken up on a pilot scale. Thus, AP has developed student-friendly and cost-effective designs for school buildings. UP has introduced district specific reading materials. Maharashtra has developed ten-day residential schools for high attaining tribal children from grades 3 to 5 focusing on providing development of self-confidence and interpersonal skills. Kerala has developed child-friendly and activity-based learning textbooks based on an emerging pedagogy that supports the innate ability of the child. MP has established alternative schools with *shiksha karmis* in small habitations. Bihar has introduced state and district pedagogical visioning workshops in the formulation of their AWP & Bs. This is not an exhaustive list but provides encouraging evidence of diversity.
24. Nonetheless the various innovations need to be more adequately documented and evaluated through appropriate research before deciding on their potential for replicability and upscaling. District specific workshops are appropriate forums to develop and disseminate these innovations and good practices. Further some new innovative convergence procedures being implemented by DPEP have proved to be effective for resource mobilisation and support.

Holistic Approach to Pedagogical Renewal

25. The JSM believes that the pedagogical renewal process is generally very positive and moving in the right direction. A considerable amount of training has occurred at the national (DPEP Bureau and other national institutes), state and district levels, and there is some evidence of change in educational processes in schools and communities. Curriculum and textbook development are uneven, as DPEP I states and those which have benefited from earlier

interventions such as APPEP, DPEP and UIPBEP are naturally more advanced than other states. The teams noted that the training programmes for teachers are quite short and will require extensive reinforcement to ensure that the skills are transferred to classroom practice. One positive step towards this is the recent progress made in developing the distance education training component, and the workshops carried out at the national and state level over the last six months. Although it is early in the process, there is a need to expand evaluation of the impact of DPEP pedagogical interventions in the classroom and on student achievement. Relatedly, teachers' capacity for ongoing assessment of individual students also need to be developed.

26. The recommendation of the JSM centres on the following five areas:
- Ensure that teacher training progresses, building further on previous modules to consolidate teachers' increasing knowledge and ability, and examine the possibility of evaluating the impact of teacher training on classroom practice and the use/impact of textbooks and TLMs where they have been introduced.
 - Strengthen the linkages between pre-service and in-service teacher training in DPEP.
 - Further development of assessment tools to measure overall student achievement that will improve teachers' ability to assess individual students' needs.
 - Accelerate the development of distance learning and training.
 - Involve practising teachers at all levels of DPEP planning, implementation and evaluation.
27. In order to ensure a smooth and sustainable scaling up of these improvements, strategies to ensure a holistic approach to pedagogical renewal which supports the innate ability of the child have to be developed and internalised by all the DPEP structures. Holism in the context of primary education comprises three dimensions: horizontal / pedagogical; vertical / structural; and temporal / developmental. This requires pushing beyond the elements of teacher and school development focused upon so far, so as to maintain the momentum of the programme over time (and space); acknowledge and improve upon the different degrees of teacher competence; develop teachers' sense of professionalism; and encourage schools themselves to take an increasing share of responsibility for school improvement and management, providing them with the necessary resources, processes for which actions have already been initiated by the DPEP Bureau.
28. Accordingly, the DPEP Bureau may wish to continue implementing the recommendations concerning the holistic approach discussed during the sixth JSM by focusing specifically on the school and classroom transactions. In this context, Kerala's experience may provide a good example. Furthermore, the Bureau may now wish to continue strengthening the integration efforts along the three dimensions mentioned above.

Closing the Equity Gap

29. DPEP has equity as one of its main concerns encompassing and emphasising appropriate interventions to this end. Gender sensitisation and awareness promotion appear to have been taken up extensively particularly with reference to training of education department staff, both teachers and administrators (except in Uttar Pradesh and West Bengal). A number of states have developed strategic approaches (AP and Gujarat) and others are beginning to move towards more strategic planning (e.g. HP and Orissa). Gender promotion inevitably seems more effective in states networking with NGOs and with other programmes like MS.
30. Personnel to deal with tribal issues are in place and resource groups and expert committees have been established (except in West Bengal). A number of states are developing awareness raising and curriculum materials for tribal groups (e.g. AP, Gujarat and Orissa). However, there is an observed tendency to confine tribal issues to areas which have been declared "tribal blocks" rather than focusing on the dispersed tribal populations in heterogeneous regions.
31. The way in which states are targeting SCs as a special focus group is not always clear. However, it is acknowledged that many of the alternative education initiatives for agricultural labour and other categories of working children are largely addressing the needs of some groups of SCs. The in-depth review (IDR) shows significant impact of DPEP on SC enrolment and retention.
32. Assam, Madhya Pradesh, Maharashtra, and Tamil Nadu appear to have initiated significant Alternative School (AS) experiments. The focus on special groups (sugarcane, road construction and tea garden workers) is of particular interest. Specific AS strategies are beginning to emerge in UP and Bihar, but AP is more developed in terms of both policy (ensuring mainstreaming through its "back to school" programme and specific target group approaches are converging with the Social Welfare department). However, it is hoped that efforts will be upscaled in future.
33. IED activities have been taken forward in Maharashtra, Tamil Nadu and UP. HP is now developing a comprehensive strategy. AP has set up an advisory group. Most other states are still at the initial conceptual stage for this focus group.
34. The synchronisation of ICDS centres and formal school timing is occurring in some states and training of new ECCE workers in line with DPEP pedagogy is also a significant input. ECCE in AP and HP has taken off. Bihar and UP are promoting pedagogical initiatives for pre-schools. All (except West Bengal) appear to have developed basic guidelines, but new centres have yet to be established, except in AP. The scale of ECCE programmes appears to be comparatively small.

35. The Mission recognises that nearly all districts have good social/baseline studies and the EMIS records a wealth of SC/ST/gender data, and concludes that more capacity building for effective social and geographical analysis of SC/ST data at district level is needed, in many states, to make targeted planning of all resources more effective; and to demonstrate that the "equity gap" for SC/STs is being directly addressed by AWP & Bs. The next JSM may wish to review capacity building initiatives, for improving the preparation of district plans that social targeting is improved in the next AWP & B.

Institutional Capacity Development

36. Reports from all states indicate the need for further capacity building of SCERTs to perform their role in the DPEEP activities. In all the states, perspective institutional development plans are not yet available. Assam, Kerala, Madhya Pradesh, Maharashtra, Orissa and Uttar Pradesh have planned for autonomous SIEMTs, whereas Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Tamil Nadu and West Bengal have adopted an arrangement where SIEMT is a unit within SCERT. The Mission suggests that, while NIEPA may continue to play its role in the capacity building of SIEMTs, the SIEMT may want to identify areas in which they would look for other support. A perspective plan on vision, roles and functions and activities would help to identify these areas.
37. Andhra Pradesh, Gujarat and Himachal Pradesh offer examples of effective DIETs. Nonetheless, in general, DIETs appear to have been given less support and resourcing to date from DPEP. The Mission suggests that the DPEP states report on the progress in strengthening the DIETs at the next JSM.
38. Where the existing institutions have been unable to respond to the immediate needs of the DPEP programme, State and District Resource Groups have been formed. These groups have created important institutional linkages and infused new ideas and energy and practical experience of classroom realities. This good practice could be further encouraged and supported by the states and districts and eventually institutionalised.

Management of Change

39. DPEP has triggered, through the innovations that are being trialled in different districts, the participation and mobilisation of the village education committees, the scaling up of teacher training activities, the introduction of revised textbooks, and the decentralisation of the AWP & B appraisal processes in some states. In this context, the DPEP structures, at all levels, have to be further empowered and oriented to respond to changing needs.
40. DPEP is an important change process. To date a number of accomplishments are evident. However, it is important to be reminded at all levels that in order to continue with management of change and to ensure its impact and sustainability, on going efforts will be needed.

III THE NEXT STEPS

41. In addition to the recommendations contained in the state reports and the suggestions made in the main body of this Aide Memoire, the Mission wishes to make the following specific recommendations for the next six months.
42. The DPEP Bureau may support the states to undertake the following: (i) to examine the training modules with a view to ensure emphasis on the change process and institutional development; and (ii) to organise a high level workshop on the lines referred to in para 9.
43. The Mission endorses the DPEP Bureau's future plans and suggests they consider the following:
 - further intensifying networking and dissemination including continued support to visits of state, district and block level staff, particularly teachers, to other schools, districts and states to observe good practices and promising innovations; and
 - in various national level workshops in different functional areas, the innovations carried out in different states be discussed to examine their potential for replicability.
44. The Mission recommends that states further develop their teacher training plans to take into account the need to maintain the momentum of the programme over time, to acknowledge that training needs to be interactive and to recognise that teachers acquire skills differently.
45. The need to address teacher redeployment issues has already begun to receive the attention of some states. The Mission recognises that this is a critical area and recommends that the states may address it on a priority basis.
46. The Mission recommends that the DPEP Bureau and the states continue to ensure that information generated be used to guide and manage, in a coherent and integrated fashion to formulate the state and district AWP & Bs and to monitor the progress towards closing the equity gap.
47. The Mission recommends that the districts take definite steps to ground the interventions for the working children and the children with disabilities and share the progress with the next JSM.

ABBREVIATION AND ACRONYMS

AAEEO	Addittional Assistant Elementary Education Officer
AEE0	Assiistant Elementary Education Officer
AEO	Addittional Education Officer
APPEP	Andlhra Pradesh Primary Education Project
AS	Alterrnative School(ing)
ATI	Admiinistrative Training Institute
AWP (&) B	Annual Work Plan and Budget
BADP	Boardl Area Development Programme
BDO	Blockk Development Officer
BEO	Blockk Education Officer
BEP	Bihar Education Project
BGVS	Bharrat Gyan Vigyan Samiti
BLCC	Blockk Level Co-ordination Committee
BMS	Basic: Minimum Services
BRC	Blockk Resource Centre
BRG	Blockk Resource Group
BSA	Basic: Shiksha Adhikari
CEO	Chief: Executive Officer
CIET	Centrral Institute of Educational Technology
CLR	Centree for Learning Resources
CRC	Clusteer Resource Centre
CRY	Child Relief and You
CY99	Current Year 1999
DC	Deputy Commissioner
DDPI	Deputy Director of Public Instruction
DEO	District Education Officer
DFID	Department for International Development (<i>formerly ODA</i>)
DIC	District Implementation Committee
DIET	District Institute of Education and Training
DLCC	District Level Co-ordination Committee

DLO	District Level Office
DM	District Magistrate
DPC	District Project Co-ordinator
DPO	District Project Office
DRDA	District Rural Development Agency
DRG	District Resource Group
DSERT	Directorate of School Education Research & Training
DTERT	Directorate of Teacher Education Research and Training
DWCD	Department of Women and Child Development
DWCRA	Development of Women and Children in Rural Areas
EAS	Employment Assurance Scheme
ECCE	Early Childhood Care and Education
ECE	Early Childhood Education
Ed.CIL	Educational Consultants India Limited
EFAPB	Education for All Project Board
EMIS	Educational Management Information System
EO	Education Officer
EVS	Environmental Studies
GCERT	Gujarat Council of Educational Research and Training
GER	Gross Enrolment Ratio
GOB	Government of Bihar
GOI	Government of India
GOUP	Government of Uttar Pradesh
HM	Head Master
HPS	Higher Primary School
ICDS	Integrated Child Development Scheme
IDA	Indian Development Association
IDR	In-Depth Review
IED	Integrated Education for Disabled
IGNOU	Indira Gandhi National Open University
IIM	Indian Institute of Management.
INSET	In-Service Training
ISEC	Institute of Social and Economic Change
JRY	Jawahar Rojgar Yojana

JSM	Joint ! Supervision Mission
LBSNAA	Lal B3ahadur Shastri National Academy of Administration
LPS	Lower Primary School
MHRD	Ministry of Human Resource Development
MIEPA	Mahaarashtra Institute of Educational Planning & Management.
MIS	Management Information System
MLA	Member of Legislative Assembly
MLL	Minimum Levels of Learning
MOU	Memoorandum of Understanding
MP	Member of Parliament
MP-LAD Scheme	Member of Parliament-Local Area Development Scheme
MPP	Mahilila Parbodhan Programme
MPSP	Mahaarashtra Prathmik Shiksha Parishad
MRC	Manddal Resource Centre
MSCERT	Mahaarashtra State Council of Educational Research & Training
MTA	Mother Teacher Association
NCERT	National Council of Education Research & Training
NFE	Non FFormal Education
NGO	Non CGovernmental Organisation
NIEPA	National Institute of Education Planning & Administration
NSDART	National Society for Promotion of Development Administration, Research & Training
P & M	Planning and Management
PM	Primee Minister
PMIS	Projecct Management Information System
PR	Publicc Relations
PRA	Particcipatory Rural Appraisal
PS	Panchhayat Samiti
PTR	Pupil ! Teacher Ratio
PTA	Parentt Teacher Association
PTTI	Primaary Teacher Training Institution
PWD	Publicc Works Department
RIE	Regionnal Institute of Education
RVEC	Risbi ! Valley Education Centre

SC	Scheduled Caste
SCERT	State Council of Educational Research and Training
SIEMT	State Institute of Educational Management & Training
SIET	State Institute of Education and Training
SLO	State Level Office
SMART	State Wide Massive and Rigorous Training
SPD	State Project Director
SPO	State Project Office
SRG	State Resource Group
ST	Scheduled Tribe
TC	Teacher Centre
TLC	Total Literacy Campaign
TLM	Teaching Learning Material
TRP	Technical Resource Person
TSG	Technical Support Group
UEE	Universalisation of Elementary Education
UNESCO	United Nation Educational, Social and Cultural Organisation
UPBEP	Uttar Pradesh Basic Education Project
VCWC	Village Civil Work Committee
VEC	Village Education Committee
VLC	Village Level Committee
WBBPE	West Bengal Board of Primary Education
WDP	Woman Development Programme
WEC	Ward Education Committee
ZP	Zilla Parishad

**SEVENTH JOINT SUPERVISION MISSION
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ANDHRA PRADESH STATE REPORT

EXECUTIVE SUMMARY

1. The team found evidence of significant progress in AP, a product of the depth and quality of the planning process of the past two years.
2. A thrust in developing capacity for decentralised planning is much in evidence. Considerable attention has been given to the training of VECs in areas pertinent to the implementation of DPEP, and in responding to the excellent social assessment studies undertaken in Andhra Pradesh.
3. The state has taken a major step towards recognising the importance of three issues in relation to pedagogical renewal: understanding the innate ability of the child and the need for teachers to accept the importance of the knowledge-base that a child enters school with; the need to create a non-authoritarian environment in the classroom; and the importance of contextualising and localising the curriculum.
4. The pace, efficiency and quality of the civil works programme warrants highlighting. This is a testament to planning at the SPO and the commitment of the state's engineers.
5. AP has committed itself to the cause of special focus groups. This is particularly evident in relation to the girl child and tribal communities.
6. Great progress has been made in planning for action research and in developing a formative evaluation mechanism to be implemented in a participatory manner at the sub-district level.
7. A sincere effort has been made to implement the gains of DPEP state wide.

In moving ahead the state might give consideration to three issues:

8. The formulation of a strategy for the development of school-based development plans.
9. A strategy for the grounding of pedagogical development in the classroom.
10. A timetable for the implementation of on-going evaluation activities with concentration on building capacity for such activity at the sub-district level.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

ANDHRA PRADESH STATE REPORT

INTRODUCTION

1. A team of the Seventh Joint Supervision Mission comprising Mr. John Shotton (DFID) and Dr. V. K. Agnihotri (GOI) visited Andhra Pradesh from 15 March to 20 March, 1998 to review the progress in the implementation of DPEP in this DPEP II state, since the visit of the last Mission (IDR Mission).
2. The team visited DPEP sites in 15 villages/hamlets of 8 mandals of Warangal district. In the course of its visit the team was facilitated by the district authorities to look at cost effective, pupil-friendly and 'pedagogically' designed school buildings for new schools and additional classrooms. The team *inter alia* visited schools located in inaccessible tribal villages and isolated scheduled caste colonies. Interactions were set up with the personnel of the DPO, the faculty and the students of the DIET, and the collector. The team met the members of the VECs and the teachers, and had an opportunity to see the ECCE centres in action. The team also held discussions with the officers of the State Project Office.
3. The team gratefully acknowledges the assistance, hospitality and co-operation extended by the State Government and the district authorities as well as the members of the community and their representatives.

GENERAL OVERVIEW

4. A thrust in developing capacity for decentralised planning is much in evidence. Considerable attention in this has been given to the training of VECs in areas pertinent to the implementation of DPEP, and in responding to the effective social assessment studies undertaken in Andhra Pradesh.
5. From SCERT down to VECs, the SPO has prioritised institutional capacity building with huge strides having been taken particularly at the VEC level.
6. The state has taken a major step towards recognising the importance of three issues in relation to pedagogical renewal: understanding the innate ability of the child and the need for teachers to accept the importance of the knowledge-base that a child enters school with; the need to create a non-authoritarian environment in the classroom; and the importance of contextualising and localising the curriculum.
7. The pace, efficiency and quality of the civil works programme warrants highlighting. This is a testament to planning at the SPO and the commitment of the state's engineers.

8. AP has committed itself to the cause of special focus groups. This is particularly evident in relation to the girl child and tribal communities where, respectively, excellent ECCE provision is being built and attention given to the specific needs of all tribal groups.
9. Significant progress has been made in planning for action research and in developing a formative evaluation mechanism to be implemented in a participatory manner at the sub-district level.
10. A sincere effort has been made to implement the gains of DPEP state wide.

IMPLEMENTATION OF THE RECOMMENDATIONS OF THE SIXTH JOINT SUPERVISION MISSION

Recommendation	Action Taken
Development of School Improvement Plans	Training of VECs to develop School Improvement Plans has commenced during 1997-98 and more than 600 VECs have prepared such plans
Strengthening of MRCs and TCs for Teacher Training	Activity bank to be developed at the state level and disseminated downwards
Certification of teachers who have undergone in-service training	The state is agreeable to certification of teachers but linking it to career progression is considered feasible
Developing the managerial capacity of MRCs	Seven-day orientation programme held at the state level with in-put from the SPO, DPEP Kerala and Edl.CIL, New Delhi.
Establishment of Village Corpus Fund	Not permitted under the DPEP guidelines.
Training Programme for planners and provision of a package of support material	Training in LFA was provided to state planners and district planning teams with support material
Attention needs to be given to preventive maintenance and school security	No provision has been made in the construction costs, but the VECs are permitted to utilise savings, and contributions from JRY etc. are also raised.
The state needs to ensure research informs the planning process at all levels	Upon receipt of findings of research has been initiated during 1997-98, mid-course correction will be attempted, wherever necessary
DIETs need strong strategic leadership and direction	In the Warangal DIET the team found strong evidence of improved leadership

PLANNING PROCESSES AND MANAGEMENT STRUCTURES

Planning Process

11. As part of the DPEP Bureau's decision to decentralise the planning process, responsibility to appraise AWP & B has been delegated to the state of Andhra Pradesh. The DPEP personnel have received training in appraisal of DPEP plan at LBSNAA in September 1997. Training has also been received in log frame development, decentralised planning, community participation, educational planning and management, and planning for gender in education.
12. During 1997-98, micro-plans have been developed at the school level using the PRA methodology with all the stakeholders. There is evidence that it has helped in building capacity to sustain DPEP. The village level plans are dovetailed with the mandal plans and integrated with the district plans prepared by the Zilla Parishad.
13. The preparation and appraisal of AWP & B for 1998-99 is expected to be completed by the first week of April 1998. The appraisal will be done by a team of experts in the SPO/SCERT.

Community Mobilisation

14. Andhra Pradesh clearly recognises the importance of management through the community. Posters, Brochures and desk calendars have been prepared. A monthly DPEP Newsletter has been launched.
15. VECs have been involved in door to door survey. In the wake of the *Janmabhoomi* initiative, the VECs have been transferred funds for the construction of school buildings and are trained and empowered to plan and execute civil works. They are mobilising physical and financial resources with great enthusiasm and providing free accommodation to teachers wherever required and possible.
16. Use of electronic media for mobilisation is very much in evidence. State level press tours have been organised to Warangal and Karimnagar and the VEC members have been interviewed.
17. Community ownership of the Programme is being created through the *Janmabhoomi* initiative and the Village Corpus Fund, which also has implications in terms of sustainability of the Programme beyond the project period.

Release and Utilisation of the Budget

18. So far Rs. 22 crore has been released to the SPO by DPEP Bureau during 1997-98. Orders releasing the state's 15% share to the tune of Rs. 5.65 crore have been issued. Of these, Rs. 18.49 crore (67%) has been utilised up to February 1998.
19. Accounts have been audited up to March 1997 by a firm of chartered accountants.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

20. Sustainability of the UEE goal in the post-DPEP period is already engaging the attention of the State Government and it is proposed to be tackled through generating resources from the community and networking with other institutions including selected NGOs.
21. It is proposed to strengthen SCERT with six supportive functions, viz. planning, teacher training, capacity building, monitoring and evaluation, developing trialling materials and promoting integration. In the first phase three departments have been proposed viz., Department of Planning and Management (SIEMT), Department of Tribal Education and Department of ECCE. Funds to the tune of Rs. 50 lakh for construction and other purposes were allocated during 1997-98, of which Rs. 25 lakh have been utilised so far. The reorganisation of educational management structures in the context of universalisation of DPEP initiative would need to keep their sustainability in view.
22. The SIET has been allocated Rs. 25 lakh to develop educational video cassettes for the primary school children and the teachers. In addition, it has exploitable potential to provide support to the DPEP training function in areas such as multi-class teaching, distance learning etc. A SRG has also been constituted.
23. Several initiatives have been launched to strengthen the DIETs. Education Technology Cells have been established in the DIETs with one lecturer. There is an urgent need for the DPEP to support resource development in DIETs which are at the core of teacher training component. Adequate library facilities and a computer centre for imparting computer literacy to teachers are some of the requirements that need to be catered to.
24. 255 MRCs have been set up to cover all the mandals in the five DPEP districts. For each MRC, posts of two Mandal Resource Persons and one mandal level Girl Child Development Officer have been sanctioned. Teachers' Centres (TCs), set up under the APPEP, are being revitalised and are functioning with sustainability in mind.

25. Training of VEC members has been taken up in managing primary education including civil works, the ECCCE centres, and classroom transactions.
26. State Government has introduced legislation to integrate the DPEP village level management structure (VEEC) with the Panchayati Raj system. It proposes and replace the VECs by a two tier structure comprising the Gram Panchayat Education Committees headed by the Sarpanches and School Committees for each of the schools. The gains of community involvement and ownership made by autonomous VECs would need to be built on by the new structures.
27. An Institutional Development Plan is being prepared comprising physical as well as human resource development.

PEDAGOGICAL RENEWAL

28. The state is intent on a rigorous process of pedagogical renewal. The SRG is functional and is actively engaged in supporting various pedagogical initiatives of DPEP including in-service teacher training, and curriculum and material development.

Curriculum and Teaching Material Development

29. MLL-based textbooks for class I and II have been prepared and distributed. Class III Telegu Reader in undder print. The revision and trialing of all the textbooks up to class V is expected to be completed before the academic year 1999-2000. The state is also developing teaching learning kit for self-learning and assessment on Rishi Valley pattern. Further, some bridge material for teachers of ST children has been developed in the districts.

Improving Teacher Competency

30. A participatory approach to teacher training has been developed by undertaking a needs assessment to ascertain the teachers' requirements in order to make the classroom teaching effective and interesting. Teacher training material has thereafter been trialed in two phases with training of MRCs having been completed. Further, two MRPs per mandal have been trained in two rounds and have recently started conducting teacher training. Approximately 26,000 teachers are expected to be trained by October 1998. Distance education packages are also proposed to be developed in collaboration with the SIET.
31. What is especially encouraging though is the content of the emerging teacher training modules. A major leap in pedagogical renewal has been taken by focusing the package around three ideas. Firstly, that the teacher should recognise the innate ability of the child. Emphasis is put on working from the near to the far, with the child's knowledge and culture being the starting point.

Secondly, the teacher is being encouraged to develop a “natural learning environment” where learning can take place without fear. Thirdly, the need for localisation and contextualisation of the curriculum has been prioritised with the teacher being encouraged to relate learning to the immediate environment.

Class Room Processes

32. There is some evidence that the new teacher training programme is having immediate effect. The team observed teachers who had undergone the new training and noticed a transformation in classroom processes, with evidence of child-centred teaching, a more friendly learning environment, increasing use of the local environment and less dependence on the textbook. Furthermore, Doordarshan, Hyderabad is telecasting Tele-School Programmes everyday for the benefit of primary school children and teachers which has the potential for great use in this context.

AUGMENTING INFRASTRUCTURE

Civil Works

33. In course of implementation of APPEP, several excellent ‘pedagogical’, student-friendly and cost effective designs have been developed. These are being replicated in the execution of civil works under DPEP. Active involvement of the community has ensured accountability. There is evidence of use of local materials and high quality of construction. To ensure quality of work, effective supervision is being exercised through a lean engineering structure. The civil works practices adopted in Andhra Pradesh are worthy of emulation in other states.
34. 1462 ‘school-less’ habitations have been identified in the 5 DPEP districts. Of 124 new primary school buildings taken up for construction during 1996-97, 78 had been completed by February 1998. During 1997-98 construction of 361 new primary school buildings has been taken up. Of these, 29 have been completed by February 1998. The team saw extensive provision of toilet and drinking water facilities in the new school buildings visited. Further, 175 additional classrooms, out of 330 planned during 1997-98 have been completed. Construction of MRC buildings has been started in 100 out of 255 MRCs @ 20 in each of the five districts during 1997-98. No MRC buildings have been completed so far. Civil works are thus somewhat behind schedule. However, a lot of innovative work has been done even without utilising the Innovation Fund.

Opening of New Schools

35. Based on the school mapping exercise, it was planned to open 709 new schools in school-less villages during 1997-98, of which 115 were to be located in SC/ST habitations. All the schools have been opened.

Appointment of Teachers

- 3.6. During 1997-98, 1418 posts of teacher were sanctioned in 709 new schools. 722 teachers have been appointed so far. Rationalisation of deployment of teachers is expected to be completed in the ensuing summer months.

SPECIAL FOCUS GROUPS

- 3.7. Andhra Pradesh has prioritised work in this area with commendable success. In Warangal the team came across a scheme (Vidya Mithra) being conceived to ensure 100% enrolment and zero drop out through convergence of various child related programmes with DPEP.

Alternative Schooling

- 3.8. Andhra Pradesh has attempted to replicate the "Back to School Programme", on the lines of MV Foundation, for alternative schooling. 575 Alternative schools will be established during 1998-99.
- 3.9. 25,400 NFE centres have been converted into daytime centres, located on the premises of primary schools and are supervised by the headmaster of the school. They provide 2¼ hours of instructions per day. During the summer vacation they will function as transitional schools to conduct bridge courses @ 5 hours per day to facilitate mainstreaming of the students. 6.5 lakh out-of-school children are expected to be covered over the next 2 years.

Education of the Girl Child

- 4.0. Meetings, rallies, film shows and Gram Sabha meetings have been organised to mobilise the community. To provide fillip to the education of the girl child, women have been represented in VECs and orientation programmes for them have been organised. A gender component has been built into training modules for VECs.
- 4.1. 33½ % of teacher posts have been reserved for women. A gender sensitisation package as well as a handbook for teachers has been developed. Posts of Mandal level Girl Child Development Officers have been created and the recruitment process has been initiated.
- 4.2. The major thrust of the Andhra Pradesh gender focus has been via an ECCE provision. 50 ECCE centres were set up during 1996-97. In the current year 900 centres have been set up @ 180 in each of the 5 districts based on the following criteria: low enrolment of the girl children, absence of ICDS, concentration of SCs/STs and evidence of community initiative. Joint training of ECCE centres' instructors and class I teachers has been organised in order to develop better understanding of ECCE's role in school readiness. A monthly curricular framework of pre-school concepts and related skills has been developed for the centres.

43. An excellent monitoring system for the ECCE centres has been developed through the constitution of the Mothers' Associations, which hold an account for them jointly with the Headmaster. Monthly review meetings of centres' instructors are held, and mandal level Girl Child Development Officers as well as the class I teachers have been entrusted with the responsibility of supervising them.
44. The Andhra Mahila Sabha is supporting the DPEP by providing technical support for ECCE centres by developing the package for the training of key resource persons, and organising, monitoring and evaluating their training. Podupulakshmi (women's small savings) groups are involved in running of the ECCE centres and providing income generating skills to 9+ girls.

Tribal Education

45. Generally, systematic school mapping and micro-planning have been undertaken in difficult tribal pockets, (often with support from NGOs, and villagers have been motivated to document folk tales and traditional agricultural and hunting practices. In Warangal the team noted the impact of this in displays and paintings on new schools' classroom walls. Further, as part of teacher training, teachers are being sensitised to the festivals and culture of specific tribal groups. The team also noted the high priority given to the construction of new schools for tribal communities with 44 new schools having been opened during 1997-98.

Working Children

46. The State Government's strategy for the education of the working children is based on a proactive collaboration with selected NGOs. The "back to school" methodology of the MV Foundation is at the root of this approach. Convergence with the Social Welfare Department, which has set up a district level societies as part of the National Child Labour Rehabilitation Programme, is expected to bring 100,000 children to school during 1997-98. A pilot programme for the working children has also been taken up in 20 mandals of 8 districts with the UNICEF support. Under this, identification of task force members and organisation of a sensitisation programme for them, orientation of HMs and their exposure visit to Rural Rangareddy district, and a pilot run of transitional schools has been taken up.

Integrated Education for Children with Special Needs

47. The State Government is committed to the cause of disabled children. An Advisory Committee has been set up at the state level. A team of personnel comprising two consultants, three master trainers, 3 child psychologists, six special teachers, and one physiotherapist has been constituted at the state level. A number of activities have been organised in Karimnagar district. In Warangal district, an Action Plan has been prepared to be implemented during

1998-99. Further, in Warangal district, teaching of juvenile delinquents in Observation Homes has been organised leading to some of them having been enabled to appear in public examinations.

MONITORING, EVALUATION AND RESEARCH

48. Great progress has been made with regard to monitoring, evaluation and research with the project recognising the fundamental importance of both summative and formative issues.
49. The SPO has developed a software package, the School Monitoring Information System (SMIS), which is intended to monitor crucial aspects of the effects of project implementation on a monthly basis. One monthly proforma has been prescribed to schools and the information collected is being consolidated at the mandal and district levels. Computerised data is available at the state level. This will be fully integrated with EMIS by March 1999.
50. According to the SPO, the PMIS is functional. The EMIS report has been delayed due to technical reasons and is expected to be sent shortly.
51. Benefiting from its APPEP experience, Andhra Pradesh has prioritised the development of an evaluation mechanism. Through 1997 a series of workshops were conducted to formulate a design and train key personnel. The process was participatory and sought to build capacity at the district level, beginning a quantitative Schools and Pupil Survey and a series of qualitative studies in April. Analysed data should be available to inform the 1999/2000 AWP & Bs.
52. Several research projects initiated during 1996-97 are moving towards completion. An increase in commissioned research is evident. Furthermore, plans for the development of an action research programme at the district and school level are being formulated with structural support from district level research committees.

THE NEXT STEPS

53. Commensurate with the ultimate goal of the greatest possible decentralisation under DPEP and recognising the need to act on the first recommendation of the sixth JSM, the state might give consideration to the formulation of a strategy for the development of school-based development plans. In the first instance this could involve the definition of what might constitute an "improving school".

54. A strategy might be considered for the grounding of pedagogical development in the classroom. It is clear that great thought has been given to the theory of pedagogical renewal and to teacher training, but a classroom-based implementation strategy has yet to emerge. This might include developing a monitoring system at the district level for all trained teachers where MRPs are given the responsibility for regular school support visits.
55. A timetable could be formulated for the implementation of on-going evaluation activities with concentration on building capacity for such activity at the sub-district level.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

BIHAR STATE REPORT

EXECUTIVE SUMMARY

1. DPEP III was launched last October in 7 districts previously participating in the GOI-GOB-UNICEF financed Bihar Education Project (BEP) and 10 new districts. Implementation has shown a reasonably good start, though the progress is more notable in BEP districts than in non-BEP districts. The mission observed a number of key DPEP III activities already in execution. An innovative twinning arrangement to provide implementation support from the BEP to non-BEP districts has been put in place. GOI's six-months financial advance and GOB's 15% contribution for the period October 1997 - March 1998 have been allocated to the State Implementation Society (SIS). AWP & Bs for 1998-99 have been prepared and the State Appraisal Team (SAT) has appraised them. GOB has included in its budget the 15% contribution for 1998-99. UNICEF has informed that its grant contribution for 1998-99 will be made available upon approval by GOI of the DPEP III AWP & Bs.
2. The SLO and the 17 DLOs have been established and some key personnel are in place. The mission was informed that the remaining key sanctioned positions for the SLO and DLOs will be filled by June 1998, and the SLO and DLOs will be made fully operational. The state appraisal exercise of the AWP & Bs was well executed and has led to capacity building in the SLO and DLOs, albeit there is room for improvement. Future state appraisal exercises may wish to consider: (i) a more focused training that incorporates the lessons learned from past appraisals; and (ii) more on-site guidance during the process itself.
3. Construction of CRCs and BRCs has started. The BRC and CRCs visited are functioning as designed and a sense of ownership and identity of the participating teachers is being fostered. The SLO may now wish to strengthen the integration of the curriculum, textbook, teacher training, classroom transactions and assessment as well as the linkage among all levels of training institutions, including the state and district planning teams. The SCERT and DIETs continue to be the weak link in the DPEP program. SIEMT has been conceived as a unit within the SCERT. Advertisements have been made to fill key posts in SIEMT.

4. Schools are in need of urgent repairs.. A more effective and proactive convergence with other developmental funds at the district level must be sought by DPEP III stakeholders, in particular by the village education committees. Micro-planning processes and appropriate training will foster VEC's ownership in addressing these and other school-related issues. The process of filling sanctioned teacher vacancies in project districts as well as for hiring new teachers is progressing and is expected to be completed by December 1998. Alternative schooling for focus groups has been initiated on a pilot basis, yet more specific and comprehensive strategies are needed.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

BIHAR STATE REPORT

INTRODUCTION

1. A team comprising Ms. Mervvi Karikorpi (EC) and Messrs. S. Rajakutty (GOI), Vijay Rewal (WB) and Juan Prawda (WB) carried out the first DPEP III joint supervision mission (JSM) in Bihar from March 16 - 20, 1998 to assess the extent to which DPEP III has made implementation progress since its launching in October 1997. The team visited and held discussions with the State Educational authorities, the State Level Office (SLO), the SCERT, the SIET, the District authorities and the District Level Offices (DLOs) of Gaya and Sitamarhi, DIETs, BRC, CRCs, Mahila Samoochs, members of a number of village education committees (VECs), parents, teachers and children in the above-mentioned districts. A wrap-up meeting to discuss the mission's main findings and recommendations was held with the Secretary of Education and the SLO Director.
2. The team would like to thank the SLO Director and staff for their hard, effective and timely work in having made this visit an informative and constructive experience for all concerned. The team would also like to thank the State and District officials, the representatives of the State apex institutions, the teachers, the parents and the VEC members who contributed valuable information to make the team's visit a success.

GENERAL OVERVIEW

3. DPEP III was launched on October 2, 1997 in 17 educationally disadvantaged districts in Bihar. Seven of these districts were part of the GOI-GOB-UNICEF financed Bihar Education Project (BEP) which provided the basis for the design of DPEP III. Implementation has started in all districts in spite of a three-month teacher's strike (November 1997 to January 1998) and the deployment of some key DPEP III management personnel in the conduct of the recent general elections. Progress is more notable in BEP districts than in non-BEP districts. A number of key activities including the development of community awareness, mobilization and support through the establishment and training of VECs, micro-planning, women's empowerment, teacher training, establishment of state and district technical resource groups, development and trialling of new textbooks, alternative schooling for targeted social groups and construction of CRCs and BRCs are progressing in the seven BEP districts. Management and monitoring structures have been established in the BEP districts which are providing on-site planning and managerial support to the new expansion districts through twinning arrangements.

4. GOI's six-months financial advance and GOB's 15% contribution for the period October 1997 - March 1998 amounting to about Rs. 32 crores have been allocated to the Bihar Shiksha Pariyojana Parishad (State Implementation Society - SIS). The SIS informed the mission that about Rs. 9 crores is likely to spill to the next fiscal year (1998-99). The state and district AWP & Bs for 1998-99 amount to about Rs. 89 crores. AWP & Bs are expected to be approved by GOI by June 1998. GOB has included in its budget the 15% contribution for 1998-99. UNICEF informed the mission that its grant contribution for 1998-99 will be made available upon approval by GOI of the DPEP III AWP & Bs. In addition, the mission was informed by UNICEF that the grant for the remaining years is awaiting approval from UNICEF's Board expected to meet in the next two months.
5. The IDA Credit for DPEP III will be made effective once the legal opinions from GOB (through its Advocate General) and GOI (through its Ministry of Law and Justice) are submitted to the World Bank. Once the IDA Credit will be made effective, the initial deposit to the Credit's Special Account will be made upon receipt of the revised signed Memorandum of Understanding between GOI and the SIS.

PLANNING PROCESS AND MANAGEMENT

6. The SLO and the 17 DLOs have been established and some key personnel are in place. About 39% of the sanctioned positions in the SLO and 55% of the sanctioned positions in the totality of DLOs are yet to be filled. A commendable rigorous selection procedure to fill vacant positions, including 12 District Project Co-ordinators (DPCs) in the 10 new non-BEP and two BEP districts, is in process and is expected to be completed by June 1998. In addition to the training provided by the national apex institutions, in-house orientation and job-related training has been organized to the recruited personnel to facilitate the development of team spirit, participation and the practice of reflection. Nonetheless, the mission notes that more specialized training, like in accounting and procurement procedures, is yet to be provided. The mission commends that a State Task Force has been established which meets twice a month to discuss implementation-related issues. The mission wishes to underline the advantages of utilizing to its full extent the BEP accumulated learning experience to support the implementation of DPEP III. The mission recommends that all remaining key sanctioned positions for the SLO and DLOs be filled as soon as possible, but not later than June 1998, and the SLO and DLOs be made fully operational.
7. The 6th All Indian Education Survey data, the information emerging from the 1996-97 EMIS, the findings of the baseline learning and social assessment studies have, to a certain extent, guided the formulation of the 1998-99 AWP & Bs. The mission was notified that the micro-planning process and activities to be initiated during the current year will also benefit the formulation of the next AWP & Bs. The district planning teams may wish to ensure the identification of 6 to 10 age group population data in their districts to be used

in the formulation of future AWP & Bs. The mission notes that efforts are being made to integrate the different components of DPEP III into the implementation of AWP & Bs. Nonetheless, the holistic approach to AWP & Bs formulation and implementation needs to be strengthened in the future AWP & Bs exercise through more thorough analysis and elaboration of the underpinning strategies for implementation.

8. In line with the decentralization process, a State Appraisal Team (SAT), constituted with professionals from national, state and district apex resource institutions, appraised the AWP & Bs in February. The interactions and consultations that took place during the appraisal exercise amongst all the concerned stakeholders has led to capacity building in the SLO and DLOs.
9. From discussions at the SLO, it emerged that the state appraisal process may benefit from: (i) fine-tuning the SAT's training by incorporating lessons learned during the current exercise (as provided by all DPEP SATs); (ii) linking more closely the training for formulating AWP & Bs with the training for appraising them; (iii) providing more on-site guidance by the SATs during the process itself to build capacities, particularly at the district level; (iv) allowing more flexibility in the use of formats which are guiding the appraisal process; (v) looking more closely on the past and ongoing year's performance of AWP & Bs along their technical, managerial and financial dimensions; and (vi) looking more carefully the extent to which the different components of DPEP III are integrated during implementation, in particular those pertaining to improve the learning in the classroom (curriculum and textbook revision, teacher training and learning assessment) and to increase the ownership of the process by the school stakeholders (children, teachers, parents, village education committees, micro-planning groups and Mahila Samakhya).

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

10. SCERT is participating in the preparation of Ujala teacher training modules to be provided at the BRCs and CRCs and in the curriculum revision of alternative schooling. The mission notes that the SCERT is not yet adequately equipped to play the major role expected of them within DPEP. It has been reported to the mission that the SCERT has had some difficulties in finding suitably qualified staff who meets the DPEP needs. SIEMT, a unit attached to SCERT, has not yet been made operational. The mission recommends that staffing SCERT with qualified personnel, including those for the SIEMT unit, be completed by June 1998 and an integrated staff development plan in tune with its partnership role with DPEP be formulated.
11. The state authorities may wish to make special efforts to ensure that progress is made towards staffing the DIETs with qualified personnel by December 1998 and plan for their capacity building on a continuing basis. In addition, for pedagogical improvement purposes, the SLO may wish to ensure the appropriate vertical integration of all training institutions at all levels, including the DIETs.

12. The mission commends the rationality used to determine the number and location of BRCs (one BRC for every 12 CRCs) and CRCs (one CRC for 12 to 16 schools) based on teacher training needs. The mission was pleased to observe that the BRC and CRCs visited in the district of Sitamahri are functioning adequately. In addition, the mission observed a sense of ownership and identity of the teachers participating in these training activities. The SLO may benefit by arranging for information generated in the pedagogical transactions at the CRCs to flow upwards and downwards to effect improvement in classroom pedagogy and curriculum, textbooks and teacher training revisions. In addition, the SLO may wish to ensure that the school adoption policy and close interactions between the BRCs, CRCs and schools will take place as per project design. The SLO may also wish to explore how the twinning arrangements would be extended to BRC and CRC activities.
13. The mission observed in the BEP district that VECs are gradually being established and its members trained. These VECs are operational. In the new districts however, the process has just been started. Micro-planning and appropriate training could be used to strengthen VECs ownership in addressing school-related issues.
14. The mission would like to flag at this early stage of implementation the need to study thoroughly and identify appropriate strategies to ensure the technical, managerial and financial sustainability of the DPEP III innovations within the mainstream educational structures of the State at project completion.

PEDAGOGICAL RENEWAL

15. The mission wishes to highlight the importance of ensuring continuous teacher motivation and maintaining a holistic approach throughout the improved pedagogy renewal effort. Accordingly, the mission recommends that the SLO continues strengthening the horizontal integration of the curriculum, textbook, teacher training, classroom transactions and assessment through the state and district technical resource groups already established. In this context, the mission acknowledges some evidence of teacher participation in the design of new textbooks and teacher training. Equally important is to ensure vertical integration among all levels of training institutions as well as with the state and district planning teams. The mission commends the trialling effort that has taken place with the renewed textbooks. Based on the accumulated learning experience, the SLO may also wish to trial the products emerging from this holistic pedagogical approach in the classrooms through appropriate internal assessment instruments. In addition, the mission encourages the state technical resource groups to design mechanisms and approaches to strengthen the capacity of master trainers to promote teacher creativity and innovation at the classroom level.

16. The mission agrees with the state authorities and the SLO about the desirability to initiate the textbook acquisition process as early as possible during the current year to ensure that the textbooks be made available to students at the beginning of next year. Concerning the printing aspects of these books through competitive bidding procedures, and subject to further discussions with GOI, the mission explored options to assist the Bihar State textbook Corporation in drafting the bidding documents. In addition, the SLO may wish to ensure in partnership with the state authorities the availability in the market of the new textbooks for those non recipients of the free textbooks.

AUGMENTING INFRASTRUCTURE

17. The mission notes that the construction of BRCs and CRCs have started in the BEP districts. The new districts have included construction of BRCs and CRCs in the 1998-99 AWP & Bs. The mission recommends that the school mapping carried out in the micro-planning process may be complemented with information of school-age population to decide on the type, size and location of additional classrooms as well as the number of teachers to be posted to these schools under DPEP III. Furthermore, the social mapping conducted in the micro-planning process may also be so designed to obtain information on the living and working habits of the population to be served to decide on the characteristics of the new schools financed by DPEP III.
18. The mission observed that schools and ECCs visited are in need of urgent repairs. Convergence of schemes for this purpose has been found feasible particularly through rural development department. The DLOs may wish to prepare a list of such schools and ECCs and persuade the district administration to take up these works.
19. The mission was informed that the process of filling approximately 32,000 sanctioned teacher vacancies in the entire state is progressing. The mission was also informed that the sanctioning of 5,700 new teacher positions to be financed under DPEP III is awaiting the authorization of the Financial Commissioner. The entire process is expected to be completed by December 1998.

SPECIAL FOCUS GROUPS

20. The mission acknowledges that the SLO appreciates the role of DPEP as an instrument to bring about social change with improved equity in the state. The mission recognizes that various interventions have been designed and are being implemented on a pilot basis to address focus groups (apna and angana vidyalayas, Mahila Samakhya, jagjagi centres). The models of alternative schools will be started on pilot basis in 1998/99 in all DPEP III districts. In this regard, a detailed plan of action has been prepared, including curriculum and textbook development, identification of blocks for opening these alternative schools, conducting micro-planning exercises in the villages to be benefited by this education modality and setting-up and training of district

resource groups comprising DIET staff. In addition, textbooks have been developed in various languages. However, the problems in this respect are more daunting and therefore more focused and strategic efforts to provide quality education to SC/ST and minorities, particularly girls amongst these groups, are needed.

21. The SLO may wish to further strengthen the: (i) VECs and teachers sensitization to the needs of the special focus groups; and (ii) linkages amongst VECs, micro-planning processes and Mahila Samakhya in order to address the educational demands emerging from special focus groups.

MONITORING, EVALUATION AND RESEARCH

22. The PMIS has been implemented in the SLO and 7 BEP districts and the computing system is fully operational and qualified personnel are already in position. In the new districts, the PMIS is being maintained manually. Approximately 25 percent of the 1997/98 EMIS data has been collected and the remaining is in progress. The hardware and software for the management information systems of the 10 non-BEP districts is being procured. The lack of experience in Bank procurement procedures has had implications for the completion of the acquisition of the needed computer equipment.
23. The mission recommends the SLO to continue working towards the establishment of a student and teacher attendance reporting system in a sample number of villages in DPEP III districts. In addition, the SLO may wish to identify, document and disseminate in the months to come: (i) school innovations; (ii) good pedagogical practices; and (iii) effective community involvement. The mission suggests that the EMIS and PMIS data be used as a secondary data for research. Finally, in the context of the holistic approach to school improvement, the SLO may wish to start the process of developing and trialling internal assessment instruments and procedures to enable teachers to continuously assess the learning outcomes of children.
24. The mission acknowledges that the SLO has positioned the core research and evaluation staff and is planning to undertake a number of research studies. In addition, a module on research methodologies and action research is being developed for the use of the various teacher training institutions. The mission recommends that the research and evaluation core group be provided appropriate training.

THE NEXT STEPS

25. The mission recommends that all remaining key positions for the SLO and DLOs as per the legal agreement be filled as soon as possible, but not later than June 1998, and the SLO and DLOs be made fully operational.

26. The mission recommends that the SLO continues its efforts to establish VECs, especially in new districts, and strengthens the micro-planning process and appropriate training to foster VECs' ownership in addressing school-related issues. In doing so, the SLO may wish to also ensure that school-age population data collected through the household surveys in the micro-planning processes is being considered for the location and school construction designs and to decide on the number of teachers required
27. The mission recommends that the SLO and DLOs continue exploring and formulating specific strategies for focal groups (girls, SC , ST, children with learning disabilities and working children) that underpin the already initiated interventions.
28. The mission recommends that the SLO continues strengthening the: (i) horizontal integration of the curriculum, textbook, teacher training, classroom transactions and assessment through the state and district technical resource groups already established; and (ii) vertical integration among all levels of training institutions as well as with the state and district planning teams.
29. The mission recommends that the state authorities and the SLO continue pursuing with the Bihar State Textbook Corporation the process to formulate the draft bidding documents for the printing of textbooks to be acquired by DPEP III for CY99 under a national competitive bidding scheme and ensure a timely delivery of these textbooks both at the school and the market in the beginning of next school year.
30. The mission recommends that the SLO and DLOs ensure appropriate and more effective convergence with other developmental funds available at the district level for the construction and maintenance of classrooms and schools.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

GUJARAT STATE REPORT

EXECUTIVE SUMMARY

INTRODUCTION

1. The Mission is impressed with the commitment of the education authorities, the DPEP authorities at State, District and Sub-district level, and with the enthusiasm for the DPEP activities, as displayed by those teachers and representatives of VECs, PTAs and MTAs, who have a clear understanding of DPEP's objectives. Where remarks are made concerning outstanding accomplishments, these should be viewed in the context of a very short period between the previous JSM, the multitude of DPEP interventions to be realised, and the recent elections, making heavy demands upon various functionaries.

FOLLOW-UP ON THE RECOMMENDATIONS OF THE 6th JSM

2. The various DPEP functionaries have clearly demonstrated their intentions to comply with the recommendations and observations made by the 6th JSM. In this context various capacity building initiatives were undertaken to promote decentralised decision making processes, such as scheduled meetings with district and sub-district functionaries, workshops on MIS, and involvement of BRC/CRC co-ordinators in drafting of AWP & Bs. The Mission stresses that this needs to be an ongoing process, requiring continuous sustenance. This observation is equally valid for the pedagogical renewal processes. Experimentation with an intensive area approach has not yet been realised, but preparations are underway and implementation is planned to take place during the next few months. However, the experience with the implementation of the classroom repair programme may provide valuable guidance for planning of intensive area interventions.

PLANNING AND MANAGEMENT

3. Planning and Management is an area still requiring intensive attention. At State level the rapid turn-over of SPDs is jeopardising continuity and stability. Sound and visionary leadership is of critical importance for this key post. The Planning and Management Cell of the GCERT needs to be strengthened with highly experienced staff. At community level VECs, PTAs and MTAs need further training to enable them to take control over their affairs, while the current practice of forming VECs on the basis of Revenue Villages needs to be reviewed. Overall there is a need for dealing with planning in a more integrated manner.

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INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

4. There is good co-ordination between GCERT and SPO at the state level and between DIETs and DPOs in the districts, leading to mainstreaming of several DPEP activities. The state government has shown a genuine concern for professional development of the education sector by making SCERT autonomous. Though this would mean greater flexibility for DIETs, the institutional arrangements for DIETs, BRCs and CRCs need to be addressed.

PEDAGOGICAL RENEWAL

5. Definite attempts have been made to adopt the modern pedagogical practices. The state has taken a number of steps to apply the child centered approach to all relevant interventions while simultaneously building upon the gains of earlier programs like Joyful Learning and Minimum Levels of Learning. The method of training has also undergone a change from the lecture approach to a participatory approach and so has the process of module development. The mission appreciates the activities undertaken for the curriculum and textbook renewal and recommends that a similar approach of review be tried for the teaching aids as well.

AUGMENTING INFRASTRUCTURE

6. Progress with the design and construction of the new GCERT and the BRCs has been slow. The classroom repair programme, working on a Taluka by Taluka basis, well planned, following clearly laid down criteria, involving the communities through the VCWCs, and using excellent management and monitoring mechanisms is exemplary.
7. The decentralised (taluka-based) recruitment of additional (balguru) teachers has again been halted due to political problems. In particular Panchmahals district is victimised by this arrest. DIETs are still lacking full staff, but the Mission was assured that this will be resolved within the next few months.

SPECIAL FOCUS GROUPS

8. Various activities have been undertaken by the state to reach those belonging to special focus groups especially girls and tribals. Besides focusing on girls education in all their community relating activities the districts and the state have also established links with other programmes like ICDS and Mahila Samakhya which need to be further expanded. While agreeing on the need for alternative centres for working and migratory children, a multi-pronged approach and exploration of various strategies is recommended. Though a beginning has been made for inclusion of children with disabilities in mainstream education by providing ramps to school buildings, much more in terms of materials, training, etc. need to follow.

MONITORING, EVALUATION AND RESEARCH

9. Both EMIS and PMIS are now in place, qualified staff is in post and the system will soon be operational. A Research Advisory Group has been constituted and several relevant studies have been initiated. It is important that the SPO ensures regular feed-back of relevant data to the district and sub-district stakeholders.

The expenditure levels have gone up in all project districts, thus demonstrating an increased level of activities. It is envisaged that the districts will spend about 90% of the available funds, including spill over of the previous year, by the end of the current financial year.

10. The Mission recommends that specific attention be given to:

- Strengthening of planning and management capacities at all levels and in particular at the Planning and Management Cell of the GCERT;
- More intensive training be provided to VECs, PTAs and MTAs on their roles, rights and responsibilities;
- Reviewing the concept for establishing VECs on the basis of revenue villages, or alternatively empower existing structures such as MTAs/PTAs to enhance closer community involvement for each school;
- Developing additional and alternative strategies for increasing the outreach to special focus groups such as the tribal children, girls and children with disabilities.

**DPEP SEVENTH JOINT SUPERVISION MISSION
(14 March to 27 March 1998)**

GUJARAT STATE REPORT

INTRODUCTION

1. Two members of the seventh Joint Supervision Mission (JSM), Dr. Jyotsna Jha (nominated by the World Bank) and Mr. Ron Kukler (nominated by the Netherlands Government), visited the State of Gujarat from 15th to 20th March 1998.
2. The objective of the visit was to review the overall progress of the implementation of the DPEP since the last JSM. In that context the Mission focused in particular on the actions taken on the recommendations of the previous Mission, and on the implementation of the Annual Plan.
3. A briefing meeting with the main stakeholders at State and District level, chaired by the Education Secretary, was followed by various meetings with staff of the State Project Office (SPO), the Gujarat Council for Education, Research and Training (GCERT), and other relevant parties. A visit was made to the Panchmahals and Dahod districts, recently created through bifurcating the former Panchmahals district, one of the three DPEP supported districts in the State.
4. An extensive tour had been prepared to visit all parts of the districts. Meetings were held with staff of the DPO, the DDO, the DIET, NGOs, while a number of schools were visited, enabling interaction with pupils, teachers, PTAs, MTAs, and VEC members. The State visit was concluded by a Wrap-up meeting, where the preliminary findings of the Mission were presented and discussed.
5. The Mission expresses its appreciation to all who prepared this visit, assisted us during the period of our stay in the State and for the frankness of the various discussions.

GENERAL OVERVIEW

6. The Mission is impressed with the commitment of the education authorities, the DPEP authorities at State, District and Sub-district level, and with the enthusiasm for the DPEP activities, as displayed by those teachers and representatives of VECs, PTAs and MTAs, who have a clear understanding of DPEP's objectives. Where remarks are made concerning outstanding accomplishments, these should be viewed in the context of a very short period between the previous JSM, the multitude of DPEP interventions to be realised, and the recent elections, making heavy demands upon various functionaries.

7. The various DPEP functionaries have clearly demonstrated their intentions to comply with the recommendations and observations made by the 6th JSM. In this context various capacity building initiatives were undertaken to promote decentralised decision making processes, such as scheduled meetings with district and sub-district functionaries, workshops on MIS, and involvement of BRC/CRC co-ordinators in drafting of AWP & Bs. The Mission stresses that this needs to be an ongoing process, requiring continuous sustenance. This observation is equally valid for the pedagogical renewal processes.
8. Experimentation with an intensive area approach has not yet been realised, but preparations are underway and implementation is planned to take place during the next few months. However, the experience with the implementation of the classroom repair programme may provide valuable guidance for planning of intensive area interventions.
9. Planning and Management is an area still requiring intensive attention. At State level the rapid turn-over of SPDs is jeopardising continuity and stability. Sound and visionary leadership is of critical importance for this key post. The Planning and Management Cell of the GCERT needs to be strengthened with highly experienced staff. At community level VECs, PTAs and MTAs need further training to enable them to take control over their affairs, while the current practice of forming VECs on the basis of Revenue Villages needs to be reviewed. Overall there is a need for dealing with planning in a more integrated manner.
10. There is good co-ordination between GCERT and SPO at the state level and between DIETs and DPOs in the districts, leading to mainstreaming of several DPEP activities. The state government has shown a genuine concern for professional development of the education sector by making SCERT autonomous. Though this would mean greater flexibility for DIETs, the institutional arrangements for DIETs, BRCs and CRCs need to be addressed.
11. Definite attempts have been made to adopt the modern pedagogical practices. The state has taken a number of steps to apply the child centre approach to all relevant interventions while simultaneously building upon the gains of earlier programs like Joyful Learning and Minimum Levels of Learning. The method of training has also undergone a change from the lecture approach to a participatory approach and so has the process of module development. The mission appreciates the activities undertaken for the curriculum and textbook renewal and recommends that a similar approach of review be tried for the teaching aids as well.
12. Progress with the design and construction of the new GCERT and the BRCs has been slow. The classroom repair programme, working on a Taluka by Taluka basis, well planned, following clearly laid down criteria, involving the communities through the VCWCs, and using excellent management and monitoring mechanisms is exemplary.

13. **The decentralised (taluka-based) recruitment of additional (balguru) teachers has again been halted due to political problems. In particular Panchmahals district is victimised by this arrest. DIETs are still lacking full staff, but the Mission was assured that this will be resolved within the next few months.**
14. Various activities have been undertaken by the state to reach those belonging to special focus groups especially girls and tribals. Besides focusing on girls education in all their community relating activities the districts and the state have also established links with other programmes like ICDS and Mahila Samakhya which need to be further expanded. While agreeing on the need for alternative centres for working and migratory children, a multi-pronged approach and exploration of various strategies is recommended. Though a beginning has been made for inclusion of children with disabilities in mainstream education by providing ramps to school buildings, much more in terms of materials, training, etc. need to follow.
15. Both EMIS and PMIS are now in place, qualified staff is in post and the system will soon be operational. A Research Advisory Group has been constituted and several relevant studies have been initiated. It is important that the SPO ensures regular feed-back of relevant data to the district and sub-district stakeholders.
16. The expenditure levels have gone up in all project districts, thus demonstrating an increased level of activities. It is envisaged that the districts will spend about 90% of the available funds, including spill over of the previous year, by the end of the current financial year.

IMPLEMENTATION OF THE RECOMMENDATIONS OF THE SIXTH JSM

1. The sixth JSM identified the need for the development of an action plan for capacity building activities at district and sub-district level in order to promote decentralised planning and decision making processes. Activities undertaken during the past four months include the introduction of monthly review and planning meetings with DPO and DIET staff, and with the BRC. Workshops were organised on the use of MIS, while the BRC and CRC co-ordinators were involved in the drafting of the district AWP & Bs. Community mobilisation workshops were held in all CRCs for community leaders. These are important initiatives which definitely will contribute to achieving the objectives. Nevertheless, field visits confirmed the need for well co-ordinated continuing and additional activities aimed specifically at BRC and CRC co-ordinators.
8. Defining the roles and responsibilities of various functionaries at district and sub-district level and communicating these to all concerned was another area to be addressed by the SPO. Conceptual and visioning workshops have been organised for respectively BRC/CRC co-ordinators and district functionaries, while separate workshops were held for head-teachers in the DIETs.

The sixth JSM noted that a wide variety of training programmes were being delivered to the stake holders at sub-district level and at community level, but that the impact appeared to be limited. Therefore it was suggested to experiment with an intensive area approach, reaching as many stakeholders as possible within a limited period. Progress has been very slow on implementing this proposition. The mission was informed that the SPO intends to start experimenting with an area intensive approach with teams to be established at taluka level in the coming months.

20. It was recommended that the pedagogical renewal processes be guided by more holistic, child-centred and field-based approaches. In this context several initiatives have been undertaken, which include the design of appropriate training programmes for BRC and CRC co-ordinators, including demonstration lessons during forth-nightly group discussions at the CRCs, while contests for the development of locally relevant teaching and learning materials have been introduced. It is important that these initiatives are seen as just the beginning of what must be a continuous process of renewal.
21. The JSM also highlighted the need for completing the school mapping exercise. Significant progress can be reported concerning the surveying of schools in the DPEP districts. Information is being collected in a systematic manner following a detailed repair survey procedure. The procedure includes an assessment of the impairment caused to the learning process in the school in order to establish the urgency of the repair. This is used for establishing a priority listing for schools needing the most urgent repair activities. The TRPs posted to the districts execute the survey work in close collaboration with the local community thus contributing to an increased community involvement. All relevant data is being entered in a database programme developed by the SPO and can be used to establish priorities, to monitor progress, and to control expenditure. This is an initiative worthwhile for consideration by other DPEP states.

PLANNING PROCESS AND MANAGEMENT

22. The SPO has seen a rapid turn-over of State Project Directors over the past two years. Stability and positive leadership are essential for a complicated programme such as DPEP. The mission hopes that this issue will receive adequate attention by the state authorities as well as the DPEP Bureau to enable the Gujarat DPEP to gain and maintain its momentum.

Gujarat has established a Planning and Management Cell within its GCERT, rather than establishing a separate SIEMT. The Mission endorses this decision as it enables better co-ordination and collaboration. A series of short training workshops have been organised for selected state and district project staff as well as some GCERT staff to strengthen the planning and management capacities. However, there is a definite need for strengthening the current P & M Cell. It is suggested that the SPO look into this as a matter of urgency.

Recruiting additional highly qualified staff with relevant experience is the most obvious solution, but also consideration should be given to attracting external advisors for specific assignments on an interim basis. Such advisors could also be used for training the staff in post.

- 24 The previous JSM already identified the limited awareness of the DPEP activities and its objectives by the VECs, the PTAs and the MTAs. This was still found to be an area of concern. During various interviews with representatives of these groups, the lack of awareness was evident. The most commonly expressed view was that their role is to promote school enrolment. However, there are signs that the awareness of their responsibilities is increasing: some of those interviewed, were reporting that their tasks also includes checking upon teachers, ensuring that better education is provided, and following up on cases of poor school attendance. In some cases the PTA/MTA are meeting on a regular and scheduled basis, often with the CRC co-ordinator playing an active and promotional role.
- 25 VECs in the DPEP districts have been established according to Revenue Village arrangement. This means that in certain villages one VEC is overseeing more than ten schools. This limits the interaction and involvement of the VEC, and it reduces transparency. The Mission recommends that this be modified. If it is found to be not viable to establish one VEC for each school, the alternative of entrusting the tasks of the VEC to the PTA/MTA may be considered.
- 26 Planning needs to be treated in a more integrated manner rather than as a series of fragmented and disjointed activities. Furthermore, there is confusion over the roles, responsibilities and relationships between the VECs and the PTA/MTAs. This will require continued intensive awareness raising through various means and approaches. Convergence with other grassroots organisations such as Mahila Samahya may strengthen this process.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

- 27 The state continues its efforts to integrate the positive experiments and experiences into the mainstream education system that have been commended by the previous JSM. The institutional responsibility of implementation of pedagogical renewal process lie mainly with GCERT at the state level and DIETs with active support of BRCs and CRCs at the district level. Along with the decision to involve the existing institutions fully in the delivery of DPEP related works have come the welcome reform measures to ensure quality and timely delivery. The GCERT has recently become autonomous and is now registered as a society. With autonomy comes the challenge to initiate efforts to make this a vibrant organisation and the GCERT is in the process of drafting the recruitment policy for personnel to be engaged from the open market. In this connection it is recommended to draw up a plan for institutional development to address the issue in a systematic manner rather than handling various issues separately in a piecemeal approach. The Planning

and Management wing requires more exposure and training in order to take the desired leading role as has been pointed out in the previous section.

- 28. The policy of direct recruitment of faculty members in the DIETs has resulted into induction of qualified and willing personnel. It is understood that DIETs are under direct control of GCERT and the autonomous status for the latter would automatically lead to autonomy in DIETs. Though the DIETs are working closely with BRC and CRC functionaries, certain problems were faced in arranging the training programmes and obtaining permission of the district project authorities, leading to delays. CRC and BRC co-ordinators also felt constrained in organising their activities as they have to seek permission from Taluka level officers to involve teachers. The state government has been responsive and recently issued a notice to form a committee in the districts to be chaired by the DIET principal and with representation from the district office. This would meet monthly to review the last month's progress and decide upon the coming month's training plan. This could be further facilitated by introducing at district level the procedure of transferring the DPEP funds for approved activities in advance to the DIETs, as is being practised by the transfer of funds to the GCERT at the state level. The state may start thinking on the legal and administrative status of BRCs and CRCs and their links with DIETs and the GCERT so that these can accordingly be nurtured.**
- 29. The mission congratulates the State for having formed and oriented the State as well as District Resource Group in an innovative and evolving manner. Individuals, unattached as well as attached to various institutions from all levels -school, taluka, district and state- have been carefully identified and oriented enabling the DPEP to access the best possible resource. The mission highly appreciates the State's initiative to form Taluka Resource Groups along similar lines.**
- 30. The BRC and CRC co-ordinators, all in position, have received a seven day training and are enthusiastic about their role and responsibilities. Further training is needed and is being planned for CRC co-ordinators by GCERT. The future training for the CRC co-ordinators should focus on teacher involvement and support as they appeared to be strong in handling community contact but weak in handling teachers. The BRC co-ordinators have received the same training and their role is currently being mixed up with that of CRC co-ordinators. This is perhaps because the CRCs have been established in the entire state whereas BRCs remain limited to DPEP districts. A better understanding of their role is needed among BRC co-ordinators and GCERT has agreed to initiate actions in this regard. In this context, the role of existing school inspectors and their linkage with the newly created structures also require immediate attention. So far they have remained distanced and their orientation and training, which has been planned for the coming year, need to be designed carefully to ensure their involvement and to enable smooth implementation of the programme.**

31. The state of Gujarat participates in a UNESCO funded project on In-service Primary Teachers Training through Interactive Television (IPTT/ITV). With Indian Space Research Organisation's (ISRO) presence, the State has an excellent infrastructural base, which is being utilised. The state is suggested to design the component for DPEP districts, which is yet to be done, in such a manner that this complements the ongoing face to face training in its approach and philosophy. This activity of design development needs to be expedited. Distance education includes the use of written/printed material which, in a way, has started in the form of monthly bulletins for CRC co-ordinators being brought out by some of the DIETs covering areas of teacher support. The ultimate target group for this activity is the teacher. Similarly the GCERT is developing film on difficult content areas in Maths and Science teaching for grade V teachers.
32. The newly appointed TRPs for civil works have all attended a two day orientation and repair strategy workshop in which the DPEP concepts and the various aspects of community mobilisation were discussed. This is in particular important in view of the role which the community will have to play in sustaining the repair and maintenance activities of their schools after DPEP. This will be aided by the provision of the Construction Manual, currently being finalised and related training courses to VCWCs.

PEDAGOGICAL RENEWAL

33. The state is making concerted efforts to approach the issue of pedagogical renewal in a contextually relevant manner. The efforts to build upon the earlier initiatives of Joyful Learning and MLL Programme are visible and so are those for applying a child centred approach to all interventions that are being introduced by the DPEP. A series of workshops conducted during the last eight months with the support of TSG have focused on different aspects of modern pedagogy and their implications for related interventions leading to a better understanding among the functionaries. Further consolidating the efforts are essential, so that these are internalised at all levels, thus facilitating a creative approach in application of these concepts to different activities.
34. Some change in the approach to preparation and use of teaching aids could be seen in the sense of making these more usable by children. The teachers and the CRC co-ordinators are appreciated for their enthusiasm and involvement. However, these aids still continue to be largely "standardised" and can only be used for demonstration. The need for a definite change in this approach, as pointed out by the last JSM, is evident. The state has developed and introduced MLL based textbooks for grade I to V in the last five years. The introduction of these books was always preceded by training courses to all teachers for that grade, in the proper use of these new books. Under DPEP the GCERT has initiated a curriculum review process based on child centred approach to be followed by the review, renewal, trialling and introduction of grade I textbooks in the coming year. A similar process of textbook renewal based on revised curriculum is expected to be undertaken for the remaining textbooks in

the following years. It is suggested that a review of the teaching aids be undertaken along similar lines.

35. All teachers of grade I and II received a two day training on activity based teaching in the current year. The trainers at various levels have realised that this is insufficient and GCERT is developing a five day module on teaching learning methods to be administered in the coming year. The state has started an innovative method of mass training of trainers by holding simultaneous classes with the help of large number of Resource Persons. This has facilitated large scale inter-district sharing and interaction. The method of training has also undergone a change from a lecture approach to participatory approach and so has the process of module development.
36. The seven day training provided to each headmaster in the current year was overloaded with modules on twenty-nine diverse issues related to school, classroom and community. The headmasters of the schools visited, when interviewed about the training, emphasised only the subject of increasing enrolment through community contact. Two more training spells of 5-7 day each for headmasters are planned in the coming year and there is definitely a need to reflect upon this experience of putting too many diverse issues together before developing any further modules. Though the needs of the headmasters have been assessed, these require to be prioritised, grouped, spaced and sequenced properly in order to be effective.
37. Though multigrade situation is not universal in Gujarat, the situation does exist in large areas of the project districts. This is one of the focal areas for the coming year's plan and apart from initiating a pilot project on multigrade teaching in Banaskantha, certain other activities including a research study and making of a film have also been planned.

AUGMENTING INFRASTRUCTURE

38. Whereas the 6th JSM expressed a sincere optimism in expecting that the construction of the new GCERT might be forthcoming in view of allocation of the new site, that the designs of the BRCs already produced, might be approved and lead to a speedy start of the construction, this has not materialised.
39. The GCERT site was reallocated for the construction of a primary school. Meanwhile a new and considerably larger site has been allocated for the construction of the new GCERT, while the Town Planning Department of the Chief Architect's office has promised to produce a design soonest. Consideration should be given to the fact that with the establishment of the GCERT as an autonomous body, the SPO could opt for involving commercial architects, if this would accelerate the process of designing and thus of starting construction activities.

40. Delays in the completion of designs for BRCs, for schools and for additional classrooms have now been overcome, plans have been produced and forwarded to the DPEP Bureau and recently approved. Most BRC sites have been acquired and it is envisaged that tender procedures will be undertaken soon. The SPO is expecting to complete the construction of 10 BRCs (out of a total of 19) by April 1999.
41. The construction of additional classrooms has been postponed in view of a recent State Government decision to construct an additional 10,000 classrooms across all districts of Gujarat this year and another 6,000 to follow next year. The SPO therefore decided to concentrate its efforts on repairs to existing schools. The Mission congratulates the SPO on the well planned and implemented approach and procedures followed. Village Civil Works Committees (VCWC) have been established in all targeted villages, the composition recorded and the members involved in the entire repair process. The Construction Manual has been produced and approved by the DPEP Bureau, while a VCWC manual is being developed. Once finalised, these manuals will provide valuable guidance to all stakeholders involved in construction, repair and maintenance of the education facilities at district and sub-district level.
42. The involvement of the TRPs in the site surveys in close collaboration with the community, and the VCWC and school staff in particular, is an excellent way of promoting community participation. The computerisation and subsequent prioritisation of the sites on set criteria, prevents external interference. The processed data provide valuable management, monitoring and control mechanisms. The entire repair process is properly documented including photographs of facilities before and after repair works have been executed.
43. During the previous JSM it was reported that the stay-order by the High Court preventing the State of recruiting balguru teachers locally, had been lifted. Thereafter the appointment of 15,000 teachers were sanctioned. Further litigation again led to a stay before the recruitment could be initiated in the DPEP districts. For the three DPEP districts this has in particular a negative effect upon Panchmahals where nearly 1,800 vacancies exist. For a successful implementation of DPEP at least half of these need to be filled.
44. In Panchmahals, the School Improvement Grant of Rs.2000 to each school has recently been released to the CRCs but it is still to reach all schools. It is suggested that the headmasters of all schools are adequately informed and oriented on the various possibilities of utilisation.

SPECIAL FOCUS GROUPS

45. One of DPEP main objectives is to ensure better access for girls, SCs and STs, and other marginalised groups such as the disabled. Gujarat has undertaken various activities to reach these special focus groups, but continuous efforts

will have to be made to explore more effective and intensive strategies. Creativity in seeking new approaches and intensive consultations and convergence with specialist organisations working for these groups may further facilitate this endeavour.

46. In the context of tribal education initial steps have been taken: a sample surveying by district project teams on the circumstances of migration in tribal areas is being undertaken, a committee of relevant expertise has been established and has initiated the first steps to introduce alternative schooling opportunities in identified pockets of tribal areas. The Tribal Officer in PanchMahals district has already completed a survey and is considering most effective and feasible strategies to increase the access to education for tribal children. The Mission recommends that a multi-pronged approach be followed, exploring various strategies simultaneously. Visits to States with successful relevant experiences may also be useful. The TSG of EdCIL will be able to advise on suitable projects elsewhere. The field observations in the areas visited suggested under representation of the tribal community in the MTAs/PTAs and VECs.
47. Interviews in the district showed a commitment of parents and VEC members to seeking solutions for getting more handicapped children into school. The first steps demonstrating the commitment of the SPO towards addressing the specific problems of the disabled have been set. All new school buildings are provided with a ramp enabling wheel chairs to enter. However, much more will be needed. With assistance of Ed.CIL a workshop will be organised in April to consider the options. It should be noted that within Gujarat, there are several exemplary institutions and individuals working for the disabled. The SPO should also ensure to make good use of the available experience and expertise, but also seek creative solutions, e.g. through encouraging communities, by means of the provision of matching funds, to provide wheelchairs or other aids to enable handicapped children to come to school
48. There are visible efforts to integrate girls education as well as the gender issues in almost all interventions being introduced. Community contact programmes organised all districts have focused on girls enrolment and retention. Modules on gender sensitisation are part of almost all training/orientation programmes and the proposed review of textbooks also includes this aspect. The 6th JSM's suggestion of establishing links with ICDS centres which covers these three districts entirely has been taken seriously and a study on the present status of Early Childhood Education by M.S. University is about to be completed. The training of ICDS workers, helpers and supervisors has been planned in the coming year. The state also intends developing and distributing materials for these centres. This is welcome not only for encouraging girls education but also because it would strengthen the pre-school learning in all children. Furthermore, the State wants to reform this sub-sector by bringing the various kinds of ECE centres, operated by different departments, under one umbrella.

49. The mission has noted that initiatives have been made to establish effective links between DPEP and Mahila Samakhya, already functioning in Banaskantha and about to enter Panchmahals. Convergence has already been achieved by having representatives of M.S and DPEP on each other executive councils. The Mission encourage a more intensive use of MS workers in training of trainers for grassroot level activities. The field interactions suggested that MTAs, if imparted the appropriate training, have the potential of growing into a vibrant and effective group. The MS links with NGOs can also be used by the DPEP for effective implementation.

MONITORING, EVALUATION AND RESEARCH

50. Initial PMIS problems with different account codes at district level have been addressed and the PMIS will be fully functional by the end of March 1998. The EMIS generated its first information in November, but some data proved to be inadequate. This has now been solved, all forms have been collected by the BRCs and will be forwarded to the Districts and processed for submission to the SPO by the end of April. Although the most senior staff member of the MIS unit in the SPO has recently resigned, the remaining team appears to be competent and able to handle the processing on an interim basis. A new person has meanwhile been identified and his deputation is anticipated. The hardware as well as personnel are in place in all the districts. As the progress report prepared for the mission depicted a flow of information from the school level going only upwards, the mission recommends that careful thought is given to the 'looping' of selected EMIS data to all relevant stake holders.
51. The SPO has developed a form for collecting and processing of additional information at school level, which will provide information on enrolment age, including a breakdown by gender and special focus groups, as well as on school attendance.
52. It is suggested that the database programme developed for school repair by the office of the Civil Works Engineer be made compatible for linking it to the EMIS.
53. The previous JSM recommended that a Research Advisory Group be constituted to guide research for improved quality and capacity building. This group has been established, among its membership of 17 are senior educationalist and researchers from universities, retired and present heads of department of education, while it is chaired by the Director GCERT. Its first meeting has been held and the first two workshops have been held on the methodology and design of action research, while a next workshop will be a sharing workshop with project district staff.
54. The identification of the study topics has been careful and reflect the needs of the programme. Apart from conducting impact assessments for MLL textbooks and training, several studies including those on Status of Early Childhood Care and need for Alternative Schooling have been initiated with

direct relevance for DPEP planning. The DIETs are also active in this area and the state is planning to hold workshops to enhance the capacities at all levels.

55. Though the informal feedback channels are being used, formal evaluation plan for various activities are yet to be developed. The SPO in recognition of this shortcoming, is planning an evaluation design development workshop with external support from the national level in near future. While designing the evaluation plan for various activities care is needed in application of methodologies so that those are compatible with the approach adopted by the particular intervention.

THE NEXT STEPS

56. The Mission recommends that specific attention be given to:
- Strengthening of planning and management capacities at all levels and in particular at the Planning and Management Cell of the GCERT;
 - More intensive training be provided to VECs, PTAs and MTAs on their roles, rights and responsibilities;
 - Reviewing the concept for establishing VECs on the basis of revenue villages, or alternatively empower existing structures such as MTAs/PTAs to enhance closer community involvement for each school;
 - Developing additional and alternative strategies for increasing the outreach to special focus groups such as the tribal children, girls and children with disabilities.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

HIMACHAL PRADESH STATE REPORT

EXECUTIVE SUMMARY

1. Himachal Pradesh is a distinctive state facing challenges not found in others. The difficult terrain and varying climates make project implementation in each of the four DPEP districts unique. Despite the difficulties, the state has made great headway in many areas critical to successful implementation of DPEP.
2. The state has initiated action on all the recommendations of the sixth JSM. It has achieved near 100 percent enrolment in all the four DPEP districts. A comprehensive retention strategy has been developed. Considerable emphasis has been paid to special focus groups: gender issues are being addressed effectively, and the proportion of the state's expenditure on education for tribal children is higher than their proportion of the population. The planning process for the AWP & IB has been highly participatory, and there is considerable evidence of decentralization of planning and management at the district and sub-district levels. The state provides a strong case for further decentralization to the district and sub-district levels due to the difficult terrain and accompanying climatic variations.
3. With regard to the pedagogical renewal process, teaching and learning materials (TLM) developed under the project are found in the majority of classrooms, and all teachers will have attended a ten day training module on child-centered, activity-based learning by the end of May. A second round of training on multigrade teaching is being finalized and would begin being implemented in July. However, there is some concern of the need to accelerate curriculum and textbook development in order to ensure that by the end of the project, textbooks will be available for all primary classes and teachers trained in their use. Under civil works, the quality of construction and repairs is very good, with VECs overseeing the activities for schools. There have been notable delays in receiving clearances for larger civil works plans and contracts, which is a matter of concern. Furthermore, the constraints presented by the mountainous terrain have specific implications for civil works in the state. It is anticipated that pace of construction and repairs will pick up in the next fiscal year due to the groundwork already done by the SPO.
4. EMIS and PMIS are nearly fully functional at the state and district levels, with the exception of Lahaul-Spiti. Yet monitoring, evaluation and research remain relatively weak and require further strengthening. The state has recently set up a Research Advisory Committee to promote research and evaluation.

5. **Recommendations of the team to the state for the next phase of implementation include: (1) accelerating the pace of curriculum and textbook development; (2) developing a strategy to address issues of sustainability, including strengthening links of the DPOs and DEOs, institutionalizing the responsibilities devolved to the communities, ensuring that necessary posts created under DPEP become permanent, and continuing staff development of BRCs and CRCs; (3) improving the pace of civil works by streamlining clearance procedures for large civil works and providing alternative funding sources for site specific constraints; and (4) activating Education Technology cells/departments in the SCERT and DIETs to develop expertise in the state and districts in the field of distance education and training in distance modes.**

DPEP SEVENTH JOINT SUPERVISION MISSION
(14 March to 27 March, 1998)

HIMACHAL PRADESH STATE REPORT

INTRODUCTION

1. The seventh joint supervision mission team comprising Dr. K. Gopalan (GOI) and Susan Hirshberg (WB) visited Himachal Pradesh from March 16-20, 1998. The team had a wrap-up meeting with the State Secretary of Education, the Mission Director, the State Project Director (SPD), and SPO staff on March 20 where the main findings of the team were discussed and agreed.
2. The team was initially briefed by the Mission Director, SPD and SPO staff before departing for Sirmour district. Accompanied by the SPD and DPO/Sirmour as well as other SPO/DPO staff, the team spent three days visiting schools; meeting with BRCs, CRCs, DIET staff and VECs; participating in a Maa-Beti (mother-daughter) mela; discussing project implementation and evaluation with NGOs, teachers and parents; and attending teacher training sessions and curriculum development training. The team also had an opportunity to interact with many students, and to meet with the Deputy Commissioner for extensive discussions. On the last day, the team was briefed on other DPEP district activities. The team would like to extend its sincerest thanks to everyone for their diligent preparation, generous hospitality, open and frank discussions, and kind consideration.

GENERAL OVERVIEW

3. Himachal Pradesh is a distinctive state facing challenges not found in others: the difficult terrain and varying climates make project implementation in each of the districts unique. Despite the difficulties, the state and district project offices have made great headway in many areas critical to successful implementation of DPEP. State and district officials are to be particularly commended for strong evidence of the following: (i) wide and solid awareness of DPEP and its goals throughout the system and into the communities and schools; (ii) well mobilized communities and trained VECs, already actively participating in school management and improvement schemes; (iii) gaining strong support from teachers and an enthusiastic response to their initial trainings; (iv) introduction of teaching and learning materials (TLM) into most schools with a positive impression on students, parents and teachers; and (v) beginning to build support systems for teachers through establishing and training BRCs and CRCs. Furthermore, in December 1997 Himachal Pradesh passed a Compulsory Primary Education Act in the state legislature, thereby making primary education mandatory, and obliging the state to provide services to all children effective from April 1, 1998.

4. Pedagogical renewal and involvement of all stakeholders have been the primary focus of the SPD and DPOs until now which the team highly commends. Attention has also been paid to collecting data and participatory micro-planning for general planning purposes. These activities have formed a strong base from which to implement other components of the project. Although expenditure lagged in 1997-98, the state is now in a position to move more quickly in other areas such as civil works and institutional capacity building. For the next year, the SPO plans to continue deepening the impact of the work so far done, to accelerate construction of buildings to house the institutions that will support teachers and schools such as BRCs and CRCs, and continue the intensive level of ongoing training.
5. The team agrees with this approach, but would like to highlight the need to continue improving the capacity of the BRC and CRC staff to carry out their jobs. Of particular concern are the vacant CRC positions and the decision not to sanction all that were proposed, resulting in each CRC overseeing 30-36 schools; the lack of female staff at the BRC and CRC levels, and a lack of long-term commitment or understanding of the role of the BRCs and CRCs among existing staff since they are all on deputation into these positions. The team recognizes, however, that many of the staff have been newly appointed and will need time to adjust to their new roles. It also appreciates the state's intent to fill the vacant CRC positions and have them fully staffed by mid July, with particular attention to finding suitable female candidates. The team also recommends that the state sanctions more posts as originally requested to ensure an appropriate ratio of CRC staff to schools. A second concern is the pace of curriculum revision and textbook renewal, which at the current rate of development, would not be fully implemented with new books in schools and teachers trained in their use by the end of the project.

IMPLEMENTATION OF THE RECOMMENDATIONS OF THE SIXTH JSM

6. The state has initiated action on all the recommendations of the sixth JSM. The enrolment campaign has succeeded in achieving near 100 percent enrolment in all four DPEP districts, with the exception of severely handicapped children for which a strategy to address is currently being developed. As recommended by the sixth JSM, a comprehensive retention strategy has been developed, which includes strengthening VECs, PTAs and MTAs; undertaking civil works on a needs basis (community construction, repairs, electrification, toilets and water supply); establishing ECCE centres; providing free books to children of disadvantaged groups (SC, ST and girls) as well as other economically disadvantaged children; and sensitizing teachers to student attendance and individual needs through training. Professional development of teachers is currently under way in the implementation of the first training module through the DIETs and BRCs, developed through several participatory workshops at the state and district levels. All teachers will have attended the workshop by May 15, 1998. A second training module on multigrade teaching is nearly complete, and training would begin in July.

7. A strategy for establishing ECCE centres across the DPEP districts has been drafted. The SPO is co-ordinating with existing Anganwadies and the ICDS program to avoid overlap and ensure complementarity. It is proposed that the same qualification and pay scales of the ICDS program will be adhered to, and to give each centre a once-off grant of Rs. 6000 for materials. The state proposes to open 308 centres during the year, including 25 each in Sirmour and Lahaul-Spiti districts and 50 in Kullu district to be increased at a later date, and 208 in Chamba district. Sites selected to establish ECCE centres have been linked to girls' enrolments in the community.
8. Curriculum renewal has continued with Class I nearing completion, and Class II scheduled to begin in May. Textbook renewal for both Class I and II is expected to be completed by December 1998, for books to be trialled in selected schools in 1999. If successful, they will be distributed to all schools for the 2000 academic year. The team hopes to see further acceleration of the curriculum and textbook renewal process to ensure that all primary level textbooks would be in schools, and teachers fully trained in their use by the end of the project.
9. The SPO is in the process of developing a plan to strengthen evaluation and impact assessment capabilities. At the state level, evaluation personnel have been hired and the TSG is currently providing support to various evaluation activities. Eleven research proposals for studies were developed, of which three were approved and forwarded to the DPEP Bureau for information. The remaining eight are being finalized. At the district level, NGOs have been employed and qualitative surveys developed to monitor the impact of DPEP interventions on enrolment, retention, parental involvement, student achievement, and teacher improvement. The SPO intends to further strengthen the evaluation cell.

PLANNING PROCESS AND MANAGEMENT

0. There is considerable evidence of decentralized planning and management at the district and sub-district levels. Decentralization across the DPEP districts has focused on the VECs, which have been formed and trained for 871 out of 945 schools, involving them in school mapping exercises and conducting household surveys to identify out-of-school and special needs children, as well as economically disadvantaged children requiring subsidies in order to attend school. The remaining VECs will be established and trained by the end of June. Teachers are all receiving Rs. 500 annually for materials development and purchase, and the VECs are empowered to utilize the annual Rs. 2000 grant for school maintenance and improvement, and to oversee construction of buildings, toilets, and electrification.
1. The planning process for the AWP & Bs has been highly participatory. Individual school plans are developed by the VECs and sent to the district to be incorporated into the district plan, which is then forwarded to the SPO. The

SPO makes suggestions for cuts or changes in priorities, and sends it back to the districts for further refinement. Himachal Pradesh has taken the initiative to complete the process on its own, although still eligible for assistance in appraisal from the TSG. The state is currently waiting for comments on the draft AWP & B from the DPEP Bureau.

12. PMIS and EMIS core staff are in place at the state and district levels with the exception of Lahaul-Spiti district. Since there are difficulties in finding qualified personnel to staff the EMIS cell in Lahaul-Spiti -- even after having lowered the qualifications -- the team would recommend the SPO takes alternative actions, such as identifying a potential candidate who could be trained for the position. In the short term, the SPO should consider contracting an individual to assist with the reports currently due. District EMIS reports for 1996-97 for Kullu, Chamba and Sirmour districts have been completed and sent to the DPEP Bureau. Data have been collected from Lahaul-Spiti, but due to inclement weather, have not yet reached the SPO. It is anticipated that the report will be completed by April 15. For 1997-98, data entry is nearly complete for two districts, and data are being compiled in the other two. Reports for the first two districts would be finalized by mid May, and for the remaining districts by mid June.
13. Himachal Pradesh provides a strong case for further decentralization to the district and sub-district levels due to the difficult terrain and accompanying climatic variation. Decentralization is strongly supported by the state and districts, yet the process is impeded due to communications constraints. The team recommends that a communication and networking strategy be developed which includes the use of appropriate technology.
14. With regards to management, SPO and DPOs are in place and working efficiently. The DC and DPO in Sirmour district have suggested that an Assistant DPO position be considered to better support specific activities in the areas of social development, special education, retention campaigns for girls and qualitative evaluation, as well as for providing general support to the CRCs. The State Resource Group has been constituted, and consists of district representatives who form a loosely structured District Resource Group.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

15. Although the majority of key posts have been filled recently and efforts to finalize the hiring process are under way, difficulties placing quality personnel persist for the state and districts. The SCERT has been strengthened to develop its capacity in teacher training and capacity building of DIETs. The SIEMT functions are going to be absorbed into the SCERT, and it is developing its capacity to serve as a research centre for assessing achievement and identifying constraints to reaching MILLs. The process to fill the ten positions to do this has been started, and staff should be in place by July. Considerable training of relevant staff has been provided in all other areas.

16. At the district level, the DIETs have produced institutional development plans, and several key staff have been hired to support pedagogical improvement. A particularly commendable innovation is the requirement for all DIET staff to spend at least two weeks teaching in primary schools to strengthen their own understanding of school level realities to better improve the in-service teacher training. Furthermore, each DPEP district is responsible for developing interventions for specific content areas of TLMs, targeting special needs groups, developing teaching aids, and teacher training.
17. At the sub-district level, the BRC and CRC staff have been recruited and recently placed. The BRCs have received training from SCERT and the DIETs, and are actively engaged in the ongoing teacher training and module development process. The BRC and CRC-adopted schools have become model schools that teachers are encouraged to visit, and provide evidence of significant impact in the classroom in terms of visual aids and use of interactive teaching methods. The team commends these efforts, and would like to see a full evaluation of the impact on achievement and retention/transition conducted after an appropriate interval, such as the DPEP II mid term review. With regards the CRCs, the team is pleased to find that a number of positions have been filled and the CRCs are becoming active in supporting teachers in development and use of TLMs and activity-based learning. However, as mentioned in the General Overview, the team would like to highlight the need to continue improving the capacity of CRC staff to carry out their jobs. The team strongly recommends filling the vacant CRC positions, sanctioning more posts nearer to the amount originally proposed, and focusing on hiring qualified female staff; strengthening the staff development plan to create a better understanding of the role of the CRC; and addressing issues of sustainability of the institution and staff by making the posts permanent rather than by deputation.
18. Decentralization to the community and school level will ensure long term sustainability of DPEP efforts. There is evidence of solid working relationships between the Panchayati Raj and the VECs, and between the VECs and the teachers. Parents and teachers expressed strong commitment to the DPEP goals, and full ownership of their role and responsibility in the process. The team has some concern as to whether the VECs and teachers perceive their current empowerment merely as a function of DPEP, and whether the motivation will be sustainable without project support. The team recommends that the state and districts develop a strategy to institutionalize and legalize the powers and responsibilities that have been delegated to the local and school levels by the end of the project, and further strengthen the links between the DPO and DEO to ensure sustainability beyond the project.

PEDAGOGICAL RENEWAL

19. Himachal Pradesh education officials envision the pedagogical renewal process under DPEP as fostering child-centered, interactive learning processes to ensure achieving universal primary education, increasing retention and improving learning outcomes. The focus thus far has centered on teacher training and developing TLMs. At the time of the In-depth Review, state and district offices were in the process of being strengthened to impart the required training for teachers. Currently, the first teacher training module has been completed, and all teachers will have attended this first round by the end of May. Those teachers interviewed expressed considerable satisfaction with the content of the training. The second module in the series focuses on multigrade teaching. It is being finalized and would begin implementation in July. NGOs have been contracted to monitor the impact of the trainings in the classroom. TLMs developed under the project can be found in nearly all classrooms and teachers have been trained for a minimum of one day on their use. They have proved to be very cost effective, and are seen to be a positive contribution to the learning environment by students, teachers and parents.
20. At present, progress has been slower than anticipated on revising the curriculum and textbooks to reflect the new pedagogical approach. As discussed earlier, the team is concerned that at the current pace, the curriculum for the primary cycle would only be completed in the year 2000, and books for the upper levels in schools in the last year of the project. It is critical that the curriculum and textbook renewal process is accelerated to ensure that all primary level textbooks have been in schools, and teachers fully trained in their use by the end of the project.

AUGMENTING INFRASTRUCTURE

21. In civil works, most positions have been filled, construction of schools has begun in all four districts with the involvement of the VECs, bidding documents for six BRCs have been sent to the DPEP Bureau for approval with two more to be sent by the end of March, construction of one BRC has started, and a call for bids for one more will be advertised shortly. The quality of the construction appears to be very good and well supervised by the VECs, repairs are proceeding well, and MoUs for electrification, toilets and water supply -- although slower than originally anticipated -- have now been signed and the work begun.
22. The team noted common delays in receiving necessary clearances for larger civil works such as the BRC and CRC buildings, which delayed project implementation. This resulted in low levels of expenditure, which caused some concern at the national level. These problems have largely been resolved and implementation should pick up over the next year. Further delays are caused by inclement weather, particularly in Lahaul-Spiti, as well as difficulties with transporting construction materials to remote sites. Finally, there are specific cases where civil works cannot be implemented due to issues

with the sites, such as the need for constructing retaining walls or to level the ground. The team recommends that the SPO seek convergence with other programs to augment the current cap of spending for school construction for special requirements to cope with the terrain on a case-by-case basis. Himachal Pradesh provides ample scope for innovative experiments in civil construction.

SPECIAL FOCUS GROUPS

23. In Himachal Pradesh there has been an historical emphasis on the education of girls and tribal children, and enrolment gaps have been less of an issue than in other DPEP states. The SPO and DPOs conducted an in-depth household survey to determine the number of out-of-school children and document the reasons so as to design appropriate interventions. Intensive enrolment campaigns -- including travelling puppet shows and melas -- and training of VECs and teachers have resulted in near 100 percent enrolment since September 1997, with the exceptions being severely handicapped children. Special schools are now being established for these children, and should be functional by the end of 1998. Kullu district DIET is developing interventions and teacher training that will be shared with other districts for children with mild disabilities who are now mainstreamed into schools. Under DPEP, Himachal Pradesh distributes free textbooks to all girls, SC and ST children. The state also is providing textbooks and mid-day meals to children of economically disadvantaged families who may be at risk for low enrolment or dropping out. Upon completion of the project, the state intends to continue these subsidies in order to ensure solidifying enrolment gains.
24. Although female enrolments are relatively strong in Himachal Pradesh, teachers and district officials themselves perceive that girls participation in school (attendance and achievement) lag behind boys. An NGO has been commissioned to evaluate girls participation in education to identify the social, economic and in-school factors which impede enrolment, retention and achievement. Also regarding female enrolment and retention, ECCE centres are being established in those communities where female literacy rates and girls enrolments are lowest.
25. The team would like to note that although there is a relatively small gender gap in schools, and female teachers occupy 40 percent of the teaching force, there are few women in position at the BRC or CRC levels. It is essential that more qualified women are recruited to provide role models, as well as ensure female teachers are willing to interact freely with their supervisors and trainers.

MONITORING, EVALUATION AND RESEARCH

26. Monitoring, evaluation and research still remain relatively weak and require more strengthening. EMIS and PMIS systems are nearly fully functional at the state and district levels, except in Lahaul-Spiti, but are still under-

resourced to be able to utilize the data efficiently. Training is required for state level professional staff, and the evaluation cell has identified the need for two more posts for data entry staff. The state has proposed to hire a consultant to oversee co-ordination of monitoring and supervision activities. It has also set up a Research Advisory Committee to promote research and evaluation. The team supports both these proposals, and suggests working with the Department of Education at the University of Himachal Pradesh. It would be advisable that this committee is chaired by the State Secretary of Education.

MISCELLANEOUS

27. In DPEP, it is a requirement that each state contribute 15 percent towards project costs, and that this 15 percent is deposited upfront against the allocations in the AWP & B. For the first half of 1997-98, Himachal Pradesh contributed only 8.82 percent, and the remaining funds towards the end of the financial year. The state has agreed to deposit the 15 percent for 1998-99 within 30 days of finalizing the AWP & B this year, and will send confirmation of this to the DPEP Bureau.
28. One reason for low expenditure in 1997-98 resulted from delays in implementation of civil works. District officials indicated that the cause of the problem was a lack of understanding of procurement procedures at the district level. Some procurement training took place in August 1997, and project activities picked up. DPOs have requested more training for the relevant staff, and the SPO has agreed to co-ordinate this.
29. The team noted that the General Council (GC) of the project under the chairmanship of the State Chief Minister has not met, and recommended that a meeting be convened as soon as practicable. The state agreed to hold a GC meeting within a month, and to meet at least once a year in the future to provide further impetus to program implementation.

NEXT STEPS

30. The team recommends accelerating the pace of curriculum and textbook development to ensure that by the end of the project all primary level textbooks are in schools, and teachers fully trained in their use. State and district staff involved in the process have agreed that they will develop a concrete plan for this component of the project, and will request any necessary assistance if required.
31. The team acknowledges that DPEP in Himachal Pradesh is still in the early phase of implementation, however there are some concerns about future sustainability of project gains. For example, many project activities are being implemented outside the district education systems and the majority of positions are filled with staff on deputation. The team recommends that the state develop a strategy to ensure sustainability, with particular focus on the following: (1) strengthening the links between the DPOs and the DEOs; (2)

beginning the process of institutionalizing and legalizing the responsibilities delegated to the local and school levels; (3) evaluating the structures and positions created under DPEP, and ensuring that those which will continue are filled with qualified staff posted on a permanent basis; and (4) planning for continued staff development for BRCs and CRCs to deepen their ability to understand and perform their jobs.

32. Civil works progress was slower than anticipated in 1997-98, but the team is confident that construction and repairs will pick up during the next fiscal year due to groundwork already done by the SPO. However, it is recommended that two issues be addressed over the course of the next six months to ensure better implementation: (1) the state should have funds made available to address specific problems related to construction due to the difficult terrain (i.e.: higher transportation costs and the need for retaining walls or ground leveling); and (2) clearance procedures for larger civil works and architectural plans should be streamlined to avoid delays such as evidenced over the last year.
33. There is currently little expertise in the state or districts in the field of distance education or distance modes of training. The team recommends activating Education Technology cells/departments in the SCERT and the DIETs, as included under DPEP II. Assistance and training which the state may take advantage of are available through the CIET and IGNOU.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

KARNATAKA STATE REPORT

EXECUTIVE SUMMARY

1. The DPEP activities in Karnataka are moving along a very positive and progressively improving pathway. The state has given priority to educational – pedagogical renewal with a very strong focus upon equity issues linked to female participation and that of the SC/ST populations. There have been many impressive innovations in the area of teacher training, materials development and dissemination. This is particular the case with alternative approaches and inclusion of NFE programmes.
2. The overall management and planning is attending well to the project implementation demands of the programme but great attention will have to be paid to the strategic demands. This will require a more effective linkage of the Information Systems and Management practices.
3. Civil works will require greater attention and efforts are needed to link the VECs to the building processes. Engineers and workers will require training to ensure the quality of DPEP III buildings.
4. The outstanding issue is how to effect the transition from community participation to community ownership. A high degree of community participation was noted and significant effort is needed to achieve the transition to community ownership. This could be facilitated by conversation among the DPEP Bureau, State Project Office and District

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

KARNATAKA STATE REPORT

INTRODUCTION

1. This mission took place between the dates 15 – 20 March 1998. The Seventh joint supervision mission consisted of Prof. N. K. Ambasht (GOI), Tom Welsh (DFID). The Education Secretary, Education Commissioner and the State Project Director initially briefed the team. Other members of the SPO staff supported the SPD's presentation. A three-day visit was made to Raichur District and the details are shown in annex 1. The team had adequate opportunity to interact with representatives of all stakeholders involved in the DPEP programme. On returning to Bangalore the team had a wrap up meeting with the same actors who participated in the initial briefing. Included in the final briefing was a session with the architects commissioned for DPEP2 district building programme.
2. It is accepted in many instances the goals of DPEP will not be fully implemented and institutionalised within the DPEP timeframes. Given this situation every effort will be made by all involved to achieve as much as possible within timeframe and resources available DPEP.
3. The Supervisory Mission was made possible due to the efforts and co-operation extended by the following person; Mr. Madhu, Education Secretary, Mr. Sanjay Kaul, Commissioner Education, Mrs. Anita Kaul, Director, SPD Directorate, Mr. Raju, Admin. Officer, Mr. Nanjappa, SPO, Mr. Swami, DDPI, Raichur, Mr. Gaurav Gupta, Chief Executive Officer, Raichur.

GENERAL OVERVIEW

4. The DPEP1 activities as illustrated by the visit to Raichur district were very positive and indicate a major movement forward. The most positive areas where:
 - Educational – Pedagogical Renewal
 - Work with VECs and Women's groups at the village level.
 - Gender work and increasing the participation of girls.
 - The development of alternative materials and methods

This reflected the DPEP's view that Educational Renewal is the priority.

5. The second group of activities requires review.
 - The Work with SC/ST groups is now taking place to an increasing extent but more effort will be needed if the DPEP goals are to be realised within the time frame of the project.
 - In conjunction with the work with SC/ST there is a need to increase the commitment to alternative education options, especially NFE.

6. The team recommends that
 - That greater use is made of NGOs.
 - The SPO should use the contracting authorities already available within the guidelines provide by DPEP Bureau.

7. The third group of activities needs more thorough review
 - Civil works requires a much more effective and efficient supervisory capability. This applies to the three aspects of design, implementation and quality of finish.
 - The first phase of civil works has not been adapted to the pedagogical needs of the school and training centres. This is being addressed in DPEP2 designs New school, BRC and CRC designs have been commissioned for DPEP 2.
 - Information systems are the basis of effective and efficient planning and management. It is apparent that the current PMIS and EMIS are not being used except as a reporting tool, parallel systems are in place or are being put in place in conjunction with the State..
 - Planning is limited to project implementation and not to programme management.

8. It is recommended:
 - That ways be explored to include the VETCs in this process of construction and quality control.
 - That the DPEP office contract engineers/architects who provide the relevant training to engineers and workers.
 - That more policy and strategic decisions needed to be devolved to the SPO and the districts so that the State can be more effective in respect of strategic planning.

9. Moving from the current mode of community participation to community ownership may take longer than planned due to the complexity of the operations involved. Greater effort is needed by the SPO to achieve this within the timeframe of DPEP. The DPEP Bureau, SPO and the District executive Office may wish to address this issue..

IMPLEMENTATION OF THE SIXTH JSM

10. The following table reflects the sixth JSM's functional areas and recommendations.

Functional Area	Recommendation of sixth JSM	Karnataka Comment
Decentralisation	Rationalisation of VEC training and community based micro-planning to be able to cover more villages within existing human and financial resources.	Micro-planning Piloted in VECs using other VECs as instructors
	Identification of any further responsibilities which can be handed on to district and block levels together with appropriate training and facilities need to be provided.	DICs handling procurement upto Rs 10.00 lakhs DIC planned , implemented and monitored all civil works SPO handling development of further training modules
Institutional Development	Establish a staff development programme for DPEP and DPEP related staff to improve management skills as the programme develops and additional or replacement staff are brought into the team	A 3 day training design has been developed in-house to train the educational administrators and all DPEP district administrative staff.
Social Development	Assessment of impact of current differentiated tribal , ST/SC education initiatives	NFE initiatives are in place and more being developed Rishi Valley approach being adapted for tribal areas in DPEP2
Pedagogical renewal	Scope and sequence of holistic learning improvement strategy	Integrated methodologies demonstrated at BRCS, CRC, and classrooms. Challenge of content and professional improvement requires attention.
	Accelerate preparation and production of quality textbooks especially for classes 1-4	Lang./EVS/ Maths 1-4 in Kannada, Marathi and Urdu. For grades 1-2 in Telegu and Tamil
	Consolidate development of more differentiated learning materials, including for self-learning and alternative schools.	Greater use being made of alternative media for classroom and community communication.

Functional Area	Recommendation of sixth JSM	Karnataka Comment
Research, Evaluation and Impact assessment	The identification and study of programme specific issues related to impact of activities.	
	Facilitate building capacity for action research in the States together with the devolution of research and evaluation activities to support decentralised planning and management (para 74)	The following action has been taken by the SPO: Increased co-operation with RIE, Restructuring of DSERT to handle research, Upgrading the DIET to include thr functions of research
	Support more research that will be disseminated to the academic community (para 74)	The SPO is focused upon action research rather than strict academic. It is recommended that the SPO establish a research advisory group to ensure the quality of research produced.

PLANNING PROCESS AND MANAGEMENT STRUCTURE

Planning

11. There is a low level of strategic planning but a high quality of project planning and implementation. Project implementation is well executed as indicated by the school renewal and VEC activities.
12. The local planning training provided has been project planning rather than strategic planning. This is particularly evident in the civil works component. The SPO view is that strategic planning remains a central activity. This may be a perspective unique to Karnataka. The mission recommends that the SPO is free to conduct strategic planning within the DPEP guidelines.

The Planning Process 1998

13. The preparation of the 1998 plan is a product of consultation at all levels of the system. The SPO and the Centre have discussed and agreed upon the institutional development and the priorities of the educational renewal targets. These have also been addressed with the BRC, CRC and VEC levels. This integration of planning is well illustrated by the civil works plans for 1998 where the new designs and contracting processes have been agreed. The central concern is that there needs to be a greater emphasis upon strategic reflection within the planning process leading to innovatory responses by the SPO and the State offices. The State and SPO officers are well aware of this

need. In respect of the Planning appraisal responsibilities the SPO could benefit from further guidance and /or training.

Management

14. The outstanding question is that of community ownership of the management system. Greater efforts and investments need to be made to achieve the effective and efficient transfer of management authorities to the civic structure at each level from the State to the Gram Sabha and then to the VEC.

Finance

15. The financial progress is reflected by the release of 91.28% of the funds available to the SPO. There is increased efficiency in this area. It is clear that the agreed state contribution is being made and included in annual budgets. Discussion at the village and school level confirmed that the VEC grants and the teacher materials grants are being disbursed.

Convergence

16. The DPEP programme current runs parallel to the existing structure. It is intended that DPEP districts will be fully integrated with the State by the end of the DPEP. Between now and 2002 there must be effective implementation of progressive plan to ensure that the systems are fully integrated. A strategy for integration needs to be initiated and implementation started as soon as possible if the targets are to be met. The State and The DPEP office are now addressing this.
17. While the DPEP bureau has recognised the critical importance of a working EMIS for effective management it may now be time to further adapt the system to State needs.
18. It recommended that
 - The EMIS must be adapted to the emergent priorities and needs of each level of the State operations.
 - Management training has to include an understanding of the information system and the capacities need to use it for planning and management at each state level.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

19. There are two main streams of institutional development being tackled in Karnataka as shown below.

People's Participation Structure

20. This consists of the Governing Council, District Implementation Committee, Block Implementation Committee and the Village Education Committee. At the VEC level activities include village level microanalysis and school participation implementation. In the village education committee of Jinnapur the chairperson was female and a member of the Gram Sabha.
21. The sustainability of the functions of management needed to ensure the innovations of DPEP must be addressed.. Whether or not the deliberative function will be linked to a policy and strategic planning function particular at the block and district levels, is not clear. Efforts must be continued by the SPO to ensure that the sustainability is achieved.

Technical Resource Structure

22. This consists of three levels. The first level consists of DSERT, RIE, IIM, ISEC, and ATI. The team was unable to visit these centres due to the pressure of time and travel. However, discussion suggests that a much greater effort is needed to establish institutionalised relationships at this level. The current plans focus upon strengthening the DSERT by restructuring. This has been discussed and agreed with the State. The restructuring will add the following units; Science and mathematics, Educational Technology, MIS, Languages and Social Sciences, Planning and management, Research and evaluation, ECCE and education for socially disadvantaged, Curriculum and text book bureau, Teacher. Since the DSERT will have a Management Unit it is not intended to create a SIEMT in Karnataka.
23. In addition to the institutions named above relationships are being established with the following NGOs that focus upon school renewal; BGVS, Myarada, CLR Pune, CRY, RVEC, Suvidha.
24. Level two consists of the DIET, BRC and CRC. The team visited each institution. The overall impression is that the BRC and CRC combination is working well in the areas of educational renewal via teacher training. The DIET was the least impressive and considerable effort would be needed to incorporate this institution into the framework. A three part development plan is needed for the DIET – first, physical planning, second human resource planning and development, and third, student selection procedures for pre-service and in-service teacher training . The goal of the DIET must be to establish a centre for academic excellence in the district and serve as a model for the BRCs, CRCs and the schools.
25. The third level is the school and NFE network. Here the examples visited ranged from the very good to the mediocre. The quality is determined in the first instance by the motivation and commitment of the teachers as supported by the VECs. The current system of teacher promotion and recognition does not support innovatory and creative teacher. This is a systemic fault and must

be addressed to safeguard the longer term gains of DPEP reform. The mission considers that some more thought has to be given to this issue at the state level.

26. The team recognises and endorses the priority give to Educational Renewal and Third Level institutional development by the Karnataka SPO. Institutional Development at the other two levels will take time but greater efforts should be made to achieve this within the DPEP timeframe.
27. It is recommended that
 - Next year increased attention is given to integrating the Second level institutions – DIET, BRC and CRC.

PEDAGOGICAL RENEWAL

28. The overall impression of the Raichur district is positive. The work being done with teachers in the areas of methodology and materials development and use is most impressive. However, it is recommended that investment be made in the areas of teacher's command of content and professional development. This is essential if the social and political objectives of decentralisation of education are to be achieved.
29. The development of teaching and learning materials is taking place at the BRC and CRC levels and disseminated via ongoing teacher workshops. A textbook programme has supported this for student and teachers, where books have been prepared for Kannada, Mathematics and EVS. In 1996-97 these were supplied to grades 1 and 2 and are proposed for grade 3 in 1997-98. For minority populations, Urdu, Marathi, Tamil and Telegu textbooks for classes three and four are now in preparation.
30. For NFE the state adapted Kushiyo Kushi from Madhya Pradesh. These materials are now ready for use in the NFE centres.

Supplementary materials and Libraries

31. To date eighteen issues of the wall newspaper, Kali Nali, serving grades 1 through 4, have been published and distributed to all schools. Supporting this is an anthology of poems, stories, rhymes and riddles, games and songs drawn from the regional oral traditions. This is being prepared as an audiocassette and booklets. Provision has been made for the establishing of school libraries.

Teacher Training

32. A teacher training structure has been established using DSERT, DIET, BRC, and CRC. The main institution for training is BRC. To date the BRCs are established in 40 blocks and have trained almost 50% of teachers. During 1997 the CRCs were established and 339 co-ordinators appointed.

AUGMENTING INFRASTRUCTURE

Civil Works / Space Management for Education.

33. Civil works has been viewed exclusively as a construction demand. Building plans were brought in from Maharashtra and building constructed without due concern for the pedagogical implications and environmental conditions. There are already problems appearing in the new buildings. There is little that can be done to remedy these matters within DPEP I activities.
34. The lessons of this experience have been learned by the SPO to some extent. New pedagogical and environmentally relevant building designs have been prepared for DPEP II districts. However,, the essential features of Quality control in planning and construction still require attention. Engineers will need to be trained in order to execute these new designs to the required standards.
35. Second, serious thought has to be given to include the VECs in the *process* of construction, quality control and maintenance and how they will be enabled to understand the medium to long term implications of construction and space management for the life of their community. A VEC guidebook has been prepared but requires considerable review. The SPO is taking steps to remedy this need. It is recommended that the SPO seek engineering and architectural assistance on these matters. At the same time a policy decision has to be made about the role of the VEC in the field of civil works and space management. It is the view of the team that insufficient attention has been paid to these concerns.
36. The principal goals in this area are, first, ensuring that there is well designed and management space for education at the village level, Second, that the community realises that the building is theirs, they own it. This provides a foundation for all other aspects of community ownership that DPEP may want to develop with the constitutional provisions for decentralisation.
37. The team recommends that the SPO provides for the following.
 - The training of engineers for effective quality control of planning, construction and maintenance.
 - The training of engineers in methodologies for effectively working with communities.

SPECIAL FOCUS GROUPS

38. Karnataka's focus is upon children out of school coupled with gender, tribe and caste. Innovations have been made in respect of NFE and alternate forms of education. In the district visited there was reassuring evidence of an increased address of the needs of the working child by alternative approaches and timetabling. The team is of the strong opinion that the goals of these activities constitute profound social changes. The SPO and District teams are

advised to find ways of accelerating efforts to advance as far as possible during the timeframe of DPEP.

39. The SPO Programmes may be divided into two main groups.

Teaching Activities

40. The activities have focused upon the development, improvement and dissemination of teaching materials coupled with the training of teachers. These include readers, teaching material and teaching via micro-planning. Together with these activities there is an anganwadi programme that frees young girls from sibling care so that they can attend school. In future it is anticipated that the NFE and alternative educational programmes will play an increasing role in this area and pay special attention to the needs of the SC/ST and 9+ girls.

Media & Communication

41. DPEP has utilised the Kala Jathas to significant effect. The major innovation here is that it is the local teachers who develop and deliver the dramas. These dramas are directed to the issues of the role of women, educational participation by all, and the empowerment of the village. The team was highly impressed by then impact of this activity and the creativity and dedication of the local teachers. Wider use of this approach is advocated for special focus group concerns.
42. Other communications initiatives using audio visual technologies, wall newspapers, and film have been used or are in the process of development.
43. The team has become increasingly aware of the need to incorporate the use of the available audio-visual communication technologies in order to reach larger audiences more quickly and effectively.
44. The team wishes to register strong approval of these activities.

MONITORING, EVALUATION AND RESEARCH

45. This is an area where very considerable effort is called for. An information based management culture must be established at all levels especially at the State and District.

The concerns touch three dimensions.

46. First, the existing information systems do not effectively serve decision making, management and administration at each level of the system from schools to districts, to states to the centre. Inadequate Information systems inhibit the capacity to plan, monitor, implement programmes, conduct research and effect good communication. Second, the DPEP programme requires

process monitoring and evaluation rather than conventional project target based evaluation. School renewal, cultural change, equity issues are process based and need to be monitored and evaluated accordingly. Third, the research capacity and capability available to the DPEP programme is currently inadequate. At the same time there should be no let up in developing the capabilities of the DSERT and DIET. The skills related to these three areas of concern are secondary to the establishment of good management

47. The team recommends:

- That greater be made in the short to medium term of external and competent bodies to assist in this area.

48. No matter how successful DPEP is in responding to these three concerns little will change until there is a new management culture. This culture will use the Information System, the findings from the monitoring and evaluation and the research results to inform policy making, strategic planning, operational activities, communication and accountability.

49. The team recommends :

- The provision of management training and formation that addresses the above issues in a framework wider than mere project implementation concerns. This training must focus upon the link between the creation and use of timely, accurate and reliable information and decision making.

NEXT STEPS.

50. The team recommends that during the next six months:

- That the SPO should continue with the strategic priority of the educational-pedagogical renewal activities..
- That the SPO make greater use of NGOs and the SPO should freely use the contracting provisions issued by DPEP Bureau within the guidelines of DPEP.
- That the SPO the implement management training and formation that addresses the wider the strategic planning dimensions of DPEP of creating a information based management culture especially at the State and District levels.
- That the SPO provide engineers with training focused upon effective quality control of project planning, construction and building maintenance.
- That the SPO provide engineers with community activity-communication skills
- That the SPO in conjunction with the DPEP 2 commissioned architectural companies, provide skills training to engineers and artisans in support of the new technologies.

Appendix

LIST OF SCHOOLS VISITED AND PERSONS CONTACTED

17/03/98	LPS, Halelingapur (DPEP), Koppal Block	Smt. Subhadramma Smt. Indira	Teacher Teacher
	Z.P. Engineering Division, Koppal	Sri. Hanumantaiah Sri. Nayak	Executive Engineer Asst. Engineer
	HPS, Hosalingapur (non DPEP)	Sri. Sharnappa Sri. Shashikal Sri. Tigari	Teacher Teacher Teacher
	BRC, Koppal at Hitnal	Sril Hungund Sri. Sangappa Hugar Sri. Havale Sri. Sharnappa Gudur Smt. Shivaleela Sri. Upadhya Sri. K Basappa	Co-ordinator Resource Person Resource Person Resource Person Resource Person Resource Person Resource Person Block Edn. Officer
	CRC, Kuknoor	Sri. Pattar Sri. Shingari Namadev Sri. Shrinath Sri. Shankarappa Ganji Sri. Shesha Giri Rao Kulkarni	CRC Co-ordinator Resource Person Resource Person BRC Co-ordinator Block Edn. Officer, Yelburga
18/03/98	LPS, Gosala Doddi (DPEP), Koppal Block	Smt. Manjula Sri. Shivaraj	Teacher Teacher
		Sri. Timmapur Sri. K Basappa	Inspector of schools Block Edn. Officer
	LPS, Kodadal, Koppal Block	Sri. Chitragar Raviraj	Teacher Teacher

18/03/98	BRC, Kustagi	Sri. S H Hiremath Sri. Kindri Sri. Noorbasha Sri. Hiremath Sri. Gorebal Sri. Aralgouda Sri. Lamani	I/c BRC Co-ordinator Resource Person Resource Person Resource Person Block Edn. Officer, Kustagi Block Inspector of Schools Inspector of Schools
	CRC, Gudagunta, Lingasugur Block	Smt. H L Veeramma Sri. Ashok Chincholi Sri. Rudraiah Sri. Krishna Sing Sri. A D Neelagund	Resource Person Resource Person Co-ordinator, CRC Block Edn. Officer Co-ordinator, BRC, Lingasugur
	KALAJATHA, Medanapur, Lingasugur Block	Sri. Shivayogappa Sri. Bajantri Sri. Shamarao Sri. Mehaboob Ali	Teacher Artist Teacher Artist Teacher Artist Teacher Artist
19/03/98	LPS, Jinnapur	Smt Basamma Sri Raja Sekar Sri Siddramappa Sri ChaguReddy Smt Usharani	VEC chairperson VEC VEC Teacher Teacher

The mission also wishes to thank the many villagers, adults and children, who patiently gave of their time and knowledge. Most important were the two drivers who patiently put up with the team's whimsical starts and stops.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

MAHARASHTRA STATE REPORT

EXECUTIVE SUMMARY

1. The pace of implementation and development is impressive. Decentralisation has been largely attained but a few grey areas need to be addressed. The SPO and DPO are functioning effectively and are fully staffed. Micro-planning has been completed and EMIS is now in place. The management structure at state level is now stable following the reconstitution of the General Council and Executive Committee. SMART-PT training for teachers has been provided on a large scale. Competency-based textbooks have been published and disseminated to the first and second grades and those for grades three and four are now ready: the efficient and effective Textbook Corporation is an asset to DPEP. BRCs and CRCs appear to be operating well, and the commitment and involvement of those VECs we met was exemplary.
2. The areas of major concern are as follows : the delay in civil works in respect of BRCs and MIEPA; the fact that the DIETs have yet to make a proper contribution to capacity building and pedagogical renewal; anomalies in the EMIS data and the failure to use these data in the redeployment of teachers; the need to identify strategies for moving beyond basic pedagogical training to the long-term transformation of teaching and learning practices.
3. We recommend that steps be taken to : end the delay in civil works in respect of BRCs and MIEPA; ensure that the DIETs make a full contribution to capacity building and pedagogical renewal; rectify anomalies in the EMIS data and use these data in the necessary exercise of redeploying teachers; continue the drive to improve classroom practice, and in particular give support to those teachers who by force of circumstance may feel they have no alternative but to revert to narrowly didactic teaching and rote learning; add to the existing programme of basic pedagogical training a more advanced component which discriminates different levels of professional skill, facilitates the shift to reflective and autonomous teaching, and encourages the more able teachers to take a leading part in these processes within their own schools; disseminate throughout the teaching force examples of good practice and information about opportunities and needs for alternative schooling.

4. In addition, the following specific agreements were reached with the SPO at the end of the visit. By June 1998 all teacher vacancies will be filled, subject to the availability of the Reserved category of teachers. The BRC construction stalemate will be resolved in three months and BRCs will be completed within six months thereafter. By 15th April 1998 the MIEPA refurbishment tenders will be floated and the works will be completed by December 1999. Repairs to the SCERT library building will be completed by December 1998, and construction of the women's hostel will be completed by June 1999. Discussions on DIET staffing, control and integration will be initiated with the State Government at the earliest opportunity. Core academic appointments at MIEPA will be negotiated with the State Government without delay. Training for educational administrators will be undertaken from April 1998-99. Monitoring mechanisms in addition to EMIS will be put in place during 1998-99. Issue-based orientation for VEC members will begin in July 1998. A Tribal Plan will be prepared by 15th August 1998 and this will include convergence with the Tribal Welfare Department.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

MAHARASHTRA STATE REPORT

INTRODUCTION

1. Two members of the Seventh Joint Supervision Mission, Dr. Nayana Tara (World Bank) and Dr. Robiin Alexander (European Commission) visited Maharashtra from March 17-20, 1998. The team held discussions with members of the State Project Office in Mumbai before departing for Nanded, on the border with Andhra Pradesh. Nanded is one of the state's five DPEP I districts. It has a total population of some 2.3 million, and its DPEP profile includes eight blocks, 175 clusters, 2269 primary schools and just under 10,000 teachers. The team also paid a brief visit to the DPO in Parbhani District and to MIEPA in Aurangabad on their return journey from Nanded to Mumbai. The Maharashtra programme now also includes four DPEP II districts.
2. The team held discussions at the State Project Office in Mumbai with the SPD and his staff, and with the directors of the State Textbook Bureau, MSCERT and MIEPA. In Nanded, where they were accompanied by the Joint and Deputy Project Directors, they met the District Co-ordinator/Chief Executive Officer, the Director and staff of the DPEP office, members of two VECs, and teachers and children in several schools. They held discussions with DIET staff. They observed non-formal education and visited the Kinwat tribal block where they observed and talked with staff and pupils on a Personality Development course for tribal children. They also met teachers and prize-winners at an exhibition of teaching/learning materials, talked with teachers and children at a school exhibition on mathematics and science in everyday life, and visited three establishments new or nearly completed, a BRC, a one-room school and a two-room school. At the end of the visit they had a final session with members of the SPO and with Maharashtra's newly-appointed Secretary for Education. (The full list of people met and places visited is included as an appendix to this report). The team wishes to thank most warmly all those who organised the programme, prepared the accompanying documentation, and participated in the discussions, and it wishes to commend the enthusiasm and dedication of all concerned.
3. This report summarises the team's findings and appends recommendations for action.

GENERAL OVERVIEW

4. The pace of implementation and development is impressive. The SPO and DPO are functioning effectively and are fully staffed. The micro-planning exercise has been completed and EMIS is now in place, though it has thrown

up anomalies which the SPO is aware of and is taking steps to correct. The management structure at state level is now stable following the reconstitution of the General Council and Executive Committee. SMART-PT training for teachers has been provided on a large scale. Competency-based textbooks have been published and disseminated to the first and second grades and those for grades three and four are now ready: the efficient and effective Textbook Corporation is an asset to DPEP. BRCs and CRCs appear to be operating well, and the commitment and involvement of those VECs we met was exemplary.

5. The areas of major concern are as follows:

- The delay in civil works in respect of BRCs and MIEPA.
- The fact that the DIETs have yet to make a proper contribution to capacity building and pedagogical renewal.
- Anomalies in the EMIS data and the fact that these data are not yet used to inform the redeployment of teachers.
- The need to identify strategies for moving beyond basic pedagogical training to the long-term transformation of teaching and learning practices.

IMPLEMENTATION OF THE RECOMMENDATIONS OF THE SIXTH JOINT SUPERVISION MISSION

6. Progress on implementing the reservations and recommendations included in the report of the Sixth JSM is as follows:

- Mechanistic tendencies in pedagogical renewal. Though the SPO has worked hard to discourage a mechanistic approach to competencies, they may have to guard against such an eventuality through a process of continuous monitoring and guidance.
- Institutional strengthening. At both state and district levels it is acknowledged that the DIETs are seriously underperforming in respect of DPEP. The shortfall in staffing is only part of the problem: they also need to be integrated managerially into the programme. MIEPA continues to function as a small, largely administrative unit which contracts out most of its training: this, in our view, is unsatisfactory.
- Alternative schools. These remain an underdeveloped element. No contract schools have yet been opened, and the expenditure per year, at Rs 243 per child, is markedly lower than in any other DPEP state. We believe, however, that this figure may in part reflect inconsistencies in the ways the different SPOs effect this calculation.
- Gender. At both state and district levels considerable progress has been made. A training module is mandatory within the SMART-PT programme. All schools are expected to display and conform to the 'ten commandments' on gender-neutral education. A sizeable proportion of women teachers working with the Sahyoginis appointed under MPP are now trained.

- Research/evaluation. Most of the studies referred to in the report of JSM6 have not yet begun, and their initiation and completion are an urgent priority.
- Pupil-teacher ratios. While this is outside the control of the SPO, the mismatch between school places and enrolments can be attended to and the SPO has made progress on this aspect.

PLANNING PROCESS AND MANAGEMENT STRUCTURES

7. The management structure at the State and District levels is now stable and functioning. Decentralisation has been largely attained but a few grey areas need to be addressed. Most of the key positions at SPO are filled, though a few vacancies remain. At District level there are also positions still to be filled. Upgrading of the position of Deputy Project Officer, and devolving more powers and responsibility from CEO to EO, and from EO to Deputy Project Director, will facilitate better decentralisation. Linkages with the Tribal Welfare Department, the Health Department (for strengthening school health programmes) and the Department of Women and Child Welfare have to be strengthened. The DIET staffing levels are well below strength and need bringing to their full complement as a matter of urgency. MIEPA is another area of concern in terms of both infrastructure and staffing. A critical minimum number of core academic staff will be required if MIEPA is to make a full contribution to DPEP. The BRC building programme will have to be completed to enable BRCs to function as required.
8. Six persons in each district have been trained in micro-planning by the Indian Institute of Education at Pune. At Cluster level these 'master trainers' have then trained 50% of teachers and two VEC members from each village. These have then begun collecting information for use in preparing AWP & B. State teams have been constituted for the internal appraisal of AWP & B. Nine teams of three members each, recruited locally, have been trained at Lal Bahadur Shastri Academy to develop their capacity to appraise AWP & B. At the time of appraisal, the plan for one district is appraised by the team from another. This is a major development. EMIS data is available, but the SPO has identified anomalies in the data which it has agreed to investigate. EMIS data may now be used to inform the task of redeploying teachers to secure the necessary match of teachers to pupil enrolments. VECs are in place and on the basis of our sampling they appear to be enthusiastic and active. The VECs are to be entrusted with monitoring civil works in DPEP II districts and SPO has made a commitment to monitor this significant innovation. Although VEC members have undertaken some training, this now needs enhancement.
9. Financial management appears to be quite sound and the contribution from the State Government is assured. The flow of funds from National to State level is a bottleneck. During October and December of 1997 there was no fund flow from National to State level. This resulted in difficulties in meeting even expenditure on salary. By February 1998, the level of expenditure was of the order of 62.49%.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

10. The two institutions which continue to cause concern are the DIETs and MIEPA. Apart from not being fully staffed, the DIETs are not integrated into the DPEP management structure and their potential to contribute to capacity building is therefore limited. Strengthening and integrating the DIETs may be regarded as a priority. MIEPA has a major role to play in the training of educational managers and administrators but its current practice of running a training institution on the basis of contracting out and without a core academic staff to conceptualise, implement and evaluate the training programme is unsatisfactory. A 'training the trainers' programme for BRC personnel is also necessary, and CRC co-ordinators will need periodic re-orientation if they are to move beyond basic training into the period of long-term consolidation and expansion which must follow the current initial phase of DPEP. Other issues relating to sustainability at school and classroom level follow.

PEDAGOGICAL RENEWAL

11. This has a number of components, though the test of all of them is the quality and impact of teaching and learning in the classroom.
12. The mission members were impressed with the achievements of the Textbook Bureau, both logistically and in terms of quality. The development of a competency framework for textbooks is an important contribution to DPEP.
13. The DPEP training programme is well under way, though - as noted above - the DIETs are not involved to any significant degree. At BRC/CRC level training operates on a simple cascade model. While this is a rapid and cost-effective procedure, its dangers in terms of message dilution/distortion and the provoking of a mechanistic and unthinking response from trainees are well known and must be guarded against. Evaluation of training at this level needs further development. It must cover both the effectiveness and the quality of the programme, so that the training can be refined and developed rather than allowed to ossify. The evaluation should also include both trainer and trainee perspectives.
14. Training is currently conceived at a single, basic level only. This is obviously necessary at the initial stages of DPEP, but the training programme should now give thought to two further needs: first, the importance of following basic with more advanced training and refresher activities; second the need to acknowledge that teachers have different levels of skill and understanding and therefore cannot be treated as having identical training needs. To secure genuine sustainability at grass-roots level every school should ideally have at least one teacher who, by virtue of their experience and training, can provide support to colleagues and thereby raise the overall level of practice in the school. For the DPEP principle of reflective practice to become fully institutionalised, exclusive dependence on external pedagogical support must

be progressively balanced by school-based initiative. Cluster meetings of teachers are now an integral feature of the CRC programmes throughout the state and these provide a significant lever for sharing ideas and improving practice. However, these need to be matched at school level too. As noted above, the trainers, too, need training.

- 15 To date, little attention has been given to the quality of pre-service training. This is understandable as the priority has been to transform the practice of serving teachers. However, the future of DPEP, and especially the spreading of DPEP thinking and practice to the wider system of primary education, depends also on the quality and consistency of pre-service training, and this, once again, raises the question of DIET involvement.
- 16 While the pedagogical vocabulary of DPEP is much in evidence and the quality of teaching and learning materials is improving sharply, transformation of classroom practice at the deeper levels of teaching - for example in the quality of teacher-pupil interaction - remains a major challenge. This must now be a priority in the training and follow-up programmes, if DPEP is to continue to develop.

AUGMENTING INFRASTRUCTURE

- 17 The new school building programme is proceeding well in terms of both numbers of schools and the quality of construction. In contrast, the BRC building programme is well behind schedule because of the failure to resolve certain legalities. These, and the execution of the building programme itself, should be addressed urgently. The designs of schools and BRCs are attractive and efficient. School improvement grants are being used for preparing TLM and providing learning corners. However, we believe that the school designs include insufficient storage and display space for the kinds of activities which are integral to the pedagogy of DPEP. We urge that as much attention be given to the maintenance of the new buildings and to establishing clean and attractive school surroundings as has been given to the constructions themselves. The attention and support of VECs and the communities should be enlisted to secure this.
- 18 The teacher/pupil ratio - of 1:66 or more in some classes - is a matter for concern. The exercise of appointing and redeploying teachers, facilitated by negotiations with the State Government as necessary, is a priority, since pedagogical renewal stands little chance of success when pupil numbers permit little more than 'survival' teaching.

SPECIAL FOCUS GROUPS

- 19 Various alternative schooling strategies have been proposed. Not all of them have taken off as yet, though various NFE and sugar cane schools are in operation, and we were impressed with one observed NFE initiative, involving children of road construction workers, which had been initiated by a DPEP-

trained teacher who happened to be in the area. It is essential that such excellent NFE practices be reinforced and disseminated, and that information be circulated among teachers so that they have up-to-date knowledge of the situations, often transient, in which NFE initiatives can be taken. The State Tribal Co-ordinator has been appointed and two districts in DPEP II have proposed district tribal co-ordinators in the AWP. The 1998-99 Nanded AWP reflects the appointment of a part-time consultant for the Kinwat Tribal Block. This block has also organised a 10-day residential 'Personality Development' camp for high-attaining tribal children from grades 3-5. The objectives of the camp, its rationale in focusing through the arts on the development of personal confidence and interpersonal skill, and the enthusiasm of both children and resource persons were very impressive, and this initiative also deserves wider publicity. Problems persist in respect of the language of tribal children in relation to the medium of instruction. To address this issue, a 'bridging' dictionary has been prepared, and training is under way.

20. As far as disabled children are concerned, various initiatives have been undertaken. During 1997-98 a pilot study was set up in Osmanabad district in conjunction with the Spastic Society of India on integration and the identification of educational needs. For 1998-99 the activities proposed include: the appointment of a State Co-ordinator for integrated education; a State Resource group on integration of disabled children; District Resource Groups; and at CRC level the integration of about 250 children with moderate disabilities.
21. Micro-planning has identified the 9+ girls who are not attending school. The State intends to start special NFE centres for girls, A two-hour gender sensitisation training module has been included in SMART-PT. Women teachers have been trained in the Mahila Prabodhan Programme. Gender sensitisation for all educational administrators is proposed. Research will also focus on gender concerns. Pressure to ensure gender-consciousness and commitment at all levels, not just in schools, must be steadfastly maintained.
22. The modules prepared by MSCERT have been used for training by ECCE workers. The synchronisation of ECCE timing with primary schools and their further linkages are being worked out.

MONITORING, EVALUATION AND RESEARCH

23. The SPO mounts internal supervision missions at intervals of 2-3 months to monitor the progress of construction quality. These have clearly been beneficial. EMIS is also being used for monitoring quality and other strategies are being evolved at SPO level.
24. The SPO has not yet filled the Research and Evaluation Co-ordinator's position. So far, most of the research initiatives proposed have yet to start. This will have to be addressed urgently as the findings could be particularly significant in DPEP II districts as well as in DPEP I. Impact studies are needed

in critical areas such as those referred to in this report. Several action research projects have been completed in Nanded District. We see this development as a major strength, and their findings could usefully be disseminated. However, there is a need to balance localised action research with state-wide and district-wide research studies of a kind which will provide the larger picture on which longer-term improvements can be based.

THE NEXT STEPS

25. We have been deeply impressed by much that we have seen and heard and have no doubt of the commitment and dedication at all levels from SPO to the VECs and schools. Against this background, and in the spirit of shared optimism, we recommend that steps be taken to:

- rectify anomalies in the EMIS data and use these data in the necessary exercise of redeploying teachers;
- strengthen the training programme in terms of quality through improved monitoring and supervision;
- continue the drive to improve classroom practice through training and other kinds of professional support;
- add to the existing programme of basic pedagogical training a more advanced component which discriminates different levels of professional skill, facilitates the shift to reflective and autonomous teaching, and encourages the more able teachers to take a leading part in these processes within their own schools;
- disseminate throughout the teaching force examples of good practices;
- expand alternative schools and disseminate information about opportunities and needs in this regard;
- complete within the present academic year the proposed programme of research and evaluation.

26. In addition, we note the following undertakings made by the SPO.

- The problems of teacher redeployment, crowded classrooms and the mismatch of supply and demand: by June 1998 all teacher vacancies will be filled, subject to the availability of teachers in the Reserved category.
- Civil works. The BRC construction stalemate will be sorted out in three months and actual completion of all BRCs will be achieved by six months thereafter. MIEPA: by 15th April 1998 the refurbishment tenders will be floated and the works will be completed by December 1999. SCERT: repairs to the library building will be completed by December 1998, and construction of the women's hostel will be completed by June 1999.
- DIETs. Discussions will be initiated with the State Government at the earliest opportunity on staffing, control and integration.
- MIEPA. Core academic appointments will be negotiated with the State Government without delay.
- Training of educational administrators. Capacity building will be undertaken from April 1998-9.

- **Monitoring.** Monitoring mechanisms in addition to EMIS will be put in place during 1998-9.
- **VECs.** Issue-based orientation for VEC members will begin in July 1998.
- **Tribal issue.** A Tribal Plan will be prepared by 15th August 1998 and this will include convergence with the Tribal Welfare Department.

MAHARASHTRA STATE VISIT: PLACES VISITED AND PERSONS MET

State Project Office., Mumbai, 16th March 1998

Sri Vasant Patil	Director, MSCERT, Pune.
Sri K.K. Dahule	Director, MIEPA, Aurangabad.
Sri Mohan Awate	State Project Director, M.P.S.P., Mumbai.
Sri Vijay Seveker	Joint Director, MSCERT, Pune.
Sri D.R. Gogate	Joint Director of Education, Directorate of Education, Pune
Snt. V.S. Sardesai	Deputy Director, M.P.S.P., Mumbai.
Sri W.P. Shilarkar	Deputy Director (F&A), M.P.S.P., Mumbai.
Sri S.M. Khan	Tribal Programme Coordinator, M.P.S.P., Aurangabad.
Sri V.N. Shukla	Training Incharge, M.P.S.P., Mumbai.
Sri S.G. Pandit	Secretary to SPD, M.P.S.P., Mumbai.
Sri N.R. Bhalerao	Education Officer, DPEP, Gadchiroli.
Sri Shrikant Kulkarni	Deputy Project Officer, DPEP, Aurangabad.
Sri S.S. Waghmare	Deputy Project Officer, DPEP, Latur.
Sri Ambadas Mankar	Deputy Project Officer, DPEP, Gadchiroli.
Sri K.K. Valvi	Deputy Project Officer, DPEP, Dhule.
Sri S.S. Shinde	Administrative Officer, MIEPA, Aurangabad.
Sri. R.S. Bhalerao	Accounts Officer, DPEP, Aurangabad.
Sri. M. M. Chittekhar	MIS Incharge, MPSP, Mumbai.
Sri. D.H. Bhosale	Training Incharge.

District Project Office, Nanded, 17th March 1998

Sri Sambhaji Mandgikar	President of Nanded Zilla Panchayat
Sri Sanjay Sethi	District Co-ordinator
Sri Sonawane	Divisional Executive Engineer
Sri Govind Nandede	Project Officer
Sri V.Y. Davne	Deputy Project Officer
Sri Ganesh Deshpande	Accounts Officer
Sri Madhukarrao Dhepe	Training In charge
Sri B.P. Dandegaonkar	Executive Engineer
Sri S.R. Alande	NFE In charge
Sri Milind Kanadkhedkar	MIS In charge
Snt. Sangeeta Shetee	WDP In charge
Sri Vilas Dhavle	Media In charge
Snt. Nandini Shinde	MLL In charge
Sri Vyankatesh Choudhari	Subject Expert

Exhibition of Teaching and Learning Materials, 17th March 1998

NFE Centre 17th March 1998

Shri Bal Mugte Headmaster, school Osmannagar
Shri Kulkarni
Shri Lokhande
Shri Pande
Shri Joshi
Shri Kulkarni
Shri Birajdar BEO
Shri Pinjari NFE instructor
29 NFE students

Loksanwad 17th March 1998

Shri Shiva Kamble Loksanwad In charge
Govind Ghorbhand VEC chairman
Shri Ganesh Ghorbhand
Smt. Laxmibai Deokar
Smt. Sundarbai Ghorbhand
Smt. Gaikwad
Smt. Koushalya Ghorbhand
Shri Boinwad
Shri Hanmantrao Ghorbhand Police Patil
Shri Baburao Phulari
Shri Govind Bansode
Shri Gangadhar Savle
Shri Manohar Shirsat
1000 villagers

School building under construction, 18th March 1998

BRC, with Block Education Officer
Shri Deshmukh Sarpanch

Road school at Thara village, Kinwat Block, 18th March 1998

Teachers and pupils
25 Villagers, including VEC members

Schools at Ambadi Tanda & Navakheda, Kinwat Block, 18th March 1998

Block level staff

Pupils

50 Villagers including VEC & Sarpanch

Shri Kavethekar teacher

Shri Jadhve teacher

Shri Pahurkar cluster head

Non-formal education at roadside, Kinwat Block, 18th March 1998

Teacher and cluster coordinator

Approximately 30 children of road construction workers

BRC, Kinwat, 18th March 1998

Shri Khude	BEO
Shri Shinde	BRC co-ordinator
Shri Mukundrao	BRC co-ordinator
Smt. Joshi	Cluster head
Shri Shewalkar	Cluster head
Shri Ramtirth	Cluster head
Shri Achkulwar	Cluster head
Smt. Tapi	WDP Block

Tribal Personality Development Camp at Patoda, Kinwat Block, 18th March 1998

BRC staff and officers

Shri Kaninde Resource person

Shri Shinde Resource person

Shri Bhutade Resource person

Smt. Bacha Resource person

59 pupils

Shri Patil Headmaster of Ashram School

Language training at Gondi-Banjara, Kinwat Block, 18th March 1998

BRC officers and staff

40 primary teachers (as trainees)

DIET members at Nanded, 18th March 1998

Smt. Jaishree Gore

Smt. Anjali Deo

Bal Anandmela camp, Parbhani District, 19th March 1998

Staff and children attending the camp
Members of VEC and Gramsabha
Education Officer, Parbhani District

District Project Office, Parbhani, 19th March 1998

DPO and staff

MIEPA, Aurangabad, 19th March 1998

Director and staff of MIEPA

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

ORISSA STATE REPORT

EXECUTIVE SUMMARY

1. The sixth DPEP JSM in October 1997 indicated slow progress in all districts, and considerable under-utilisation of funds. However, there has been some significant progress. Expenditure has risen to an estimated Rs 15.80 crores up to end March 1998. Staff recruitment has improved markedly. Teacher training has reached almost 100% coverage for the first year. Guidelines for most programme aspects have been developed.
2. The draft 1998-99 AWP & B has been submitted to DPEP Bureau. However, the planning process was very much centred around the SPO and SRGs. It is recommended that consultation procedures for the 1999-00 AWP & B will need to be planned ahead, for example through a series of project advisory committees at District and below, and a calendar of meetings to enable more bottom-up participation.
3. VECs, school mapping and micro-planning are at very early stages. Local level planning needs to adopt more coherent school improvement approaches, rather than focusing on discrete interventions/infrastructure which are often related to head office targets rather than a holistic perspective of school and village specific situations.
4. The staffing of the SPO, DPOs and SIEMT has improved. State and District Resource Groups are facilitating the implementation process in a number of technical areas, and are particularly important in non-DIET districts. DIET involvement is still a weak link. Civil works have been initiated in all districts; though two in particular are still far behind (Sambalpur and Bargarh).
5. Dialogue has been established with SCERT, SIET and RIE, but relations with these institutions need to be strengthened proactively by the SPO. The SCERT needs to be involved more broadly than merely the DPEP cell; and the potential of the RIE is under-utilised.
6. Pedagogical training of seven days for approximately 23,000 teachers has been completed (the final 1,300 teachers are due to complete their course by end March) . However, the mission noted a need to mainstream focus group concerns (gender, tribal and integrated education for the disabled) into training programmes, rather than as only stand-alone packages. Pedagogical renewal aspects remain fragmented and need to be linked to the emerging institutional support structures which are crucial if classroom changes are to be sustained.

7. Tribal interventions and awareness building activities and strategies are evolving well. ECCE, alternative schooling and IED components are yet to reach the implementation stage. However, plans for initiatives in ECCE and IED have been prepared. It is recommended that convergence with ICDS will require SPO co-ordination with DWCD to ensure that it is taken forward.
8. Recruitment of teachers to vacant posts has been completed. BRC co-ordinators have been appointed. However, the Executive Council has not agreed to the creation of CRC co-ordinator posts for reasons of financial sustainability, preferring to allocate this additional role to head teachers of centre schools. The BRC-CRC system is still at very early stages. It is recommended that a strengths, weaknesses, opportunities and constraints analysis of different levels, particularly District, Block and Cluster levels, is carried out in the next three months, possibly with TSG inputs, in order to identify staff training priorities.
9. Uneven progress has been noted, especially in the three additional districts (added to the original five). The acceleration noted has been mainly in the last three to four months. Hence this mission recommends close monitoring during the next six months so that the present rate of acceleration can be maintained. This was discussed and agreed in the State wrap-up.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

ORISSA STATE REPORT

INTRODUCTION

1. This report has been jointly prepared by Dr (Mrs) Sudesh Mukhopadhyay (WB) and Dr Richard Montgomery (DFID), who visited Orissa between 15th and 20th March 1998. A field visit of two days was made to Kalahandi, a district known for its high levels of poverty. In addition to meeting key SPO staff, the team visited SIEMT, SCERT, SIET, and the RIE in Bhubaneswar, and had final discussions with the Principal Secretary and Minister for School and Mass Education. The team's objectives were to review progress against project aims, with reference to both the last JSM visit (October 1997) and the recent GOI internal supervision visit (January 1998).
2. The team thanks the SPD and his staff for the hospitality shown; and the DPC and DPO of Kalahandi, who made excellent arrangements enabling us to see a variety of activities initiated by the project. We also thank the State resource persons, District staff, the Zilla Parishad Chairperson, teachers, VEC members, Mahila Mandal members, several NGOs and the school children who made many preparatory efforts for our visit.

GENERAL OVERVIEW

3. The sixth DPEP JSM (In Depth Review) in October 1997 indicated slow progress in all districts, and considerable under-utilisation of funds. As a result, the 1997-98 budget of Rs 43 crores was scaled down to Rs 25 crores, and emphasis placed on a limited number of priority activity areas. The internal supervision mission found evidence of significant progress. The present mission supports this view. For example, expenditure has increased from Rs 3.50 crores (April-September 1997) to Rs 8.50 crores (December 1997) and presently is estimated as Rs 15.80 crores up to end March 1998. Annual 1998-99 workplans for all eight districts have been submitted to DPEP Bureau. Media awareness materials development and campaigning has been enthusiastic and extensive. Staff recruitment has improved markedly. Teacher training has reached almost 100% coverage for the first year. Guidelines for most programme aspects have been developed.
4. The staffing of the SPO, DPOs and SIEMT has improved. All posts are due to be filled by end of April 1998. Co-ordinators for various components, including special focus groups, are now in place. DIETs are now becoming involved in the relevant districts as members of District and Block Resource Groups. Proposals to establish DIETs in three of the eight districts (Gajapati, Rayagada and Bargah) are still in the pipeline. State and District Resource Groups are facilitating the implementation process in a number of technical

areas, and are particularly important in non-DIET districts. Civil works have been initiated in all districts; though two in particular are still far behind (Sambalpur and Bargarh).

5. Late release of DIET grants, and delays in the funds for the IED programme from MHRD for the earlier programme in blocks of non-DPEP districts, are issues of concern to the State authorities. Dialogue has been established with SCERT, SIET and RIE, but relations with these institutions need to be strengthened proactively by the SPO. The SCERT needs to be involved more broadly than merely the DPEP cell; and the potential of the RIE is under-utilised. SIET and the SPO need to collaborate more effectively with regard to radio and TV coverage.
6. Pedagogical training of seven days for approximately 23,000 teachers has been completed (the final 1,300 teachers are due to complete their course by end March). The new methodologies appear to be having an impact on classroom practices. However, the mission noted a need to mainstream focus group concerns (gender, tribal and integrated education for the disabled) into future training programmes, rather than as only stand-alone packages.
7. Tribal interventions and awareness building activities and strategies are evolving well. However, ECCE, alternative schooling and IED components are yet to reach the implementation stage. However, plans for initiatives in ECCE and IED have been prepared.
8. Recruitment of teachers to vacant posts has been completed. BRC co-ordinators have been appointed. However, the Executive Council has not agreed to the creation of CRC co-ordinator posts for reasons of financial sustainability, preferring to allocate this additional role to head teachers of centre schools. The BRC-CRC system is still at very early stages.

IMPLEMENTATION OF THE RECOMMENDATIONS OF THE SIXTH JOINT SUPERVISION MISSION

6th JSM recommendations	Progress recorded during this mission
<p>Developing physical infrastructure: Issuing BRC tenders Focusing on toilet construction and small repairs Preparation for community constructions (classrooms etc.)</p>	<p>BRC tendering formalities completed; Major drive on toilet construction resulting in significant increase in fund utilisation; Some focus of small repairs evident, but could be improved with more coherent and holistic school improvement planning; Community construction of schools on new sites observed; VECs under training to take up these larger works.</p>
<p>Initiating a quality improvement programme: In-service teacher training programmes Accelerating textbook and materials development Completing project staffing, including BRCs and CRCs Establishing mechanisms for quality monitoring and improvement</p>	<p>In-service teacher training (first round) almost complete; Textbook development for class I and II underway; class I books on track for distribution in time for 1998-99 academic year; progress on bridging material for two major tribal groups; supplementary reading materials not yet developed; BRC staffing complete but some people yet to take up posts; CRC duties allocated to existing HTs of centre schools; Mechanisms for monitoring quality of classroom practices not yet evident, and will rely on CRCs and BRCs becoming operational.</p>
<p>Communicating the DPEP approach widely: Training of VEC members Dissemination of DPEP approach to management levels Enlisting support of District Collectors</p>	<p>Major efforts undertaken regarding awareness campaigns, and development of locally appropriate messages and media; Impression remains that VEC training still focused largely on construction rather than innovative school improvement; Dissemination of DPEP approach to management personnel below State level still weak given posts only recently being filled; Support of District Collectors difficult to evaluate – issues such as planning, fund use approval and convergence indicate areas of weakness that need to be addressed through more co-ordination with Collectors.</p>
<p>Others: EMIS and PMIS development Inter-state collaboration and sharing Filling of vacant teacher posts</p>	<p>EMIS and PMIS data collation is occurring; but this has come too late to feed into the 1998-99 AWP & B and analysis needs to be improved to ensure effective targeting; Good range of examples exist of inter-state lesson learning, participation in national workshops etc.; Vacant posts filled.</p>

PLANNING PROCESS AND MANAGEMENT

9. The State and Districts have been implementing the revised action plans for 1997-98, as a result of modifications recommended by the 6th JSM. The 1998-99 AWP & B has been submitted for approval to the DPEP Bureau. Though formats of these plans are found to be satisfactory, the DPEP Bureau will need to undertake detailed appraisal to ensure a realistic assessment of how activities can be accelerated in the third year of the project without compromising the bottom-up planning and implementation approaches promoted by DPEP. This means that top-down targets for fund utilisation and construction activities should not be over-stressed at the cost of capacity building at District and lower levels.
10. Plan preparation processes were reviewed by the visiting team. District plans were coordinated and refined by the professionals available in the SPO. The consultative process has till date been weak. Broader based involvement of local representatives from various levels and organisations is desirable for the next round of planning. This consultative process will need to be planned more carefully in the future. Some sort of project advisory committees at District level and below, and a systematic calendar of meetings, well before the finalisation of the next AWP & B, will help during 1998.
11. School mapping and micro-planning are yet to occur on any scale. This is not surprising because the Assistant Director (Micro-planning) only recently joined. One constraint noted is that the micro-planning guidelines do not give clear directions on the scope for innovation. For example, staff were unclear in one case of village mapping as to whether the project can fund (or negotiate with the ZP/DRDA/BDOs) the construction of a small bridge across a stream to drastically reduce school distance for a hamlet which is otherwise largely cut off from their local school. The SPO needs to provide support and assurance to enable staff to take up such innovative (and convergence) activities arising out of genuine participatory needs assessment at the local level. This is particularly important in Western Orissa, in tribal areas, where the population is highly dispersed, in small hamlets, in difficult terrain.
12. Despite difficulties, creating local ownership of the programme is being addressed by the project. Awareness campaigns, using local folklore and media such as songs, dance and materials, are clearly a strength of the Orissa project. VEC meetings, mahila mandal linkages and MTAs are being actively promoted. Orissa VECs are male dominated, based on a pre-DPEP GO. Given experience from other programmes, it is clearly important for the project to involve separate women's groups where appropriate. For example, male community members often prioritise new construction, while women and mothers are often more in tune with child-centered preferences for school improvements (comfort of existing classrooms; mid-day meal quality etc.). Field staff, and particularly the Gender Co-ordinators, deserve credit for forging links with mahila mandals, DW CRA groups and MTAs.

13. VECs at present are being trained. Materials have been developed, focusing mainly on construction agreements and procedures. It was observed that such training tends to be in lecture format, and needs to be more participatory in mode. VECs are yet to make a notable impact on broader school improvement planning. However, a few cases of dynamic VECs were visited in Kalahandi, indicating that such broader planning (and not just new construction) is feasible.
14. While staffing down to the BRC level has improved (approximately 75% of posts), roles and functions are still in the process of evolving. At district and sub-district level resource groups (DRGs and BRGs) are more visible than other mechanisms for initiating new activities. DPOs will need more capacity building in planning and management to enable more effective local involvement (participatory planning) and implementation. CRC co-ordinators will also need specific assistance to clarify their roles and make cluster centres effective support mechanisms for mainstreaming new pedagogical and participatory approaches to schooling. A training module for CRC co-ordinators is yet to take shape, and should be developed as a priority in 1998-99.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

15. The SPO is now adequately staffed to guide 1998-99 components. At the time of the visit most persons were in the field conducting training programmes, meetings and other exercises. The TSG has supported capacity building in recent months, for example, regarding gender aspects. However, a clear institutional development strategy for the different levels (State, District, Block and Cluster) has yet to be developed. A strengths, weaknesses, opportunities and constraints analysis of these different levels should be carried out in the near future, possibly with TSG support.
16. DPOs are slowly being strengthened (50% staff in post; remaining appointments due in next one to two months), but their planning and implementation capacity are still rudimentary. It is clear that this institutional level is a crucial priority for capacity building in coming months if genuine District-based planning, implementation and innovation are to become effective.
17. BEOs are involved in the project, but BRCs are yet to take off. BRC coordinators have been appointed and all posts will shortly be taken up, post elections. This will need priority inputs from the SRGs in order to build their capacity. This will be crucial for sustaining pedagogical renewal, establishing an effective CRC system, and ensuring more holistic school improvement planning. However, BRGs are already active, and provide a basis for capacity building at this level.

18. DIETs continue to be a weak link in the system, and Principals are in a difficult position – with competing interests, and limited incentives for involvement in DPEP at present. Special motivational training and actions need to be planned to make DIETs more integrated into the project. Orders from the SPO and Principal Secretary have enabled more effective utilisation of DIET staff for DPEP activities, though sustaining such roles beyond the life of the project is a matter of contention.
19. At State level, capacity building remains a priority. The SIEMT Director joined on 19th March, though he was earlier working at Deputy Director in the SCERT. SIEMT is not fully staffed as yet. Some alterations in the staffing pattern of SIEMT is proposed, which will require review by DPEP Bureau or the TSG.
20. In view of weaknesses observed in the SCERT, SIEMT will have to take a more active role in some areas. Clarity in functional areas between SIEMT and SCERT will need to be worked out as soon as possible on this account. Co-ordination with other academic resources such as RIE, local universities, SIET also need to be more precisely developed and specified. It should also be noted that SCERT's grant for 1997-98 has not yet been received. SCERT needs to provide more inputs to guide DIET capacity building in line with DPEP objectives and principles. In general, DPEP is still perceived as a stand-alone project and is not yet owned by other structures involved in primary education. Workplans and activities to achieve DPEP objectives need to be jointly agreed between these various agencies.

PEDAGOGICAL RENEWAL

21. This process is still in its infancy. An integrated pedagogical renewal strategy has not been worked out – components are working independently. This concern was shared with the SPO by the mission. More co-ordination at state level, for example between the SPO and resource institutions, and between special focus group co-ordinators within the SPO, will be required.
22. SCERT is the main wing for curriculum planning and textbook preparation. MLL based books for class I are being co-ordinated by the DPEP cell at SCERT. Utilisation of the experiences of other DPEP States and the TSG has given a boost to these design activities. Some involvement of the gender and tribal co-ordinators is occurring. However, new books are expected to be available only by June 1998. Some outstanding matters will need resolution before this deadline can be met, namely: clearance on the scale of trialling new textbooks in blocks or whole Districts covered by DPEP; the number of books to be printed for June 1998; printing procedure.

23. Supply of supplementary reading materials for schools is still in the planning stage. The mission could not get a list of the titles and the agencies from whom procurement may occur. The DPEP Bureau may look into this issue before the State commits to an expenditure which will be more than Rs 2 crores.
24. As noted above, approximately 23,000 teachers have been trained for seven days. This is a general module having conceptual, curriculum, and methodological components. Teachers visited were found to be using the suggested methodologies in classes. But evaluation by the training coordinator or by any external agencies has not been done so far. Focus on quantitative expansion of activities, including training, has not yet been accompanied by a focus on qualitative aspects and impact.
25. Distance education is at an early stage. New materials are under consideration, but clarity on this component is not yet evident and links with state and national resource agencies are very weak.

AUGMENTING INFRASTRUCTURE

26. Effective civil works designs have been developed. Some consideration to local materials is evident. Costing data is comparable to other DPEP states, including District variations. Civil works staff are adequate, and working hard to meet targets for the 1997-98 year.
27. Several manuals, especially for VECs, have been completed. The present materials require a high degree of literacy, and therefore cater to the better off (and men) in the community. There should be some thought given to more innovative presentation of this material (such as more effective visual diagrams to supplement the existing manuals) to improve accessibility to community members (and women). One way of developing such supplementary materials would be for the SPO engineers to revisit the TSG's draft Community Construction Manual: Lets Work Together.
28. In addition, it is not clear that coherent school improvement plans are yet emerging. For example, water supply for a number of latrine units inspected had not yet been resolved. Toilet construction has been the major focus of the programme (and fund utilisation) up till now. This type of activity is seen as an entry point activity by engineers; but it is also a potential indicator that top-down targets rather than bottom-up planning remains the driving force of the project. Perhaps because of the early stage of the project, there has been little attempt at innovative construction. Given these observations, it is recommended that the next round of planning for school improvements from May onwards place an emphasis on identifying coherent school improvements in as many communities as can be covered by micro-planning as possible.

29. Convergence is not yet a feature of the project. The Principal Secretary gave some suggestions for convergence for the planning of civil works (particularly on funding for tubewells in new toilet locations), which need to be followed up by the SPO. However, it appears that no school improvement plan or construction has specified use of other scheme funds (such as EAS, JRY etc.) to supplement DPEP expenditures.

SPECIAL FOCUS GROUPS

30. Good work has been initiated in the areas of gender equality and tribal issues. Some evidence of linkages with NGOs providing schooling for working children was observed in Bhawanipatna. Plans for creation of ECCE centres in areas not covered by ICDS have been made. However, there has been little progress in the areas of IED and alternative schooling as yet. The former is planned for one block in each District; the latter is yet to be thought through. ICDS convergence, in terms of extending timings of AWCs to enable dovetailing with PS timings is being proposed. However, the SPO needs to co-ordinate with the DWCD, and District level ICDS staff, to ensure that this is taken forward.
31. The gender imbalance in staffing at all levels is very evident in Orissa. There are less women teachers than in many other states; CRC, BRC, and District level resource persons and co-ordinators are almost exclusively male. There is a constraint on recruiting more women teachers given the number of unemployed but qualified teachers in the State as a whole. However, there is scope and need for a more proactive female staff capacity building programme which will require high level support, and particular attention by the SPD, DPCs and DPOs, to enable women to move into Cluster, Block and District positions of responsibility. A start on this issue can be made by giving priority to the gender resource groups at various levels.
32. Initial materials being developed by the gender resource groups for teachers, VECs and other staff are a good start, but senior management need to continuously ensure that such training and issues are integrated into all other training modules (VEC, teacher, management at various levels). Gender must not become a stand-alone training activity.
33. Good data exists on tribal populations and settlements, partly as a result of experienced staff in some districts and the use of ITDA data. DPEP planning for tribal pockets and blocks can be strengthened once analysis of data has been carried out more systematically. The project should place special emphasis on tribal and school facility data analysis in time for the next District AWP & B round for 1998-99. Linkage with the Academy of Tribal Dialect and Culture is strong, and materials development is proceeding with some good success.

MONITORING, EVALUATION AND RESEARCH

34. Baseline and Social Assessment Studies for the initial five districts were completed before 1997, and for the new three districts in 1997 itself. But evidence of its utilisation in the AWP & B is not visible. More analysis of this data to plan to redress imbalances in educational provision in villages and blocks needs to be undertaken in the next round of District planning.
35. EMIS data has been available only recently due to delays accessing hardware, in data entry and processing, and therefore systematic analysis of EMIS has not been undertaken. Social data has not been matched to educational data in a systematic manner, which has reduced the ability of District plans to target interventions geographically for focus groups in specific blocks and villages.
36. The quality of the PMIS was not possible to assess on the basis of documents received. This should be followed up in coming months.
37. Evaluation of classroom practices and pedagogical renewal has yet to take shape. Additional TSG inputs will be needed to promote skills for teachers in this respect. Such classroom feedback mechanisms for tracking individual child competency development, reflection on teaching tools etc., need to be included in the next round of in-service training, and training for CRC and BRC staff.
38. The UNICEF project on joyful learning (which preceded DPEP in Orissa) has developed materials and approaches which should be reviewed by the SPO for possible assimilation, use in the pedagogical renewal programme and classroom and child monitoring practices.
39. No research studies have been completed, but a number have been commissioned. RIE, using central funds, is carrying out a number of highly relevant studies on curriculum, multi-grade teaching, diagnostic tests, BRC/CRC support processes, cognitive processes, and competencies. The SPO should take a special interest in the RIE's research project into BRC and CRC functioning, since this is presently a key link in the pedagogical renewal process which requires future capacity building. It was noted that such studies, at RIE and DIET levels, at present do not include dissemination and feedback processes in their design, to make sure that educational staff and teachers have access to the findings. This is a general issue of concern for both centrally and state funded studies.
40. The SPO has commissioned 23 studies from the five functioning DIETs (as of December 1997). These focus on enrolment and retention (especially of girls), slum and tribal communities, effects of faculty meetings on school functioning, curriculum, MLL, teaching practices, PTAs, ICDS impact on readiness of tribal children. It was not possible to review quality of research designs during the visit. Follow-up and assessment of the progress of such studies should be a priority in the next three to six months, with particular

emphasis on whether additional support to DIET staff is required from State-level and regional institutions such as SCERT, university faculties, and the RIE.

NEXT STEPS

41. The mission appreciates that detailed planning of various components for 1998-99 has taken place, and provides a good basis for work and future reviews. From the mission's brief visit, the following recommendations emerged as priorities.
- Consultation procedures for the 1999-00 AWP & B need to be planned ahead, for example through a series of project advisory committees at District and below and a calendar of meetings.
 - A detailed training needs assessment of decentralised structures (specifically District, Block and Cluster Levels) should be undertaken to identify capacity building priorities and initiatives. This could be with TSG or independent inputs.
 - Pedagogical renewal aspects remain fragmented and need to be linked to the emerging institutional support structures which are crucial if classroom changes are to be sustained.
 - Local level planning needs to adopt more coherent school improvement approaches, rather than focusing on discrete interventions/infrastructure which are often related to head office targets rather than a holistic perspective of school and village specific situations.
 - Convergence with ICDS will require SPO coordination with DWCD to ensure that it is taken forward.

Appendix

DPEP-II, ORISSA

ANNUAL WORK PLAN AND BUDGET FOR 1997-98: 4300.88 LAKHS

Total Government of India + State Funds with SPOs	1996-97	Rs. 1076.47*
	1997-98	Rs. 1145.64
	Total :	Rs. 2222.11

Total Expenditure upto March, 1998	Rs. 1582.215
Total Reimbursement claims upto March, 1998	Rs. 1403.320

	Upto 31.12.97	January'98	February'98	March'98	Total
			(517.36)**		
Expenditure	739.30	45.16	135.39	145.00 (Appx)	1582.215
Reimbursement	649.56	41.59	116.05	596.12 (Appx)	1403.320

* Includes Rs. 50.00 lakhs sanctioned for pre-project expenses.

** This payment of Rs. 517.36 lakhs is excluded from expenditure pending scrutiny of detailed vouchers received and will be reflected in the accounts of March'98 and reimbursement claim of Rs. 465.62 (Appx) will be filled in March'98/April'98.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

TAMIL NADU STATE REPORT

EXECUTIVE SUMMARY

1. The evidence indicates that the DPEP is being well administered and is making a significant contribution to the quality of basic education in Tamil Nadu. Significant progress is evident in the form of expanded access, increased retention, improvement in quality, movement towards further decentralization, much improved data gathering and planning based thereon, greater community involvement in PTAs and VLCs, 819 newly established Alternative Schools, expanded coaching provision for SC and ST girls, significant improvement in the gender balance of personnel in BRCs, CRCs, and apex institutions, and good DPEP public relations through the news media and DPEP-focused village festivals. The infrastructure of BRCs, CRCs and Apex institutions has made INSET available to teachers and thereby has facilitated more rapid changes in teacher thinking and classroom practice. Continuity on the part of critical administrators since the commencement of DPEP has helped to ensure the effectiveness and maintain the momentum of the program. Combined with this, the filling of all positions in the earliest stages of DPEP 2 resulted in a smoother and quicker implementation of this phase than was the case with DPEP1.
2. Recommendations of the team for the further development of the DPEP include: capacity building in critical pedagogical areas through co-operation or twinning arrangements with other national or international institutions/regions; greater involvement of practising teachers at all levels of DPEP planning and reviewing structures; greater decentralization to local levels (VLCs and PTAs), especially in the matter of civil works; continuation of current strategies to improve the gender imbalance in personnel at the higher levels of DPEP.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

TAMIL NADU STATE REPORT

INTRODUCTION

1. Two members of the seventh Joint Supervision Mission (JSM 7), Messrs. P. K. Das (GOI Nominee) and A. Burke (EC Nominee) visited Tamil Nadu from March 16th. to 20th. The purpose of the visit was: to view at first hand the ongoing successful implementation of the DPEP in that state, to discuss difficulties being encountered, to share ideas on how further progress might be made in the good work already being done, and to convey the views of DPEP personnel in Tamil Nadu to the DPEP Bureau in Delhi. In particular, the mission was expected to review action taken on recommendations made by the JSM 6 and progress made in the implementation of the Annual Plan (1997-98) in the wake of that mission.
2. Meetings were held with the following(cf. Appendix): the Secretary, Department of School Education, Government of Tamil Nadu, directors and officials of the State Project Office, the Directorate of Non-formal and Adult Education, and the Directorate of Teacher Education, Research and Training.
3. In the district of Villupuram discussions were held with the District Program Co-ordinator, the AEE0, the AAEE0, and AS supervisors and instructors. Visits were paid to a DIET, BRCs, CRCs, special coaching classes, and several primary and Alternative Schools. Representatives of several VLCs and PTAs were also consulted. In each location and with each group interesting and very informative discussions took place. Finally, the contents of the present report were discussed with the Secretary, Department of School Education and SPO. DPO officials of the other DPEP districts accompanied and interacted with the mission members during field visits.
4. The mission members would like to express their appreciation to the Education Secretary for meeting with them and to extend a sincere thanks to SPO and district level personnel for their warm welcome, their very open and honest answers to our many queries, their informed advice, and their innovative ideas as to the best way forward for the DPEP.

GENERAL OVERVIEW

5. The evidence indicates that the DPEP is being well administered and is making a significant contribution to the quality of basic education in Tamil Nadu. Significant progress is evident in the form of expanded access, increased retention, improvement in quality, movement towards further decentralization, much improved data gathering and planning based thereon, greater community involvement in PTAs and VLCs, 819 newly established

Alternative Schools, expanded coaching provision for SC and ST girls, significant improvement in the gender balance of personnel in BRCs, CRCs, and apex institutions, and good DPEP public relations through the news media and DPEP-focused village festivals. The infrastructure of BRCs, CRCs and Apex institutions has made INSET available to teachers and thereby has facilitated more rapid changes in teacher thinking and classroom practice. Continuity on the part of critical administrators since the commencement of DPEP has helped to ensure the effectiveness and maintain the momentum of the program. Combined with this, the filling of all positions in the earliest stages of DPEP 2 should result in a smoother and quicker implementation of this phase than was the case with DPEP1.

IMPLEMENTATION OF RECOMMENDATIONS OF SIXTH JOINT SUPERVISION MISSION ON TAMIL NADU

6. In the wake of JSM 6 recommendations the SPO has taken action in a number of areas. It has collected information on all in-school and out-of-school children in over 95% of DPEP blocks . These data are being used effectively in the planning of education (e.g. Alternative Schools and coaching classes for SC and ST girls)
7. While reporting considerable progress in the provision of materials and support services for teachers, JSM 6 expressed concern as to the actual impact of these inputs on teacher performance and pupil achievement and the lack of a coherent strategy to ensure the effectiveness of such interventions in meeting the felt needs of teachers. The predominant mode of teaching, it was claimed, was not child-centred in any meaningful sense. Interview evidence and observation of teaching in several Villupuram schools indicate that significant change has occurred in teacher thinking since advent of DPEP. Classroom practice is also changing but, as one would expect, at a slower pace. The production and use of TLMs by teachers is evidence of change. It is clear also that teachers are approaching classroom work in a manner that is significantly different to what they themselves had experienced in primary school. Teachers have channels through the Teaching Council and CRCs whereby they can make their felt needs known to BRC and other DPEP personnel. However, in view of the indispensable role that teachers play in education, consideration might be given to providing practising-teacher representation at other levels of the DPEP planning structures (e.g. the monthly review meetings at the Block, District and State levels).
8. Action has been taken to rectify the gender imbalance in higher levels of DPEP personnel. In each of the thirty-four BRCs one of the three teacher-educator representatives is now a female. There is also a female teacher representative on the Teaching Council. In addition, seven of the staff in the SPO office is female. A number of these occupy senior positions (1 deputy director, 2 joint directors, 1 teacher training officer, 1 development officer). Overall, 5 out of 212 AEOs, 2 out of 106 BRC supervisors, and 63 out of 318

Teacher Educators in BRCs are female. We commend the SPO on its achievements in this regard and recommend that action continue to be taken to improve the situation further. In the case of CRCs, appointments are made on the basis of seniority and as a result female representation to date has tended to be low.

9. It is the SPO's intention to implement the advice of JSM 6 and sanction appointments on the basis of teacher-pupil ratio in schools larger than one- and two-teacher.
10. Good progress is reported in the development of textbooks. Texts up to and including Standard 4 have been completed while those for Standard 5 are in preparation and will come on stream in the 1998-99 school year. As suggested by the previous JSM, further refinements are needed to render textbooks more user-friendly for both students and teachers.
11. Tamil Nadu has already started civil works at nine sites of DPEP-I districts under the VLCs. These buildings are cost effective and of good quality. A set of new designs approved by Ed.CIL are much improved compared to the older ones.

PLANNING PROCESS AND MANAGEMENT STRUCTURES

12. The SPO, DTERT, SIEMT, MIS, DPO are fully operational. As per the decision of the DPEP Bureau, the State of Tamil Nadu had some key personnel trained at LBSNAA. State core teams have been constituted to carry out appraisal of AWP & B. District planning teams were formed and oriented towards preparation of AWP & B and will be operative in 1998-99. The core team for Tribal welfare will be formed in April 1998.
13. Micro planning and school mapping is well developed. They are based on data collected in a comprehensive household survey of all in-school and out-of-school children carried out in more than 95% of all Blocks. On the basis of these data Alternative Schools have been opened in eighteen blocks of Phase I Districts.
14. The implementation of DPEP Phase II in Tamil Nadu has been relatively faster than Phase I. This has been due to the continuity of critical administrators and the filling of all key positions required by the second phase. It is evident from field visits that their significant capacity building has taken place.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

15. All key personnel of SPO, MIS and SIEMT are in position and fully operational. With the exception of DIETs, management, academic and project support structures are satisfactory. DTERT is functioning well and quite heavily involved in the development of training packages and textbooks.

16. The BRCs and CRCs have made an indispensable contribution to the success of the DPEP. While the future of the BRCs seems assured, the state should take steps to ensure the continued existence of the CRCs beyond the life of the DPEP.
17. In the wake of a Government order, VLCs have been formed in all the blocks. Some are fully operational, motivated and rendering excellent service, particularly, in the area of civil works. The development of others has been slow. In view of their important role their further development merits attention. Training should be provided for VLC members.

PEDAGOGICAL RENEWAL

18. There is evidence of considerable change in teacher thinking and some notable alterations in teaching tactics (e.g. TLCs and pupil-teacher relationship) since the initiation of DPEP. The quality, availability, and accessibility of in-service training at BRC/SRC level have been major factors in the success of DPEP to date. The schedule and coverage of INSET is satisfactory. The long-term impact of these changes has yet to be evaluated. Plans are in place for the evaluation of classroom processes.
19. While considerable expertise is vested in DIETS, they have been underutilized in DPEP. Furthermore, the new structures created under DPEP and, especially, the central role now assigned to BRCs, is perceived by DIET personnel as having weakened their traditional position in the provision of in-service education and has created an identity crisis for them. Their morale has been further affected by the transitory nature of their staff and the failure to fill several vacant posts. In addition, most staff members pre-dated DPEP and only one received orientation training from LBSNAA specifically targeted to the DPEP. As a result, they may no longer feel fully competent to meet the emerging needs of a rapidly developing program.
20. DIETS, will have to redefine their role in in-service education. In addition to preparation of pre-service teachers, their main work should be in training the master trainers and monitoring their performance in in-service provision during their training period. It is largely through DIETS that new and up-to-date expertise will be infused into the system both at the pre-service and in-service levels. Consequently, serious attention must be given to the proper staffing of DIETS, the up-to-date training of their academic staffs, and greater utilization of their services in DPEP.
21. It is planned to establish a teacher education service in Tamil Nadu. Its members will be permanent appointments and based in DIETs and DTERTs. It is envisaged that all or most of these appointees will be secondary or higher secondary teachers. To prepare them for their role they will be given some short experience of primary school teaching.

22. While secondary and higher-secondary teachers may have better formal qualifications than their primary counterparts and may enjoy higher status, it is very unlikely that they will have greater expertise in first-level teaching. They will, in fact, tend to be more traditional in their approach to classroom work. The policy, therefore, of appointing such people as primary teacher trainers should be reconsidered.
23. Professional sustainability requires both “capacity spreading” and “capacity building””. Through the former expertise already within the system is spread through INSET. While DPEP has a good record in this regard, the development of the new approach to teaching has been somewhat uneven (e.g., TLCs and Joyful Learning have received considerable attention while group and project work, language and multigrade teaching, explaining, higher and lower order questioning and other facets of good child-centred have received less). Through “capacity building” new expertise is infused, very often from outside, into a system. DPEP, it seems to us, has reached a critical stage and needs an infusion of such expertise if it is to make further significant advances.
24. The national and international “twinning” arrangements proposed for pedagogical capacity building could provide a cost-effective mechanism for the infusion of required expertise into the DPEP at this critical juncture in its development. We would suggest that the most effective point of input would be the DIETs one of whose functions should be to provide the providers of in-service education.
25. The ultimate criterion by which a major project such as DPEP will be judged will be the extent to which it has expanded access to and increased retention in schools, enhanced the quality of teaching, and improved levels of pupil achievement. While many factors facilitate educational progress, success ultimately depends on the quality, commitment and expertise of teachers. Consequently, focus must at all times be maintained on identifying and catering for their needs. In view of the above, greater involvement of practising teachers at all levels of DPEP planning and implementation would be advisable. This would help to ensure teacher ownership of DPEP and the relevance of in-service and other training programs to their needs.

AUGMENTING INFRASTRUCTURE

26. Tamil Nadu has recently appointed 1026 teachers in DPEP schools and 700 further appointments have been approved.
27. Initially, Tamil Nadu did not involve the community in civil works. PWD was given the responsibility for the construction of new schools and BRCs and the provision of ancillary services. While the quality and speed of construction has been satisfactory, costs have been very high and designs did not take

sufficient cognizance of the needs of the new pedagogy. A much-improved set of new designs has recently been approved by Ed.CIL. Minor additions and alterations in them should be permitted as required by local circumstances or new pedagogical needs.

28. In 1997-98, VLCs have been engaged for school construction at nine DPEP1 sites. The general quality of such buildings is very good and the costs are lower than those of PWD. In some cases communities invested money for construction before receiving DPEP funds.
29. Out of 920 works, 691 have already been completed. The completion date for the remaining 229 is April 1998. DPEP II civil works have already been put out to tender. They are due to commence in March 1998 and to be completed in 1999.
30. Implementation of the Innovation Fund should be accelerated. A resource mapping exercise and the use of cost effective technologies in prototype school construction should start without further delay. The SPD has taken a keen interest in this matter and wants to convene a state level workshop to facilitate further development.

SPECIAL FOCUS GROUPS

31. Among the notable achievements of DPEP in Tamil Nadu have been the establishment of 819 Alternative Schools and the provision of special coaching classes for SC/ST girls. The latter are well spread and functioning satisfactorily. The general level of girls' interaction in the classroom situation is good.
32. The Alternative Schools are providing a critical service to students whom the formal system cannot reach. Most students were out of school though no fault of their own and there was evidence of a desire to return to the formal system on the part of many. Some students from the formal schools voluntarily attended these Alternative Schools to avail of the extra tuition. The provision of the AS service would appear to be cost effective. Since existing school buildings are used, there is no capital outlay. Furthermore, ten AS instructors can be provided at the cost of one full-time teacher. Therefore, total expenditure on the envisaged 2,000 AS instructors in Tamil Nadu would be equivalent to the salaries of 200 full-time teachers. Curriculum development and INSET provision for AS teachers is needed. Evaluation should take place before further expansion of the service. It is our view that, in the short- to mid-term, there is no alternative to Alternative Schooling in Tamil Nadu if a significant minority of young people is not to be condemned to illiteracy.
33. Gender co-ordinators are in position in all districts. Their role should be expanded and strengthened.

34. Early childhood education has been interfaced with the already existing ICDS centres.
35. More action should be taken to cater for disabled children.

MONITORING, EVALUATION AND RESEARCH

36. The state formed a research advisory committee in July 1997 to counsel on matters related to research, evaluation and monitoring. The committee has been fully operational since August 1997. It encourages and supports action research related to primary education.
37. The Director of Elementary Education has prepared a report based on data generated by the Headmasters. Field visits confirmed that the reliability of those data. They are used as the basis of school development programs. While EMIS is well used in the monitoring and evaluation of some DPEP activities (e.g. in the determination of the need for AS), greater use of both EMIS and PMIS is recommended.
38. Action research in relevant curricular areas is expanding and its findings could be utilized in the provision of INSET. The mission members examined samples of this work.
39. The DTERT and SIEMT were found to be well motivated and innovative in the curriculum, textbooks and teacher training areas. Greater institutional support for research and evaluation is recommended especially in the case of DIETs.

MISCELLANEOUS

40. Good PR work has been undertaken in support of DPEP. It includes half-page newspaper coverage of Block activities twice weekly and very effective exposure through DPEP-focused Metric Mela. Through these means considerable interest in the program has been generated at local level.
41. A program of distance education has been initiated and is being developed. The supporting infra structure for this service is already in place.

NEXT STEPS

- Investigation of possible twinning arrangements to foster capacity building at the DIET and sub-DIET levels.
- Greater involvement of practising teachers at all levels of DPEP planning, implementation, and reviewing structures.

- **Further decentralization and empowerment of PTAs and VLCs.**
- **Continued action to further rectify the gender imbalance in the higher levels of DPEP personnel.**
- **Thorough monitoring and auditing of civil works using JRY, EAS, MP/MLA funds and inclusion of same in DPEP reports. Development of an innovative, within-budget mechanism for the future maintenance of DPEP buildings. Resource mapping, use of cost-effective technologies, and prototype construction under the innovation fund.**

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

UTTAR PRADESH STATE REPORT

EXECUTIVE SUMMARY

IMPLEMENTATION PROGRESS

1. **UPBEP I:** The state and district project offices are fully staffed and in certain areas, like civil works, EMIS, community mobilization and pedagogical renewal, professional expertise is shared between UPBEP and DPEP II. Increased focus on the quality component is clearly visible. Quality co-ordinators are in place in 10 out of the 12 districts to monitor and support the education quality component as agreed during the preparation of UPBEP II. Visioning exercises to improve the quality of learning materials, teacher training and classroom teaching have reached the district and block levels. The fourth cycle of teacher training (in new concepts of teaching mathematics for grade 1-3) has started. Textbooks for grades 1-3 are expected to be developed by December 1998 and training of teachers in the use of these textbooks will be organized in 1999 before introducing the books in schools. Staffing in DIETs has improved and is expected to further improve in UPBEP districts. SIEMT staffing also has improved but efforts to strengthen its technical capacity should continue to be closely monitored in the light of its expanding role. Research and evaluation component of the project needs substantial strengthening.
2. Despite improvement in GERs, special focus groups need particular attention. Girls enrolment is rising much faster than that of boys. Efforts to bridge the gap of only 15 percentage points between GERs of boys and girls need to be accelerated. Other special groups (children with disability, working children, children from educationally backward minorities, SCs and STs) also need accelerated programs. UPBEP I expenditure and disbursements are very close to SAR forecast. UPBEP II has been signed and will be effective as soon as legal clearances from GOUP, EFAPB and GOI are available. An expenditure of about Rs 11 million from retroactive financing arrangement indicates that its implementation is in progress.
3. **DPEP II:** Implementation is slow as indicated by low expenditures of only about Rs 111.5 million and still lower disbursements. Preparatory work and the process for positioning of staff however are fairly advanced. Implementation is expected to accelerate in FY 98-99.

4. **Constraints:** One of the constraints has been the delayed positioning of staff. Regular BSA office has a number of vacant positions which need to be filled so that DPOs can attend to project work full time and single mindedly. Vacant teacher positions and disadvantage of remote schools in attracting and retaining teachers is a serious threat to the effective implementation of the quality component. Procurement issues raised by the Bank are perceived as constraints causing delay.

NEXT STEPS

5. Implementation of DPEP II should be accelerated without compromising on the quality of activities. It requires immediate positioning of key staff in DPOs and constant monitoring by SPO and DPEP Bureau.
6. Early filling up of key vacant positions in DPEP and appointment of additional teachers under UPBEP II before June 30 are critical for effectiveness of the inputs under quality component. It should also be accompanied by rationalization of teacher deployment, particularly in rural and remote areas. EMIS data should be used for school-wise deployment and be made specific for each level of decision making and planning.
7. Visioning exercises should be used as pedagogical tool to develop school improvement plans and improvement of recurrent training cycles and classroom practice, particularly regular monitoring of student learning progress and learning support to students. Visioning workshops should include focus on “inclusive schools,” including children with disabilities. Classroom observation studies to document classroom practice and using feedback for improving teacher training and school-based support should be carried out with a sense of urgency.
8. An action plan should be developed to mainstream the benefits and processes of UPBEP to ensure institutional sustainability as part of an overall Institutional Development Plan for primary education at the state level. This plan will need to include decentralisation policies for government organisations, and strengthening the competencies of the state, district, sub district and village organisations and their interface.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

UTTAR PRADESH STATE REPORT

INTRODUCTION

1. A Mission team comprising Messrs. and Mmes Ad Hordyk (Management Consultant, EC), NK Jangira (Education Specialist, World Bank), Lata Menon (Education Officer, UNICEF) and Mary S. Thormann (Education Consultant, World Bank) visited Uttar Pradesh from March 15 - 20, 1998, to review the implementation progress of Uttar Pradesh Basic Education Project (UPBEP I and II) and Second District Primary Education Program (DPEP II). The Mission visited the districts of Nainital and Hardoi and held extensive discussions with state and district officials, professionals working in different areas, community members and teachers on achievements and constraints in implementing the projects. Issues relating to the quality of primary education and institutional and financial sustainability of the program were discussed in detail. Findings of the Mission were shared with the GOUP in a wrap - up meeting chaired by the Chief Secretary. The documentation prepared by the State Project Office, District Project Offices and DPEP Bureau were very helpful to the Mission in carrying out its activities. The Mission would also like to express its deep gratitude to GOUP for the hospitality and arrangements for Mission visits.

GENERAL OVERVIEW

2. UPBEP I: The state and district project offices are fully staffed and in certain areas, like civil works, EMIS, community mobilization and pedagogical renewal, professional expertise is shared between UPBEP and DPEP II. Increased focus on the quality component is clearly visible. Quality co-ordinators are in place in 10 out of the 12 districts to monitor and support the education quality component as agreed during the preparation of UPBEP II. Visioning exercises to improve the quality of learning materials, teacher training and classroom teaching have reached the district and block levels. The fourth cycle of teacher training (in new concepts of teaching mathematics for grade 1-3) has started. Textbooks for grades 1-3 are expected to be developed by December 1998 and training of teachers in the use of these textbooks will be organized in 1999 before introducing the books in schools. Staffing in DIETs has improved and is expected to further improve in UPBEP districts. SIEMT staffing also has improved but efforts to strengthen its technical capacity should continue to be closely monitored in the light of its expanding role. Research and evaluation component of the project needs substantial strengthening.

3. Despite improvement in GERs, special focus groups need particular attention. Girls enrolment is rising much faster than that of boys. Efforts to bridge the gap of only 15 percentage points between GERs of boys and girls need to be accelerated. Other special groups (children with disability, working children, children from educationally backward minorities, SCs and STs) also need accelerated programs. UPBEP I expenditure and disbursements are very close to SAR forecast. UPBEP II has been signed and will be effective as soon as legal clearances from GOUP, EFAPB and GOI are available. An expenditure of about Rs 11 million from retroactive financing arrangement indicates that its implementation is in progress.
4. DPEP II: Implementation is slow as indicated by low expenditures of only about Rs 111.5 million and still lower disbursements. Preparatory work and the process for positioning of staff however are fairly advanced. Implementation is expected to accelerate in FY 98-99.
5. Constraints: One of the constraints has been the delayed positioning of staff. Regular BSA office has a number of vacant positions which need to be filled so that DPOs can attend to project work full time and single mindedly. Vacant teacher positions and disadvantage of remote schools in attracting and retaining teachers is a serious threat to the effective implementation of the quality component. Procurement issues raised by the Bank are perceived as constraints causing delay. A meeting between relevant officers from SPO, DPEP Bureau/TSG and the Bank would be helpful in resolving issues and improving presentation for Bank clearance.

IMPLEMENTATION OF THE RECOMMENDATIONS OF THE SIXTH JOINT SUPERVISION MISSION

6. UPBEP: Most of the recommendations of the Sixth Joint Supervision have been addressed. Quality co-ordinators in UPBEP have been appointed in 10 out of 12 districts. Action for appointing primary school teachers on DIET faculty and selection of staff from education department have been initiated.
7. To enhance teacher classroom practices & children learning :
 - Over 5,000 primary teachers are being appointed and more teachers are expected to be in position by the new academic session. The current recruitment has absorbed all BTC graduates and in order to complete teacher requirements, the state is in the process of calling for applications from B.Ed/L.T. graduates.
 - Resource Group for pedagogy has been established to review curriculum and develop new textbooks. Textbooks for grades 1-3 are expected to be developed by December 1998 and training of teachers in the use of these textbooks will be organized in 1999 before introducing the books in schools.

- Classroom observation study capturing the quality of student and teacher interaction, the instructional time to learn and student learning achievement is yet to be commissioned. Studies to evaluate NFE and ECCE need early completion.
 - Linkage between DIET and NPRCs still needs strengthening and constant monitoring by SPO.
 - About 75% positions of professionals in SIEMT have been filled and twinning arrangements with LBSNAA, Mussoorie, IIT, Kanpur and NIEPA have been made to improve institutional capacity. GOUP has released funds to complete residual civil works in SIEMT which are expected to be completed by June 30. Institutional development plan of SIEMT to undertake the expanded role (AWP & B appraisal, quality research and evaluation, training in planning and management) still needs to be refined.
 - Research on EMIS and micro-planning data is yet to be completed. Student attendance data will be included in EMIS from the next year.
8. DPEP II: Posting of key staff in SPO and DPOs has improved and remaining staff will be in position by April 30. District Magistrates have been directed to ensure 60% allocations from relevant departments for the construction of new schools.

PLANNING PROCESS AND MANAGEMENT STRUCTURES

9. UPBEP I and II: The AWP & Bs 1998-99 were developed at the district level. The AWP & Bs have been appraised and approved by SPO. The procedure for appraising of AWP & Bs in DPEP districts was different. The Mission feels that the same process of appraising UPBEP and DPEP district AWP & Bs would be more appropriate. Capacity development at the district and sub-district levels to develop district plans through the involvement of stakeholders and local decision makers should be accelerated in time for appraising AWP & Bs for 1999-2000.
10. EMIS data have been created for three years (for 1997-98 reports have been generated for three districts and for the remaining districts reports will be generated by March end). The EMIS data are reported to have been used for preparing AWP & Bs. The Mission appreciates SPO decision to collect attendance data from the next year. However, with three year EMIS data available, the Mission expected a comparative analysis indicating change in key indicators like EMIS data based GERs by gender, SC and STs, retention rate, grade transition rates, repetition rates, etc.
11. The Mission recommends : (a) EMIS data should also be compared with regular monitoring data collected by the district education office and changes relating to different indicators should be made available to the next joint supervision mission; (b), further, hardware requirements for EMIS software, in view of the current technology and future demands, be reviewed and action for its upgradating be initiated; (c) computer skills for at least a few professionals

in DPO and DIET should be developed on a priority basis; and (d) capacity at all levels (NPRC/BRC/DIET/DPO) to analyze and use EMIS /reported data should be developed.

12. Most of the additional staff for DPEP II have been appointed in SPO as agreed during the finalization of UPBEP II. It is encouraging to note that the same professionals are used for both projects in areas where work in UPBEP is tapering off (for example, civil works, community mobilization). The major issue before the SPO and GOUP is to integrate UPBEP management structures with regular education structures since the project is fast approaching completion. The Mission recommends that GOUP should prepare a plan for the integration of management structures at the state, district and sub-district levels to consolidate and sustain gains of UPBEP I and II after its completion in September 2000.
13. Cumulative expenditure of Rs 4344 million is close to the SAR forecast of Rs 4348 million in UPBEP I. In UPBEP II an expenditure of Rs 11 million has been incurred on items agreed for retroactive financing.
14. DPEP II: Only key staff in DPOs are in place. Full staffing of DPOs is critical to accelerate the pace of implementation which is slow as is evident from slow expenditures and large spill over. GOUP should expedite staffing, particularly Junior Engineer, in SPO and DPOs. AWP & Bs 1998-99 were appraised by NSDART Mussoorie. The SPO informed that the appraisal capacity is being built in SIEMT and appraisal will be carried out by SIEMT from the next year. The Mission endorses the recommendation of NSDART appraisal : (a) the process of AWP & B preparation should be participatory and should be increasingly decentralized to the districts; (b) AWP & Bs should be explicitly linked to project development objectives and overall perspective plan; (c) a detailed PIP should be prepared for better implementation and monitoring; and (d) ensure quality of supervision of civil construction which is quite large due to spill over of last year's work (e) a greater involvement of NGOs in the process of programme planning and implementation.
15. DPEP-II : EMIS data for DPEP districts for 1997-98 have been collected. Data entry operators are in position in most of the districts and data entry is in progress with hired computers. Bids for the purchase of computer hardware have been invited and supply of computers to districts is expected in the next two months. Computer procurement should be ensured before June 30, 1998. The Mission recommends that SPO should ensure capacity in each project district to generate reports and analyze EMIS data in each project district by June 30, 1998.

16. Expenditure in DPEP II is low which indicates slow implementation of activities. Only Rs. 111.5 million (out of 380 million) released by GOI have been spent up to February 28, 1998 out of which Rs 13.8 million have been reimbursed and claims for Rs 85.7 million have been submitted. The process for the accelerated implementation is fairly advanced and expenditures and disbursement are expected to substantially pick up during FY 1998-99.
17. SPD raised the issue of bifurcation of DPEP districts from 15 to 18 and requested for separate DPOs in the newly created districts. The Mission suggests that DPEP Bureau and SPD may examine the issue and take necessary steps to ensure effective implementation in these areas in order to prevent that these districts from suffering since District Magistrate and BSAs are different and duality of administrative decisions may constrain implementation.

INSTITUTIONAL CAPACITY FOR SUSTAINABILITY

18. GOUP has taken several significant policy decisions to improve availability of teachers and physical facilities in primary schools and resource institutions. Recruitment of B.Ed/LT teachers for primary schools with short term BTC training has been allowed to fill all vacant teacher positions since trained primary teachers are not available. Basic Shiksha Adhikaris (District Education Officers) have been advised to rationalize teacher deployment according to state norms and transfers from rural to urban areas have been stopped. Decision has been taken to post all newly appointed teachers in rural and remote areas. GOUP has also allowed four experienced and qualified primary school teachers to be appointed in DIETs. Recruitment of DIET staff from within the Education Department has also been allowed to ensure willing and skilled persons. In addition, the SPD is on selection committee for the recruitment of staff for DIETs.
19. The mission appreciates these GOUP decisions and suggest their speedy implementation. All teacher vacancies in project districts should be filled before the next academic session commencing July 1998. Primary teachers on DIET faculty in project districts should be positioned before starting cycle four training in UPBEP I and II in May-June, 1998. About 75% of professionals have been positioned in SIEMT. Steps are to be taken to strengthen the core staff component and to position the remaining staff. SIEMT capacity building should receive high priority since the range (appraisal of AWP & Bs) and quantum (trainees from DPEP II districts) is fast increasing. Stability of staff in SIEMT is critical for capacity building.
20. Though structures of the BRC and NPRC are in place, effective linkages and co-ordinating systems between the DIETs/BRC/NPRC need considerable strengthening. This includes support and reporting relationships, data analysis and feedback, follow-up and feedback of training, and providing school based support. In UPBEP the NPRC co-ordinator needs strengthening through improved training in supporting teachers in the classroom. Training should

include skills of classroom observation & provide effective feedback on teacher classroom performance and peer coaching skills. Through adequate training in the use of these skills, NPRC co-ordinator can encourage teachers to change their classroom practice.

21. The Mission appreciates the process of selection of DPEP II BRC and NPRC co-ordinators using written tests to assess writing skills, participation in workshops to assess communication and interaction skills and interviews to assess commitment to job and the willingness to learn.
22. Training programs for VEC members are in progress in DPEP districts. The headmasters also join the training of VEC members. Including a parent of a child with disability as VEC member is commended.

PEDAGOGICAL RENEWAL

23. Significant activity relating to pedagogical renewal is the state level visioning workshop organized by the technical support group to develop a shared vision of an effective school and the pedagogical approaches to achieve it. The visioning workshops triggered action both at the state as well as district levels. At the state level they initiated the process of curriculum review and development of new generation learning materials. At the district level, visioning workshops were organized for DIETs and district and block levels. In UPBEP districts the exercise has reached the block and NPRCs, including teachers. In DPEP it has reached the district level. Quality co-ordinators have been appointed in UPBEP districts to monitor and support teacher training and its transfer into the classroom. The quality co-ordinators need to be oriented as early as possible on their roles and responsibilities.
24. Grade 1-3 textbooks are expected to be completed by December 1998 and will be ready for introduction statewide in schools in the academic session commencing June 1999. All teachers in DPEP II and UPBEP I and II will be trained in their use. These textbooks will be introduced statewide.
25. The third cycle of training in progress in UPBEP districts is expected to be completed by June 30, 1998. The first cycle of training for teachers in DPEP II districts is in progress and all teachers are expected to be trained by June 30, 1998. These teachers will also receive teacher grant with the completion of training to develop teaching materials for their respective class. In DPEP II districts, since BRCs are not yet constructed, alternative locations have been identified to cover all teachers before the new academic session.
26. There is a major concern about the transfer of training to classroom practice and its impact on student learning. The NPRC should take the lead in developing well defined strategies, including monthly meetings, workshops to ensure creation of new classroom activities. Classroom observation study covering teaching and learning activities and student and teacher behaviour is still not available. SPO should formulate TOR with technical assistance from

TSG and commission such a study immediately and feed its findings into the design of the next training cycle. Study should include an evaluation of effectiveness of training, including the process of preparation, through training master trainers, training interaction, use of new skills in the classroom and student learning outcomes. It should also provide an insight into the change in the teacher's work load as a result of the introduction of new teaching methods and the extra expectation on the quality of their performance.

27. Cost effectiveness of recurrent training covering large number of teachers is critical for sustainability. The possibility to use distance learning mode for content enrichment and its integration with pedagogical renewal in UPBEP districts needs serious consideration by SPO.
28. In-service training of upper primary school teachers also should receive adequate attention since students from UPBEP primary schools on entrance to upper primary schools, should not face a mismatch of pedagogy as they move up through the systems.

AUGMENTING INFRASTRUCTURE

29. UPBEP I and II: Civil works under UPBEP I are expected to be completed by June 30, 1998. UPBEP II has been signed and is expected to be effective shortly. However civil works to construct 587 new primary schools, 307 upper primary schools and 3273 additional classroom are in progress from retroactive financing. Out of the 3572 teacher positions created under UPBEP II during the current year 2630 have been appointed. There are still 4114 vacant teacher positions. Remaining positions are expected to be filled through the recruitment of B.Ed/LT qualified teachers who will be given a short term BTC course and will be in position by the next academic session commencing from July 30, 1998.
30. Site selection especially in hill areas where flat plots are not easily available needs special attention in order to prevent high costs for retaining walls and making drinking water available.
31. DPEP II: The Mission appreciates the GOUP decision to provide 60% of the new primary school construction cost through convergence from relevant schemes. The District Magistrates have been instructed to this effect. Civil construction that was planned for 1997-98 has spilled over to 1998-99. Construction of new school buildings, additional classrooms and drinking water schemes are expected to start by April 30. Speed of implementing civil construction will have to be considerably accelerated to complete last year's spill over and new works. Adequate supervision is required for ensuring quality of construction as suggested by NSDART appraisal of AWP & Bs.

32. The SPD raised the issue of Bank's procurement procedures for procuring consultancy from UP Jal Nigam and similarly for BRCs which will cause delay in completion and affect the quality since the works are scattered in thousands of villages. The issue will be discussed with Bank management on return to Delhi.

SPECIAL FOCUS GROUPS

33. Gender: EMIS data indicate that participation of girls has improved, but a lag between GERs of boys and girls is still over 15 percentage points. SPO and DPOs should review their strategy and strengthen these with new initiatives to increase girl's participation in primary and upper primary schools/alternative schools. Sample studies on cohort class transition and completion rates should be immediately undertaken to closely monitor girls participants. Quality of alternative schools also needs to be closely monitored to protect equivalence in terms of resource allocations and opportunities to learn.
34. STs and SCs: Differentiated data from EMIS should be provided to the next JSM.
35. Children with disability: The progress is slow and serious efforts are needed to expand support to schools to integrate these children according to the equity provision in the Revised National Policy on Education 1992 and Disability Act 1995. SPD informed that sensitisation of community and teachers, identification of resource support at district and state level and identification of children with special needs will be reported to the next JSM. Resource support to the children will be made available in selected areas during the second half of 1998-99.
36. Special groups : Several initiatives to enrol special groups of children, particularly girls from minorities and out of school working children are being implemented. Number of children covered by these schemes will be reported to the next JSM.
37. Non-formal education: Preliminary indications from the evaluation study is that there is sizable shift of students from NFE centres to regular schools after the introduction of mid-day meal scheme. The program of expansion of NFE centres should therefore be reviewed in the light of the findings of this study.
38. ECCE program: Results of the evaluation study on ECCE are awaited and pedagogical renewal and teacher training will be carried out by the end of 1998. The timings of selected AWCs have been increased to bring them in line with formal schools under a special arrangement with DWCD. The Mission recommends that (a) the issue of continuance of day centres after the project period be discussed with DWCD in order to ensure sustainability, and (b) curriculum renewal and teacher training, focus on school readiness and effective classroom management.

MONITORING, EVALUATION AND RESEARCH

39. UPBEP I and II: PMIS and EMIS are the major tools of monitoring. PMIS monitors physical targets and expenditures. It is fully operational and reports generated by it are used by the SPO and DPOs. EMIS can be considered to be partially effective since the capacity to generate reports in all the districts is not yet developed. Analysis of EMIS data in SIEMT is not complete and planning decisions that require current data are deprived of this useful resource. EMIS and micro-planning data interface could not be established as yet. The system should be reviewed and attempt should be made to provide data on change in indicators of GERs, class transition rates, retention, etc. based on the last three years data to the next JSM.
40. Studies to evaluate non formal education, ECCE and classroom observation are behind agreed schedule. Evaluation design to assess the impact of the project on achievement of project objectives is critical since the project is reaching its completion stage within two years. The baseline learning achievement study should form a part of this evaluation design. Further, UPBEP II In-depth Review is scheduled with DPEP II IDR during 1999. The Mission recommends that the schedule of learning achievement study should be planned immediately to complete it in time for the IDR.
41. This year 12 studies have been funded by PRAC and 29 studies were completed earlier. Dissemination of research findings and their use in practice still continue to be an issue. Moreover, studies that can directly influence classroom practice are very limited. Mission feels that research prioritization for funding and quality control mechanism need special attention.
42. DPEP II: EMIS data for DPEP districts for 1997-98 have been collected. Data entry operators are in position in most of the districts and data entry is in progress with hired computers. Bids for the purchase of computer hardware have been invited and supply of computers to districts is expected in the next two months. Computer procurement should be ensured before June 30, 1998. The Mission recommends that SPO should ensure capacity in each project district to generate reports and analyze EMIS data in each project district by June 30, 1998.

NEXT STEPS

43. Implementation of DPEP II should be accelerated without compromising on the quality of activities. It requires immediate positioning of key staff in DPOs and constant monitoring by SPO and DPEP Bureau.

44. Early filling up of key vacant positions in DPEP and appointment of additional teachers under UPBEP II before June 30 are critical for effectiveness of the inputs under quality component. It should also be accompanied by rationalization of teacher deployment, particularly in rural and remote areas. EMIS data should be used for school-wise deployment and be made specific for each level of decision making and planning.
45. Visioning exercises should be used as pedagogical tool to develop school improvement plans and improvement of recurrent training cycles and classroom practice, particularly regular monitoring of student learning progress and learning support to students. Visioning workshops should include focus on “inclusive schools,” including children with disabilities. Classroom observation studies to document classroom practice and using feedback for improving teacher training and school-based support should be carried out with a sense of urgency.
46. An action plan should be developed to mainstream the benefits and processes of UPBEP to ensure institutional sustainability as part of an overall Institutional Development Plan for primary education at the state level. This plan will need to include decentralisation policies for government organisations, and strengthening the competencies of the state, district, sub district and village organisations and their interface.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

WEST BENGAL STATE REPORT

EXECUTIVE SUMMARY

1. Progress in West Bengal has been slow but there is now evidence that sufficient preparation and planning is taking place which should ensure that the pace of implementation begins to accelerate.
2. The strength of West Bengal is the fact that decentralisation is already a reality. The Panchayat Raj system has responsibility for delivering many community development schemes. Convergence is taking place at the block level. This is potentially an asset for DPEP. There is commitment to social reform and DPEP is already integrated into the main system so that its benefits could be made available to all. The challenge is to ensure that attention to the needs of special focus groups is given priority and that the planning process is fully participative below the block level. More awareness programmes will prevent DPEP being perceived as just another fund.
3. The MIS system is being installed and will be fully functional by the end of April.
4. The conceptual framework for pedagogical renewal has been developed with the three state institutions involved and implementation is just beginning.
5. Large numbers of teacher vacancies are in the process of being filled. The state is expediting the sanctioning of new schools and posts at the SCERT and SPO.
6. There are indications that enrolment is increasing and that schools' physical capacity is fully stretched, leading to concerns that management arrangements to reduce class sizes are urgently required. The SPO is developing a civil works strategy which will address the spatial needs associated with the new pedagogy. There is an urgent need to support teachers to optimise the utilisation of limited classroom space currently available to them.
7. A district level workshop involving all stakeholders should ensure that DPEP influences the design and construction process under other programmes.
8. West Bengal districts would benefit from learning from each other and from the experience of DPEP-I states and a visit programme is being drawn up.

**SEVENTH JOINT SUPERVISION MISSION
(14 MARCH TO 27 MARCH, 1998)**

WEST BENGAL STATE REPORT

INTRODUCTION

1. The members of the JSM team who visited West Bengal were Sibani Swain (GOI) and Barbara Payne (DFID). The team visited the State Project Office, the SCERT, the State Board for Primary Education and had meetings with the Minister and Secretary of Education, the Chief Secretary, the Director of the WBBPE, the SPD and other project officials. At the district level, the team visited Murshidabad district. The field visits included visits to schools, Panchayat Office and BRCs at Raninagar and Bharatpur-II, and municipality of Jangipore and the DPO. Interaction took place with BLCC, BRCs, CRCs, VECs, District Project Officials, teachers, parents and children. The team would like to express their appreciation for the warm welcome and hospitality they received during the visit and for the effective and comprehensive arrangements made, especially by the SPD, Dr A. K. Das to facilitate the visit.

GENERAL OVERVIEW

2. DPEP start up has been slow in West Bengal. Some of the key functionariés at SPO and DPO are in position. Office automation is almost complete. SCERT has now produced a full institutional development plan. The three institutions WBBPE, SCERT and SPO involved in education development are co-ordinating through a State Level Committee for teacher training. This is just the institutional foundation for an integrated, holistic approach to pedagogical planning. At the district level, convergence among multiple agencies working for social reform and primary education development has been evidenced. In the first year of the DPEP, activities undertaken have been mostly confined to the repair of school buildings, the procurement of furniture and equipment, the training and orientation of functionaries and various stakeholders at different levels and the distribution of school and teacher grant to the VECs. The teachers have yet to utilise their grants.
3. Decentralisation in the mainstream education system is already in existence. Convergence of different schemes and programmes at the sub-district level is significant and contributing to the overall quantitative expansion of primary education. The active involvement of the Panchayat Raj institutions, and the commitment of the VEC members, block level functionaries, including sub-inspectors of schools, potentially puts the state at a great advantage in terms of sustainability. There is already evidence of increasing enrolment.
4. However, there is an immediate need to strengthen the SPO and DPO in terms of staffing, training and orientation. The MIS system is not yet functional. There is no evaluation system yet developing. Learning from DPEP-I

experience is not in evidence, especially at the district level. The DPOs are yet to take a proactive role in project planning and implementation. A more participative approach to planning, involving people at the micro level, needs to be developed. Convergence relating to civil works is a critical issue which requires more understanding and agreement about design and classroom size, by all the stakeholders, if learning opportunities are to improve. There is a need to articulate the civil works strategy, in this context, at the district level. Already, increasing enrolment is putting pressure on existing space. The need for state approval, particularly the sanction of new posts for the project and resource institutions, civil works policy, new teacher posts and new schools, may constrain further progress. There are large numbers of teacher vacancies in all districts. The process for filling these gaps is underway. Text book renewal process is planned. Teacher training modules have yet to be developed. Research priorities have yet to be identified. These are all critical components upon which the district plans are dependent. Programme planning needs to address more specifically the education need of special focus groups, both at the state and district levels. An alternative education strategy to address their needs has yet to be conceptualised.

5. The fact that West Bengal is holding the five yearly Panchayat elections in May this year could constrain further the pace of implementation, but planning is in hand to minimise this and to identify activities which can proceed in spite of the elections.

IMPLEMENTATION OF THE LAST JSM RECOMMENDATIONS

6. Some progress has been made since the last In-Depth Review in spite of the elections, and the SPD and his staff and those working at the district level are working hard to get implementation momentum going. There has been significant progress made regarding the 6th JSM recommendations about pedagogical improvement. There is now evidence of a growing sense of ownership and commitment to DPEP at the state level. The Minister is holding on April 6 a special meeting for all DMs and Panchayat officials to ensure they are fully orientated and to encourage their full participation in speedier implementation of the project. The Mission team were presented with a new and comprehensive version of the Development Plan for SCERT. Discussions are underway as to how to put in place an appropriate impact and evaluation system (which is a project condition). The priority is to accelerate increased information flow and dialogue between state and districts.
7. MIS hardware has been ordered, cabling installed and the related posts sanctioned. It has been agreed with state and district officials in Murshidabad that this is a priority for action and that the MIS systems will be fully functional by the end of April.
8. The State Office has acquired new space in the building in which it is housed and should acquire further space within five months when the department currently occupying that space, moves into a new building. Nothing has been

done yet to improve the State Project Office, but refurbishment is envisaged when the new space is available and the SPD and engineers have plans for how the space should be utilised.

9. Some posts are filled up in the State Project Office, but the Gender Co-ordinator, who was appointed on deputation from school education directorate, retired from government service on 28.2.98 leaving the posts vacant thereafter. There is an urgent need to fill up vacancies and establish new posts in both the state and district offices. There is a felt need to have more young, dynamic and energetic persons with appropriate representation of women in the project offices, who could take pro-active role in experimentation and piloting of new ideas/interventions under the project.
10. It is encouraging to hear that it has been agreed that if no one is available on deputation then the SPD is now able to advertise posts.

PLANNING PROCESS AND MANAGEMENT

11. The Annual Work Plan and Budget 1998-99 of all project districts and the state component has been prepared for appraisal at national level. The planning process both at state and district levels is participatory with a significant level of horizontal linkage among various stakeholders and resource institutions. The district and state planning teams have acquired skill in micro-planning. However, insufficient micro-planning below sub-district level is an issue to be considered. A bottom-up approach to planning by use of PRA techniques is suggested. The planning process needs to be further intensified with research-based intervention and feedback from the information collected at the grassroot level under various programmes like BPL (Below Poverty Line) Survey, Door-to-Door Survey under PM's Poverty Eradication Scheme, etc. The state project is yet to develop its EMIS which could provide critical input to planning.
12. Some of the key functionaries at SPO and DPO are yet to be positioned. There is an urgency to fill in the posts of Programme Co-ordinators for special focus groups, research and evaluation and MIS staff, both at state and district offices. Office automation is almost complete. The furnishing and cabling for installing MIS hardware was complete in the DPO visited by the team and almost near completion in the SPO. A centralised process of recruiting MIS staff and procuring hardware and software has been initiated for both SPO and DPO.
13. The team had the opportunity to interact with various functionaries at the district and sub-district levels including the Chairperson of District Primary School Council, DLCC, BLCC, BRG, urban local bodies, Panchayat Samitis, WEC, VECs and Village Panchayats. A strong sense of commitment towards the cause of primary education development was noted at all levels. It would be in the greater interest of the project to channel these institutions in a coherent manner to achieve DPEP objectives in particular and the greater

objective of achieving UEE in general. This is both a challenge and a strength. It is significant in this context to build up the managerial capacity of district level functionaries to face the challenge. It is also important to learn from DPEP-I experience. The information flow from State to District Project Office and dialogue between SPO and DPO need strengthening.

14. It is recommended that an orientation programme involving visits to DPEP-I states/districts would be organised for DPEP implementing district level functionaries in the next three months.
15. The state government has released its 15 per cent share (Rs. 2.47 crores) to the State Project Office during the year 1997-98. Against AWP&B amounting to Rs. 16.48 crores, the total expenditure upto 28.2.98 is estimated at about Rs. 5.42 crores. Immediate start up of new school building construction would enhance the expenditure flow.

INSTITUTIONAL CAPACITY BUILDING FOR SUSTAINABILITY

16. Roles, functions and interrelationships between the institutions involved in the DPEP process have now been clearly defined and articulated. The nodal institution in the state is the West Bengal Board of Primary Education which is responsible for textbook and materials development and teacher training. In February 98, a Government Order gave responsibility to the SCERT for teacher training implementation. There is close co-operation between these two institutions and the SPO. This is institutionalised through the Co-ordinating Committee which has already met twice and will continue to meet twice monthly. There is a time bound comprehensive training plan which starts in March/April which indicates thematic areas and external resources to be used. Work has been constrained while the state approves posts especially for the DPEP cell. The Chief Secretary and Minister for Education for West Bengal gave the team assurances that these would be expedited.
17. The designated DIET selected from the Primary Teacher Training Institutions (PTTIs) in each district is gearing up. The team interacted with creative resource persons in the well situated and attractive DIET at Berhampore engaged in local specific teacher learning materials. There is an emerging philosophy in this institution which recognises child development needs within pedagogical development. Posts need to be filled up in the DIETs if the work is to be carried forward effectively.
18. A state level workshop was held in February on the role and functioning of the DIET / BRCs and CRCs. The team saw that in Murshidabad (as in other districts), all 26 BRCs have been established and administrative co-ordinators appointed. It has been decided that each BRC should have an academic co-ordinator selected from among the talented teachers in the district. Their selection has yet to be completed. BRGs have been established and full programmes to orientate teachers and VEC members to the programme have been undertaken.

PEDAGOGICAL RENEWAL

19. A Co-ordinating Committee (see above) has been set up to ensure synergy between some of the key elements of pedagogical renewal. The Mission saw and discussed the conceptual framework to be adopted for pedagogical renewal, which is well documented. State level workshops have taken place on visioning, distance education, utilising teacher learning materials and multi-grade teaching. Trainers have been identified and are being trained. Teacher training begins in April 98. Class I text books in Mathematics and Language should be in schools for the beginning of the academic year 1999-2000. UNICEF is working in 4000 schools in 13 non-DPEP districts and their innovations are also being introduced in DPEP districts, including the development of a cloth pocket board and the development of basic teaching and learning materials. The pedagogical reform process will affect all schools in West Bengal.

20. There are two overriding constraints against improvement of teaching learning opportunities. One is the current position regarding teacher vacancies. In Murshidabad there are 1000 vacancies out of a primary teaching force of 9000. This situation is reflected in the other four districts. Litigation has prevented any new teacher appointments in West Bengal for the past ten years, but a High Court ruling now allows for these posts to be filled up. The process is underway and it has been agreed that this will be given urgent priority before the Panchayat elections and that all teacher vacancies will be filled, at the latest, before the next JSM. The second constraint is the current overcrowding in classrooms where population growth and increased enrolment have created circumstances which need to be addressed with urgency. In some places in non-DPEP districts creative utilisation of the school day is already happening. The school day is "staggered". Classes are called in at different times and all the teachers concentrate for two hours of the day on teaching Class I. This kind of experiment could be replicated. Elsewhere, shift systems are under consideration, to ameliorate the congestion in existing classrooms. The team suggested that as a matter of urgency teachers orientation needs to include the basic re-organisation of the "difficult" classrooms.

AUGMENTING INFRASTRUCTURE

21. Creation and augmentation of physical infrastructure have been considered as the most critical input for the primary education development. The districts and the blocks visited by the team confirmed the common belief that the existing infrastructure in terms of school-building and classrooms (size and design) is much below the minimum threshold level required for effective classroom transaction.

22. Increased enrolment in primary schools has already started putting pressure on the existing infrastructure. Some schools are so crowded that the children are almost literally falling out of the classrooms. The programme is taking cognisance of this issue and envisages construction of new school buildings and buildings for roomless schools, additional classrooms and repairs/renovation of school building under the civil work component of the project. It was understood during the visit that construction of small civil works, like provision of drinking water facilities and girls' toilet, has been taken up by the Panchayat Samiti in the district under other central and state schemes.
23. During the first year of the project implementation, planned civil works activity is confined to repair of dilapidated school buildings only. The execution of work is done by the VECs for which 75 percent of the estimated cost has been released by the DPO. Almost 60 percent of the targeted schools are expected to be repaired/renovated during the year. The construction of new buildings has not yet started for want of completion of the construction manual. The state would complete and obtain all necessary approval on construction manual with the resource support from TSG by end March so as to start construction in April. The process for recruiting one Junior Engineer in each block for supervising the civil work to be executed by VECs has been initiated. All the VECs have obtained an initial orientation regarding implementation of civil work.
24. West Bengal is a unique state where multiple agencies are working in close co-ordination for the same cause, i.e., augmentation of physical infrastructure for primary education. There was evidence of effective convergence in construction/renovation of school buildings under various programmes and schemes like EAS, JRY, BADP, MP-LAD Scheme, ITDP, BMS and other state plan schemes. Functionaries of Zilla Parishad, Panchayat Samitis, Municipalities, WECs and VECs are actively involved in the process of improving physical infrastructure for primary education. The concept of DPEP as an additionality to the normal plan activities was found to be well conceptualised by the district and block level project functionaries. While association and commitment of different stakeholders in the primary education development is a great strength of the district project, it is critical to orient and clarify the thinking of all stakeholders regarding the need to construct the schools/classrooms conducive to activity-based, child-centred, classroom transactions and it was agreed that districts would hold workshops to this effect.

25. It is recommended that:

- District level orientation workshops should be held, as soon as possible, to clarify the thinking of all stakeholders (e.g., Panchayat Chairperson, Municipality Chairperson, Zilla Parishad Engineer, members of designated DIETs, VEC members etc.) regarding the requirements of constructing classrooms, conducive to new improved teaching learning methods.
- Resource persons for the workshop to be invited from TSG and other implementing states.

SPECIAL FOCUS GROUPS

26. There are no personnel in place in the state or district offices with special responsibilities for special focus groups. Therefore it is not surprising that many of the activities regarding encouraging enrolment are broad based and not specifically targeted to address the needs of the girl child and the most disadvantaged members of communities. This was evidenced in the priority lists for school repairs where criteria appears to reflect the state of the building rather than priority community needs. In discussion the Team suggested that the district and block level need to address how they will develop strategies to encourage specific local groups into school. The need to experiment with alternative forms of education provision to address the specific needs of groups like muslim girls and working children is to be encouraged. There has been little consideration to date within DPEP in West Bengal of the need to develop Early Childhood Education and to interact with the existing ICDS programme. The decision to appoint to each DPO a woman sub inspector of schools who will have responsibility for women and child development issues will assist development in this area, but there will be a need to learn from national resource institutions and other states, as the sub inspectors are unlikely to have the range of experience and skill required to lead this initiative without support and training.
27. West Bengal has set up a scheme to provide Child Education Centre in every block. Teachers are to be identified from local women's groups but it is not clear where their training will come from. This offers an opportunity for DPEP to provide appropriate training and to converge new initiatives with this state wide development.
28. Currently 40 women in each block are being trained to carry out household discussions under the PM's Poverty Eradication Scheme which should throw up critical information to inform the district planning process. There is little evidence of women playing a significant role in planning and implementation of DPEP at this point in time and a strategy to address this issue will need further consideration.

MONITORING EVALUATION AND RESEARCH

29. A state level monitoring committee has been set up to develop process indicators for formulating quantitative and qualitative methodologies for intensive monitoring and evaluation. West Bengal has the opportunity to learn from other states (especially AP) in this area as it designs an evaluation framework and needs to consider further the need to make this a fully participative and formative development process involving VECs and teachers. There is an urgent need for planners to become familiar with data processing analysis and interpretation. Research has not really taken off yet, but research questions are being formulated and some modest research activities will be initiated at the district level in the coming year.

THE NEXT STEPS

30. **MIS.** The MIS system should be fully operational by the end of April 1998 at both the state and district levels.
31. **Civil Works.**
- District level orientation workshops should be held, as soon as possible, to clarify the thinking of all stakeholders (e.g. Panchayat Chairperson, Municipality Chairperson, Zilla Parishad Engineer, members of designated DIETs, VEC members etc.) regarding the requirements of constructing classrooms, conducive to new improved teaching learning methods.
 - Resource persons for the workshop to be invited from TSG and other implementing states.
32. **Teacher Recruitment.** Priority should be given to fill the teacher vacancies with great urgency over the next few months and at the latest by the next JSM.
33. **State Support for DPEP.** State government ought to facilitate the filling up of the posts at the SCERT, and at the SPO; the government should expedite sanction of new schools along with their required teachers posts; and the DPEP core group should be in position at SCERT in three months time.
34. **Innovations.** Brainstorming workshops on piloting of new types of alternative education system for local specific target group and for the encouragement of Early Childhood Education, should be conducted at district level.
35. **Teacher Training.** Teachers' orientation programme should be organised at the district level to address the current needs of teachers in the context of overcrowding of classrooms.
36. **Learning from DPEP-I.** An orientation programme involving visits to DPEP-I states/districts should be organised for DPEP implementing district level functionaries in the next three months.

**DPEP SEVENTH JOINT SUPERVISION MISSION
(14th March to 27 March, 1998)**

TERMS OF REFERENCE

1. Introduction

The Government Of India and the Funding/Donor Agencies supporting the DPEP have agreed to conduct the bi-annual Joint Supervision Mission. Leadership of these missions has been on rotating basis.

- The Sixth Joint Supervision Mission (26th September – 17th October 1997) was led by Ms. Mervi Karikorpi of the European Commission.
- The seventh Joint Supervision Mission is scheduled from 14th March to 27th March, 1998 and will be led by Dr. V. K. Agnihotri, a nominee of the Government of India.

The overall purpose of these missions is to assess the progress in the implementation of the DPEP as well as to assist the DPEP Bureau and the State Project Offices in identifying and addressing the areas of concern.

2. Mission Objectives

The Mission will review the overall progress in the implementation of the Programme, particularly since the last JSM, highlight the constraints, if any, and offer suggestions to overcome these constraints. It will also assess the extent to which the recommendations of the sixth JSM are being implemented. Effort is to be made to make the report more meaningful and actionable for the States.

3. Team Composition & States to be Visited

The Mission will comprise of 24 members nominated by Govt. Of India and funding Agencies (GOI-6, IDA-8, DFID-4, EC-4, UNICEF-1 and Netherlands-1).

12 teams comprising of 2 members each shall visit 10 States namely Tamil Nadu, Karnataka, Maharashtra, Andhra Pradesh, West Bengal, Orissa, Gujarat, Himachal Pradesh, Uttar Pradesh and Bihar. Two teams shall visit Uttar Pradesh and Bihar, the latest entrants in to the DPEP fold.

4. Documentation to be Provided to the Mission

The DPEP Bureau shall provided the following documents two weeks before the Mission:

- An overview which is updated as on 1 January 1998. The overview shall, to the extent possible, be in a Tabular form. Issues and concerns may also be highlighted.

- Follow up report on the recommendations of the last JSM.
- A brief State review report in respect of each State.

These background documents shall be shared with the funding/donor agencies, two weeks before the launching of the Mission.

5. Organisation of the Mission

A month before the launching of the Mission, a meeting of the funding/donor agencies, DPEP Bureau and the Mission Leader shall take place in which the teams to visit the various states shall be decided. For this purpose, the funding/donor agencies shall provide a list of their nominees by the 1st week of February'98.

There will be a full day's briefing for the members of the mission on 15th March'98 by the DPEP Bureau. It shall be preceded by a briefing of the Mission Members by the Team Leader on the afternoon of 14th March. The State visits will be five days in duration, at the conclusion of which the team will present a draft Aide Memoire summarising the findings and the recommendations to the State Project Offices. On return to New Delhi, the Mission Members will brief the DPEP Bureau about their preliminary findings and have meetings with the DPEP Bureau and the national resource institutions to discuss the implications. A first draft of the Aide Memoire shall be presented to the DPEP Bureau on or before 24 March. It will be revised and presented to the DPEP Bureau on 25 March. The formal wrap-up meeting with the GOI and the participating States will be held on 27 March.

**DPEP SEVENTH JOINT SUPERVISION MISSION
(14th March to 27 March, 1998)**

PROFILE OF MISSION MEMBERS

Agnihotri, Dr. Vivek K.: (GOI Nominee and Mission Leader) Joint Director, LBSNAA, Mussoorie. Co-ordinator of DPEP training programmes on planning and implementation, supervision and appraisal since 1995. Has been the leader of the fifth Internal Supervision Mission mounted in January 1996. Member of the fifth JSM (March 1997).

Alexander, Dr. Robin J.: (EC Nominee) Professor of Education and Director of the Centre for Research in Elementary and Primary Education at the University of Warwick. Member of the UK Qualifications and Curriculum Authority. Former member of the UK Council for the Accreditation of Teacher Education. Specialist in primary education, curriculum, pedagogy, teacher training, and evaluation, and author of numerous publications in these fields. Associated with DPEP-related interventions in 1995, 1996 and 1997.

Ambasht, Dr. N.K.: (GOI Nominee) He has experience of working in the field of Elementary Education for more than 30 years. A doctorate in tribal education, he is currently Professor and Head of the Department of Education in Non-formal and Alternative Schooling, NCERT, New Delhi. He headed Extension Education in Nigerian University and was adjudged Man of the Year (1997) by the American Biographical Institute, USA. He received certificate NFE from Manchester and is Prof. Associate (EWC.Hi, USA). He was a member of third JSM.

Burke, Dr. Andrew: (EC Nominee) Senior lecturer St. Patrick's College, Dublin City University, Dublin, Ireland. Full-time involvement in primary teacher education. He has worked in LESOTHO for the Irish Government's Department of Foreign Affairs, in the Philippines for the World Bank and contributed to NCERT Seminar (1997) on behalf of EC.

Das, Mr. P. K.: (GOI Nominee) He is a graduate from Jadavpur University in Architecture and a post graduate from School of Planning and Architecture, Delhi. He has been associated with DPEP and also with APPEP in Andhra Pradesh, BEP Bihar and UPDPEP. Visiting faculty member of School of Planning and Architecture and TVB School of Habitat Studies, New Delhi. Main area of work is Cost effective Construction Technologies in the field of developmental works.

Gopalan, Dr. K.: (GOI nominee) He has held several important positions including those of (i) Vice-chancellor, Cochin University of Science and Technology, (ii) Joint Educational Advisor (Technical) to the Government of India, and (iii) Director, National Council of Educational Research and Training (NCERT), New Delhi. In his capacity as Director of the NCERT, he has been associated with the DPEP from its earliest days. He has been the GOI Team Leader for the Appraisal Missions to Uttar Pradesh and Madhya Pradesh. He was also a member of the In-depth Review Mission led by the European Commission in September-October, 1997.

Hirshberg, Ms. Susan E.: (WB Nominee) An alumna of Harvard University, she has specialised in education policy and analysis, teaching and learning and gender participation. Has done various assignments in Pakistan, East Asia and the Pacific, following many years of teaching in schools and community organisations. Has several publications to her credit.

Hordyk, Mr. Ad: (EC Nominee) His area of specialisation is change management and institutional development. He has been a member of the sixth Joint Supervision Mission and visited Madhya Pradesh. He has carried out more than 100 consultancy assignments in Asia, Africa, Europe and Latin America as a senior management consultant of Matrix Consultants in Developmental Management.

Jangira, Dr. N.K.: (WB Nominee) A professional educator, he has specialised in curriculum/instructional material development, teacher training, decentralised and school-based management and education of children with special needs. He has done consultancy assignments in India, Nepal, Philippines, Thailand, Sri Lanka, Bhutan, Afghanistan, Vietnam and Japan. Has published several books. Has been associated with several JSMs.

Jha, Dr. Jyotsna: (WB Nominee) Her research works (doctoral as well as M.Phil) relate to economics of education. Has been associated with the DPEP since 1995 as part of the Ed.CIL's Technical Support Group. Has participated in several appraisal and planning missions of DPEP. Prior to DPEP, has been associated with several projects related to education. Currently, as a free-lance consultant, associated with several ongoing educational programmes in the country.

Karikorpi, Ms. Mervi I.: (EC Nominee) At present European Commission Education Programme Co-ordinator in New Delhi. Was the leader of the first In-depth Review Mission and member of the fourth and fifth Joint Supervision Missions. A post-graduate in Theoretical Physics and Economics, she has specialised in the areas of education policy and analysis, institutional planning and management and new learning technologies. Has been associated with several education and R&D projects in Europe and Asia.

Kukler, Mr. Ron: (Netherlands Nominee) Ron Kukler's special expertise is in the field of organisational development of basic education as well as technical and vocational education. His specific focus is on strengthening of the education systems and on increasing the effectiveness of organisations. Ron has participated in the pre-appraisal and appraisal of the Madhya Pradesh DPEP programme, and in several DPEP JSMs. He is also involved in similar district based basic education activities in Tanzania, and has participated in the formulation of a primary education programme with a specific focus on girls, in Pakistan. Following 18 years of working and living in various developing countries, Ron Kukler is since 1990 based in the Netherlands and since 1994 working with the Nuffic in the Netherlands as Co-ordinator Consultancy of the Department of Education Studies and Consultancy.

Menon, Ms. Lata: (UNICEF Nominee) Education officer UNICEF, Hyderabad. Background in Early Childhood Education. Provided support to the UNICEF education initiatives in Andhra Pradesh and Karnataka which includes interventions for tribal children, girl children and child workers.

Montgomery, Dr. Richard: (DFID Nominee) A social anthropologist by training. Presently Social Development Advisor in DFID's Delhi Office. Was involved in DFID identification missions for DPEP in AP and WB in 1994. Now responsible for social advice to a number of different sectors in the DFID - India Programme, including rural and urban poverty reduction projects.

Mukhopadhyay, Dr. Sudesh: (WB Nominee) She is currently the Director of SCERT Delhi, an autonomous organisation of the GNCT of Delhi. She has served earlier with NIEPA and NCERT. Her areas of specialisation are teacher education, education of children with special needs, institutional planning and management and school based management. She has participated in the pre-appraisal, appraisal and supervision missions for DPEP on WB and GOI teams.

Nayana Tara, Dr. S.: (WB Nominee) She is currently working at the Indian Institute of Management, Bangalore, as Assistant Professor. Her specialisation is in Elementary Education Management and Business Communication. Is the recipient of UGC and Fulbright post-doctoral fellowships. Is a member of several professional bodies in India and abroad. Member of Executive Committee of DPEP in two states. Has a couple of books and several research papers to her credit.

Payne, Ms. Barbara: (DFID Nominee) Has been the DFID Senior Education Advisor for India for the past three years. Formerly she was the Education Advisor in the Pacific based in Fiji. Areas of interest and experience cover strategic issues, policy planning, management and pedagogy. She has been an advisor to the UK Government and other overseas governments. Is currently based in India, has been a teacher and a headteacher of a large school in the UK with 2000 pupils with 100 teachers. Was formerly investment analyst for a large multinational company. Is a mother and is currently learning to be a grandmother.

Prawda, Mr. Juan: (WB Nominee) He is a Senior Education Specialist in the South Asia Region of the World Bank, posted in Washington DC. A post-graduate in Operations Research and Management Sciences, he was Deputy Under Secretary for Policy, Planning, Budgeting and Information Systems with the Mexican Ministry of Education for 12 years. He has been associated with the DPEP programme since 1995. He has been the Bank's team leader for DPEP-III since its identification.

Rajakutty, Dr. S: (GOI Nominee) A doctorate in Economics, he has specialised in the areas of planning, monitoring and evaluation, participatory methods and social analysis. Presently working as Director, Centre for Monitoring and Evaluation in National Institute of Rural Development, Hyderabad. He was resource person for the workshop for Managerial Structure and Process in connection with DPEP, held at NCERT in 1996. He has conducted two studies: one for Institutional Development for DPEP in Tamil Nadu and the other on Access and Review of Guidelines, both sponsored by Ed.CIL. He is a member of the General Council for Bihar Education Project and has led the Pre-appraisal Mission to Haryana. Trained the district planning teams of West Bengal in Lóg Frame for DPEP 1996. Resource person for Research and Evaluation Programme officers of DPEP states – organised by Ed.CIL in March, 1998. Participated in the Capacity Building Workshop for DPEP, organised by MHRD with EC.

Rewal, Mr. Vijay: (WB Nominee) A post-graduate in Structures and Building Sciences from Concordia University, Montreal, Canada, he is the President of Vijay Rewal Associates, New Delhi. Has done several projects for World Bank in India, Nepal, China etc.

Shotton, Mr. John: (DFID Nominee) He works at the Centre for Overseas and Developing Education, Homerton College, University of Cambridge, UK. Has been involved in a series of research projects in India since 1991. Has participated in the fifth and sixth JSMs.

Swain, Ms. Sibani: (GOI Nominee) A member of the Indian Economic Service, presently Deputy Adviser, Financial Resources Division, Planning Commission. Associated with Primary Education and District Primary Education Programme during the years 1993 to 1997 when she worked as Under Secretary and Deputy Secretary (DPEP) in the Department of Education, Ministry of Human Resource Development, Government of India.

Thormann, Dr. Mary S.: (WB Nominee) A freelance consultant, she is an educational psychologist, special educator, teacher trainer and human resource development specialist with extensive experience in Asia, the Middle East and Africa. She has several publication to her credit.

Welsh, Mr. Tom: (DFID Nominee)

- October 1997 upto present - Head of the DFID Education Projects Office (British Council, Delhi).
- 1989-1997 - Fellow, Harvard University, Harvard Institute for International Development. Cambridge, Mass, USA.
- 1984-1990 - Chief Executive Officer, Aga Khan Education Services, Geneva.

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