FOR REFERENCE ONLY

UTTAR PRADESH BASIC EDUCATION PROJECT : UNDERSTADING THE CHALLENGES OF SUSTAINABILITY AND MAINSREAMING

May 1999

Uttar Pradesh Education For All Board
Lucknow

The Team

Concept, Research design, Coordination and Synthesis	:	Jyotsna Jha
Study on Academic Structure and Processes	:	Shyam menon Jyotsna Jha
Study on Managerial Structure and Processes	:	IIM, Luchnow Team
Study on Role of Village Education Committees In sustainability of UPBEP	:	P.N. Sharma Vani Vinayak

National University of Educational Planning and Administration
Acc. No. D-14505
Date : 30-7-2013
Documentation Centre

NUEPA DC
D14505

TABLE OF CONTENT

Acknowledgements

Abbreviations

I.	Introduction	:	1-2
II.	UPBEP Interventions: An Overview	:	3-7
III.	Approach and Methodology	:	8-11
IV.	VEC and Community Linkages	:	12-18
V.	Managerial Structures, Processes and Practices	:	19-30
VI.	Academic Structures, Processes and Practices	:	31-62
VII.	Teachers and Physical Infrastructure	:	63-65
VIII.	Other Project Interventions	:	66-69
IX.	Financial Implications for the Post-Project Period	:	70-86
X.	Major Sustainability Issues	:	87-89
XI.	Transition Pan for 1999-2000	:	90-93

Attachment I: Summary Findings and Recommendations

References

Acknowledgements

The completion of this report has been possible with a lot of academic and logistical support from several corners both within and outside the project. Thanks are due to Prof. Shyam Menon (University of Delhi, Delhi), Dr. Shailendra Sigh, Dr. Archana Shukla (both from the Indian Institute of Management, Lucknow), Dr. P. N. sharma and Dr. Vani Vinayak (independent consultants), Lucknow for their cooperation and contribution. They were part of the teams that conducted three especially commissioned studies for the purpose of developing a plan for sustainability of BEP interventions. The team of research associates and field researchers attached to the different research teams also deserve mention, as collecting both quantitative and qualitative set of information was not an easy task and could be performed because of their sincere efforts.

The study was taken up on the initiative of Ms. Vrinda Sarup, State Project Director, UP Basic Education Project. She actively contributed and commented upon development of design, formulations of research questions and draft study as well as synthesis reports. Without her active support and interest, it would have been difficult to undertake and complete this study. Thanks are also due to Dr. Verghese and Dr. S.M.I.A. Zaidi of NIEPA, New Delhi, who gave inputs and commented upon the design and framework for the study. Initial ideas were discussed with Mr. Dhir Jhingran, Deputy Secretary, DPEP Bureau, MHRD, New Delhi whose inputs helped in developing the design.

The personnel of the project at the state as well as from the sample districts deserve special thanks for their cooperation and hospitality extended to all research teams. We are grateful to members of the DPOs, DIETs, BRCs, NPRCs and VECs for proving their valuable time and insights without which the understanding would not have been complete. We are also indebted to teachers and children of the schools visited to have given their time to different study teams and responded to their queries. Dr. I.P. Sharma, the coordinator of this project at the SPO deserves special mention for coordinating with different agencies and individuals at different places with ease and efficiency. Thanks are due to Mr. D. B. Sharma and Mr. K. N. Singh for answering my endless queries and proving all desired information. We also acknowledge the support and hospitality provided by SIEMAT during our visits. The SCERT and SIE personnel also extended their cooperation. Thanks are also due to Mr. K.M. Tripathi, Additional Director, BEP, who provided support in more than one ways.

The draft report was shared with a number of high officials from education and other departments of the U.P. government. Their comments and contributions are also acknowledged.

Jyotsna Jha

Abbreviations

ABSA	:	Assistant Basic Shiksha Adhikari
AS	:	Alternative Schooling
AWP&B	:	Annual work Plan & Budget
BEP	:	Basic Education Project
BEP-I	:	Basic Education Project (first phase)
BEP-II	:	Basic Education Project (second Phase)
BRC	:	Block Resource Centre
BSA	:	Basic Shiksha Adhikari
CPI	:	Central pedagogical Institute
DBSA	:	Deputy Basic Shiksha Adhikari
DEC	:	District Education Committee
DEPC	:	District Education Project Committee
DIET	:	District Institute of Education and Training
DPO	:	District Project Office
ECCE	:	Early Chilhood Care & Education
GOUP	:	Government of Uttar Pradesh
GP	:	Gram Panchayat
NPRC	:	Nyaya Panchayat Resource Centre
OB	:	Operation Blackboard
P&M	:	Planning and Management
RES	:	Rural Engineering Services
SCERT	:	State Institute of Education Research and Training
SIE	:	State Institute of Education
SIEMAT	:	State Institute of Management and Training
SISE	:	State Institute of Science Education
SPO	:	State Project Office
UPDPEP	:	Uttar Pradesh District Primary Education Programme

I. INTRODUCTION

1.1 The UP Basic Education Project (UPBEP) came into operation in 1993 in twelve districts of the state. The project is one of the predecessors of the mega District Primary Education Programme (DPEP). The UPBEP covers the entire elementary education sub-sector (grades I-VIII) and aims at universal enrolment, enhanced quality of education and improved completion rates. A wide range of interventions have been introduced and implemented for attainment of these goals. The second phase of the project was also initiated in 1997 to support some of the specific components considered crucial for achieving the goals. The project, however, is coming to an end in March, 2000. Many of the interventions would need to be maintained and further strengthened beyond the project period if the achievements have to be consolidated and sustained. Also, some of the interventions may have the potential to reform the entire elementary education sub-sector and deserve mainstreaming in the system rather than being limited to project districts. The government of Uttar Pradesh (U.P.) is committed to sustain some of the interventions but a systematic analysis becomes important to identify the critical factors that need to be sustained and also their policy, technical and financial implications. In this light, the project decided to develop a sustainability plan based on careful study of all the interventions.

1.2 To begin with, a detailed paper outlining the approach, framework and design for preparation of this plan was prepared. This paper was shared with a larger group of experts, professionals and project functionaries for their views and was modified in the light of their comments. This paper formed the base for commissioning and conduct of three research studies as well as formulation of the present report.

1.3 Although the present report is largely based on interpretations of the three specially commissioned studies, the evaluation reports for different programmee components undertaken from time to time have also been referred to. The budgetary trends of the U.P. government for the education in general and elementary education in particular have also been analysed in order to understand and analyse the financial implications of the suggestions for sustainability.

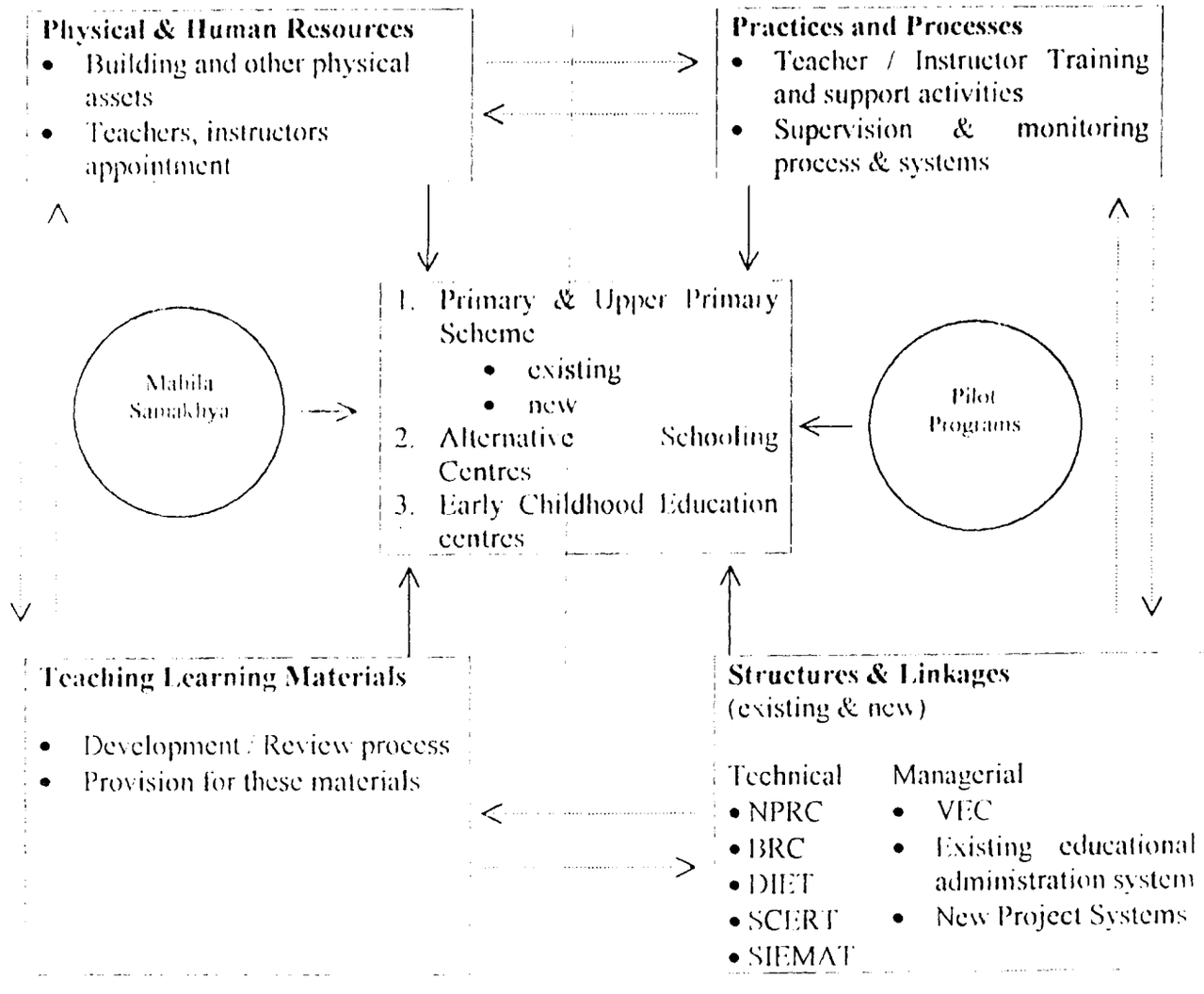
1.4 The present draft report has been divided in eleven major chapters - the second chapter provides an overview of the major UPBEP interventions; the third chapter discusses the approach and methodology; the next one deals with the Village Education committees; the following one deals with managerial structures and processes; the sixth chapter deals with the academic structures and processes; the seventh chapter discusses project investment on teachers and other infrastructural measures; the following chapter discusses other major interventions such as ECCE and Mahila Samakhya; the ninth chapter analyses financial implications in the post-project period followed by major sustainability issues and a transition plan suggested for the last project year, i.e., 1999-2000 in the last two chapters.

1.5 The primary focus of the analysis in this report has been to move from a "project based thinking" to "system based thinking" while treating project initiated interventions as catalyst towards this transition. The approach and pace desired for project implementation often do not leave much scope for systemic approach. However, the projects are also generally based on relatively modern concepts and the implementation becomes some sort of trial of these concepts in the field. A deliberate and conscious effort on the part of project managers as well as the concerned government can then use the "results" of the trial for scaling and systemic reforms. Seen from this perspective, the implementation of this project, UPBEP, also provides such opportunities. This has been the perspective for analysing the interventions and assessing the requirements for sustainability or mainstreaming.

II. UPBEP INTERVENTIONS : AN OVERVIEW

2.1 The interventions introduced and supported by the project are being discussed here briefly with an aim provide an overview of the UPBEP. In order to develop a sustainability plan it is important to understand the kind and nature of interventions the project has been implementing. Instead of following the typical classification that is generally followed, a new categorization helpful in deciding the approach to develop the sustainability plan was developed and discussed in the approach paper. This categorization, shown in the Diagram 1, helped in developing appropriate approaches and methodology for studying different types of interventions and developing the sustainability plan.

Diagram 1 : UPBEP Interventions



2.2 It can be seen that in broader terms, all the interventions are ultimately guided towards three types of centres for children – formal schools, alternative schooling centres and ECE centres. Formal school naturally occupies the largest and the most critical share of all types of allocations – money, expertise and time. The key interventions having direct impact on these schools and other education centres have been divided into four groups. The interventions falling into these four groups are also directly linked, and affect each other.

Creation and augmentation of Physical and Human Resources in Schools

2.3 A number of existing as well as new primary and upper primary school buildings have been built under the first phase of the UPBEP (UPBEP–I) and many more are undergoing construction under the second phase of the project (UPBEP-II). Hundreds of additional classrooms have also been added to existing school buildings across the 12 project districts. The project also provided for toilets to more than 10,000 schools and water supply facilities to more than 5000 schools. Repairs have also been undertaken in existing school buildings. The project is the largest in the elementary education sector of the country in terms of supporting augmentation of physical infrastructure in the schools. The investment on this component has been huge under the project and requires support for upkeep and maintenance in future.

2.4 In addition to above mentioned specific interventions, Rs2200 per annum for every primary school and Rs.4000 per annum for upper primary schools are also being provided by the project. Besides, provisions have also been made for goods and equipment in both the existing and the new (established under the project) schools. All the physical resources created need to be maintained properly by the state government implying an upward move in the revenue or non-plan budget. Their implications have been discussed in detail in section VII.

2.5 The project has provided large number of teachers to primary and upper-primary schools in these districts under both the phases. No other project of similar nature in other states has supported creation of such large number of teachers' posts. This may have significant implication for the state government's budgetary resources that are being examined at a later stage in section VII.

Structures and Linkages

2.6 The UPBEP has established several new structures and revived some of the existing ones. These structures could be divided into two sets, one dealing with technical/academic aspects while the other related with managerial systems.

2.7 The State Council of Educational Research and Training (SCERT) at the state level and District Institute of Education and Training (DIETs) at the districts have been strengthened by the project in many respects – augmentation of physical infrastructure by providing equipment, furniture and books, and augmentation of human resources by

providing professional development opportunities. At sub-district level, two new structures were created, Block Resource Centre (BRC) at block level and Nyaya Panchayat Resource Centre (NPRC) at cluster level. These two centres directly implement the teacher training and support activities while DIET and SCERT provide technical support and guidance for execution of such activities. Besides supporting the activities undertaken by these institutions, the project also actively provides for professional development activities for personnel in these structures at all levels. The inter-institutional linkages are also critical and have been reviewed in the relevant sections.

2.8 The project has also established a new institute, State Institute for Education Management and Training (SIEMAT), at state level to provide academic/technical assistance in areas of educational planning and management. This institute is being funded entirely by the UPBEP and hence the financial liabilities for the state government are going to be huge. Also, the linkages with district and sub-districts structures have also been reviewed for effective impact as DIETs, BRCs and NPRCs remain the structures at these levels for the purpose of planning and management also.

2.9 The sustainability plan for these institutions consider different aspects – physical and human infrastructure created that need upkeep and maintenance, activities that are being undertaken and the organisational development issues including professional capacity building needs that are crucial for fulfillment of the designated roles. Intra organisational as well as inter-organisational issued have been examined and recommendations made accordingly.

2.10 In case of managerial structures, perhaps the most critical contribution of the project is the activisation, expansion and capacity building of Village Education Committees (VECs). While expanding the base of VECs by giving more representation to the disadvantaged groups, the project has tried to train and involve them actively in project implementation at village level. Village level mobilization and micro-planning activities have also been undertaken by VECs.

2.11 The project is being implemented through a district project office (DPO) being manned by a small team of full-time personnel. Though many of these staff are deputed from the educational administrative structure, they are currently doing only project work. In the absence of a full-time separate set-up, the regular education department will have to manage and co-ordinate the various activities that would continue. At the state level, the project is controlled by a registered Society, which operates though a state project office (SPO) that controls and manages the day-to-day implementation of the project. The SPO would have normally ceased to exist after project's completion but this would not happen, as the same SPO is responsible for management of other ongoing programmes in primary basic education sector. The UPBEP districts, however, would not be under its purview once the project comes to an end. The sustainability analysis, therefore, has also assessed the management structures and practices with imminent integration of project management structures at the state, district and sub-district levels with the mainstream

structures. Inter-organisational issues have been studied within management structures (mainly vertical) and also between management and academic support structures (horizontal as well as vertical).

Practices and Processes

2.12 Some of the practices and processes that have either been introduced or strengthened by the project need serious examination for impact and need for continuation. These can largely be divided into two groups (i) academic practices and processes including teacher training and support activities, and (ii) managerial practices including supervision and monitoring.

2.13 A system of regular in-service training to the teachers has been started and almost all primary teachers in project districts have, so far, received four cycles of training during the project. Few more cycles of training are planned for future based on identified needs of the teachers. This system is further supported by a monthly meeting at cluster level and school visits by the resource persons. The new teachers have also received induction training under the project. These trainings have focussed on classroom practices, teaching methods and subject areas. In addition, capacities of selected teachers have also been built in certain other areas like action research and school management. The need for a regular on-site support and supportive monitoring was also realised and related activities were started. AS instructors have also received induction training as well as the regular in-service training. The project has also provided regular training to ECE instructors.

2.14 The UPBEP has also introduced several measures for close supervision and monitoring of the implementation. There has been systematic collection and processing of educational information at various levels. Village level linkages with community have also been built. All the construction activities have been undertaken by the VECs and they have also been associated with activities of community mobilisation and management of school/AS centres/ ECE centres.

Teaching – Learning Materials (TLM)

2.15 The project has provided for recurrent supply of Teaching-Learning materials to formal schools (primary and upper primary), AS centres and ECE centres. Some activities have been initiated to building capacities for development of TLM. The project has supported development and distribution of supplementary readers for primary classes on a large scale. Lately, a process of curriculum review under UPBEP has started which is to be followed by the textbook development processes under DPEP. Development and distribution of TLM is also linked to institutional development issues and have accordingly been examined in this study.

Mahila Samakhya

2.16 The UPBEP has been supporting the Mahila Samakhya, a programme for womens' empowerment in six project districts. This is a process oriented program which works with women and teenaged girls on various issues related with womens' empowerment. This has indirect links with the project goals.

Pilot Projects

2.17 Few micro projects have been started by the UPBEP including community libraries and upper primary NFE centres.

2.18 It may be reiterated that the interventions mentioned above are not exhaustive. The purpose of listing those under this categorization is to emphasize the range of and inter-linkages between the interventions. These factors essentially determined the scope, framework and approach for development of sustainability plan. Without this overview it would have been difficult to discuss the approach and methodology in the following section.

III. APPROACH AND METHODOLOGY

3.1 This sustainability plan has been prepared systematically on the basis of several research studies and analyses carried out either specifically for the purpose or available otherwise. It was realised that the purpose of the exercise is to facilitate consolidation of the interventions and prepare the state government to plan accordingly and not an evaluation of the project. At the same time, some elements of evaluation become necessary, especially because this plan is not limited to estimation of financial implications alone. The financial implications are critical in determining the choice for the state government and the same have been assessed on the basis of studied technical, managerial and institutional requirements rather than in isolation.

The Approach

3.2 The broad approach that was followed for preparation of this report could be described as below:

- identification of interventions (physical assets, human resources, practices, processes, materials, structures, etc.) on the basis of their nature, impact and relevance for sustenance and mainstreaming.
- Implications of sustenance / mainstreaming

  ⇒ Technical/academic. The critical academic factors determining the quality of any continuing practice or process.

  ⇒ Managerial / administrative. Linkages that are crucial for implementation, especially in the absence of a separate 'project' approach.

  ⇒ Institutional. Institutional and structural support linkages required for sustaining such activities.

  ⇒ Financial. Most of the technical, managerial and institutional implications translate themselves into financial implications. Besides, some of the activities need finances for continuation even by themselves, i.e., teachers' salaries.

  ⇒ Policy. Supportive policy decisions required to facilitate continuation and mainstreaming of key interventions.
- Examination of alternatives. The alternative possibilities have been closely examined before arriving at any suggestions. The effort has been made to develop a cost-effective choice while making recommendations for sustainability.

Based on the above approach, the plan has been developed for two types of action

- *within the project framework and time-period.* A transitional plan building the activities that can be initiated or undertaken during 1999-2000, the project's last years' annual action plan has been suggested. These activities are expected to facilitate smooth transition and integration.
- *beyond the project framework and time period.* The state government will require to take certain measures, policy and otherwise, to facilitate smooth completion and sustained efforts. These have also been identified and incorporated.

3.4 The approach paper had suggested a framework for the development of the sustainability plan (This can be seen in the Diagram 2). The same framework has been followed with minor modifications. Three studies on 'Academic structures and Processes', 'Managerial Structures and processes' and 'Village Education Committees' have been conducted as suggested in the framework. In addition, a detailed review of the existing budgetary trends in the state was also undertaken. An assessment has been made of the requirements for maintenance of human and physical infrastructure that have been created by the project. Mahila Samakhya and some of the pilot programmes have been reviewed primarily through existing studies and suggestions made on the basis of discussions with the project officials.

3.5 These studies and reviews have been integrated and synthesised for development of this report. The suggestions made by the three major studies have been carefully interpreted and examined carefully and the common findings have been consolidated and not so commons have been analysed afresh before concluding. However, this report is not merely a compilation of these studies. Some of the interpretations based on the reported status are entirely new and have not been suggested by individual studies at all. Special care has been taken to maintain consistency in interpretations and suggestions. The financial liabilities emanating from these have been assessed and analysed against the major trends in the state's economy and the budget entirely by this report and therefore, the responsibility also does not lie with the individual studies.

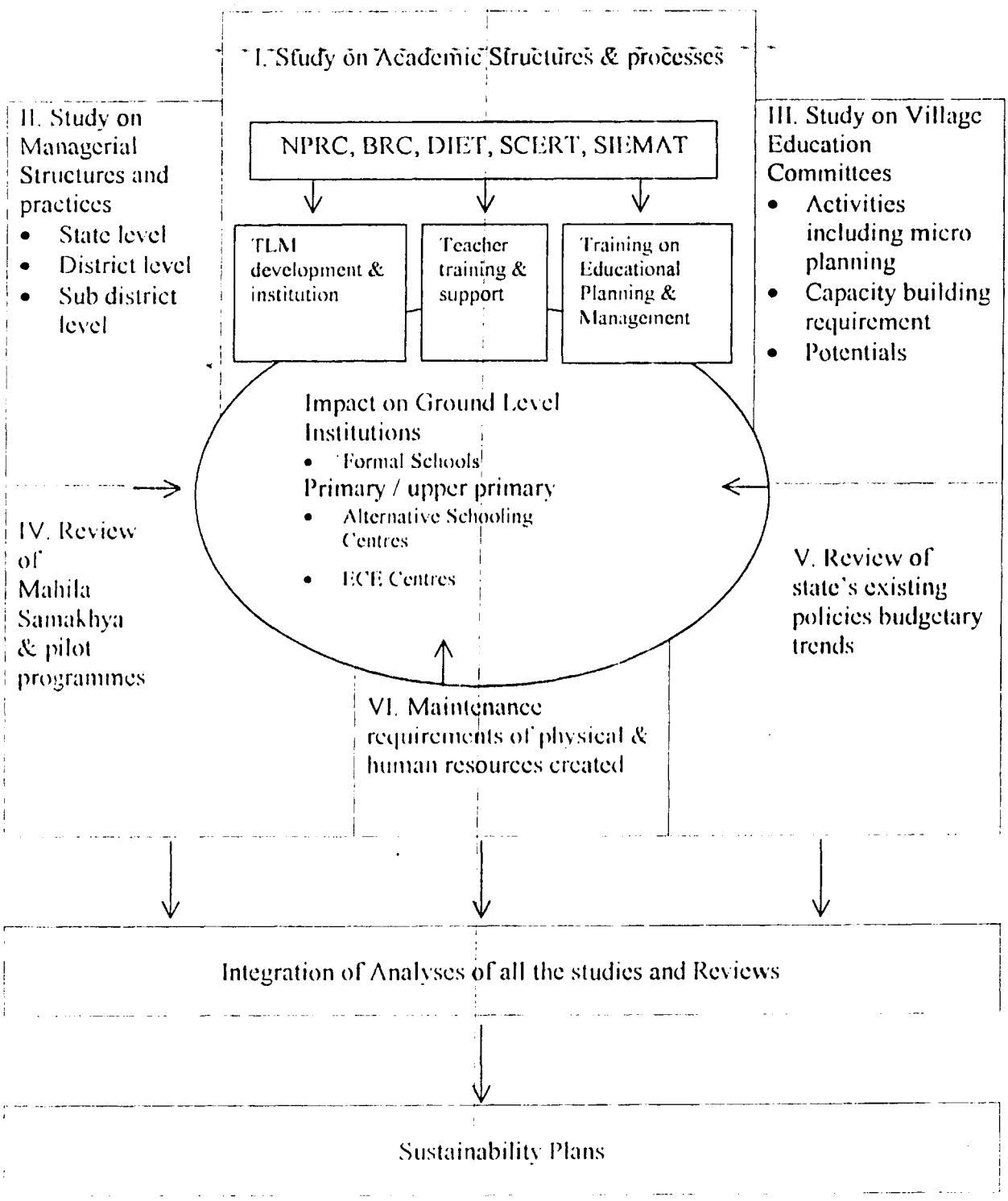
3.6 The three research studies followed largely the similar approach and methodology, which is being explained below:

- review and analysis of existing reports and evaluation studies,

- data (quantitative and qualitative) collection through interview, consultation and observation at various levels (village, cluster, block, district, state). This meant interaction with the community, the VEC members, the Panchayat members, the head teachers and assistant teachers, the functioaries of the NPRC, BRCs, DIETs, DPOs, SPO, the education department (District and Block education officers), SIEMAT, SCERT, etc., depending upon the nature and requirements of the study.

3.7 Though the three major studies were implemented through separate teams, the designs were developed in consultation with each other and also with the project officials. Separate sets of tools were developed as per the nature and focus of the study by the respective research teams. The protocols and schedules developed for different studies were shared with the state project officials, other research teams and the study coordinator. Revisions were carried out in the light of the comments received. Consultations were also held with representatives of NIEPA and other institutions of repute while the basic approach paper was being developed.

Diagram 2. Framework For Development Of Sustainability Plan

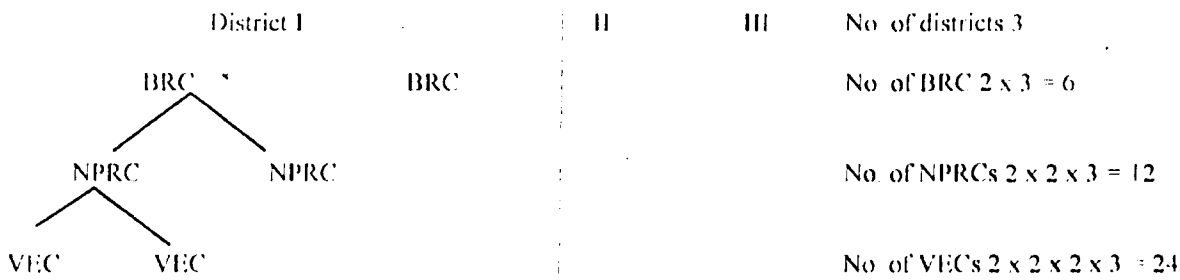


Sampling Plan

3.8 In order to ensure comparability and compatibility, the same sampling plan was followed by the three studies. Three out of total twelve project districts were selected and thereafter, two BRCs, four NPRCs and eight VECs were identified in every district. The NPRCs were identified from within the areas of selected BRCs and similarly VECs were identified within the areas of selected NPRCs. Similar set of structures identified in this manner formed the samples for three studies ensuring that inter-institutional linkages are also studied properly. This also made it easier to associate the findings of different studies with each other.

3.9 The suggested sampling design can be shown in the following manner:

Sampling Design (Project Districts)



3.10 The three districts will be identified mainly on the basis of perceived performance as well as the geographical location. The suggested districts are

1. Nainital (hill district; good performance)
2. Saharanpur (western U.P.; average performance)
3. Varanasi (eastern U.P.; average performance)

3.11 In addition to these three districts, a non UPBEP/non DPEP district was also covered in order to provide the comparative backdrop. The district chosen for the purpose was Faizabad. All the three studies covered this district also. Blocks, NPRCs and VECs were chosen in consultation with the project and field staff. Care was taken to have two different types of block – one that is nearer to the district headquarter and the other not so near. NPRCs were selected in such a manner that each district must cover at least one NPRC with either AS or project adopted ECCE centres. At least one school in each VEC was to be included but actually almost all the schools falling under the selected VECs were covered.

3.12 Once the draft report of the three base studies were available, the draft of the sustainability plan was developed. The financial implications were assessed and examined at great length befor preparation of the draft sustainability plan. The draft report was shared with the officials of different department in the U.P. government for their views and comments, as many of the recommendations have implications for certain other development sectors also. A one day discussion was organised with the high level officials of the government, project and researchers. Certain comments on the draft report were received through certain informal channels also. Based on these feedback and revised study reports, this sustainability plan was given the final shape.

IV. VILLAGE EDUCATION COMMITTEES AND COMMUNITY LINKAGES

4.1 One of the important objectives of the project has been to strengthen community participation in the school management leading to community ownership of the school. In order to forge effective community linkages, the project identified already existing Village Education Committees (VECs) to be the means to be strengthened and entrusted with additional responsibilities. One of the major changes introduced by the project has been a reorganisation of the committee itself by incorporating more members from the women, parents and disadvantaged communities. The membership was increased from four to twelve of whom six members come from Gram Panchayat (Pradhan, Up-Pradhan, elected woman member, elected general member, elected SC member, elected ST member, if any) and the other half comprises of parents, NGO representative and the head teacher.

4.2 The project assigned several responsibilities to VECs, some of these were new and the others were already existing. Construction of school buildings, for instance, is being done by VECs throughout the state. But involvement of VECs in activities such as community contact and mobilisation, micro planning, supervision of schools, AS and ECCE centres, resource management of funds like school improvement fund, securing convergence with other departments, etc., were assigned for the first time. In order to enable VECs to perform these envisaged roles, the project provided training to VEC members in all the districts. A three day training covering various aspects of VECs' responsibilities was developed by the SPO in consultation with the selected DIET, BRC and NPRC personnel. The training was imparted through a three-tier system by imparting training to district level resource persons, who trained NPRC coordinators, who, in turn, trained the VEC members. Additional one day training on construction related aspects was given to VEC members. In all, 228206 members of 10373 VECs (out of a total of 11234 VECs) in these districts have been trained.

4.3 The aspects of awareness about their role, fulfillment of the envisaged role, potential to take more responsibilities in future and the additional inputs/ measures required for further enhancement of their capacities were examined at length.

4.4 One of the ways to assert the activities of the VECs could be the number and nature of meetings held. The VECs are supposed to be meeting at least once a month and this was being followed in more than half of the sample VECs. The rest, around 40 percent, met after two to three months. The average attendance in these meetings was limited to two to five members other than Pradhan and head teacher, who are president and member secretary respectively. Two or three members, i.e., the head teacher, Pradhan and Up-pradhan carry out most of the activities. The involvement of larger community has remained limited. There are two women members in every VEC who, either do not attend these meetings at all or if they do, do not participate in the deliberations. The records of these meeting are maintained and a perusal suggested that construction is the most often discussed agenda followed by attendance of children and availability of tarpattis and scholarship.

4.5 The VEC members, community leaders, project functionaries and teachers differed in their perceptions regarding role and responsibilities of VECs. In any case, construction activities were considered to be the most important responsibility by everybody followed by awareness generation and teachers attendance. It was not uncommon to find a lack of awareness regarding the role of VECs on the part of the community. Many of the VEC members themselves were also, at times, not aware of their role and responsibilities. Majority (90%) of teachers could not elaborate the envisaged role of VECs. However, the level of information and awareness was definitely better in the project districts as compared to non-project districts. Unlike the non-project district, the activities such as organisation of enrolment drive, rallies, etc., though sporadic, were not uncommon in the project districts.

4.6 The performance of VECs in terms of completion of tasks could be considered as satisfactory so far as construction and organisation of certain enrolment drive activities in the beginning of the year are concerned. Many VECs have successfully increased the rate of enrolment among the children of disadvantaged groups. There appears to be a marked difference in the frequency of school visits by VEC members, this being much more frequent in Nainital than in Saharanpur or Varanasi. VECs were, in general, more active and effective in Nainital. This was the only sample district where two VECs were also instrumental in converging with other development programmes and community for resource mobilisation for improvement in schools including appointment of community teachers. The involvement of VECs in quality improvement was minimal at other places.

4.7 Micro planning appears to be one of the weakest area of understanding for VECs. Although there has been regular data collection on enrolment and other educational indices and a household survey has also been initiated, the VEC members were not really involved either in collection or in reflection and planning. Even the teachers, who were conducting household survey, had very limited understanding of issues such as school mapping and development of village education plan. At no stage they shared these data with the VEC or the community.

4.8 There appeared a correlation between comprehension of training contents and performance across various roles and responsibilities. Most of the members expressed high level of satisfaction over comprehension of topics such as construction and maintenance of school buildings, and organising sports and other extra-curricular activities. The level of comprehension has been partial in areas like close community contact, girls' education and mobilising community resources.

4.9 There is an overlap between membership of VEC and Gram Panchayat, both being headed by Pradhan, which ensures cooperation between the two. The data from the field suggested mixed experience in this context with some getting good support while others not receiving the same level of cooperation. The support received by schools include funds provisioning for construction of boundary walls, tree plantation, land levelling, etc. VECs definitely function better at places where they receive more and consistent support from Gram Panchayats.

4.10 Mahila Samakhya (MS) seems to have played a very effective role in changing the character of VECs. The performance of VECs was found to be relatively better in blocks where this programme was operational. The general level of awareness and participation of women was high and the meetings were better organised. Women members of VECs, which included one MS member, were also active in mobilising resources through local means and utilising the same for improvement in schools.

4.11 The VEC study has defined four stages (the fourth being the highest) of development based on nature and level of involvement in the various activities and concluded that half of the sample VECs in the project districts fall in stage I, around one-fifth each in Stage II and III and only around 10 percent can be placed in stage IV.

4.12 This, however, needs to be seen from three perspectives, i) in comparison to the non-project district where even this level of awareness and involvement is missing, ii) the base with which these VECs had started and iii) the enabling conditions created for effective functioning. The VECs remain a four member committee in the non-project districts and the meetings are much less regularly organised. General level of awareness about girls' education is relatively higher among the community in project districts. Though it is difficult to ascertain but all indicators suggest that during the pre-project phase, these districts were also at the similar level as the non-project districts.

4.13 The VECs have been receiving full support from BRC and NPRC coordinators, specially in training. The education department's engineer did provide help in construction activities in most cases. However, all the VECs did nor receive support from ABSAs and SDIEs in school management related activities. Support received from block administration and other departments has also been very limited.

4.14 The VECs in the project districts faced certain constraints that adversely affected their functioning. It is important to understand these so that corrective measures could be suggested. The constraints, as articulated by VEC members themselves, include:

⇒ illiteracy and lack of interest on the part of members, especially the women members except in Mahila Samakhya blocks,
⇒ lack of awareness among VEC members about their role and responsibilities,
⇒ dominant role of Pradhan who, more often than not, does not allow VEC to function in a democratic manner; most of the decisions taken only by the Pradhan; accounts not placed before the full VEC,
⇒ lack of interest from head teacher's part to make VEC functional and effective,
⇒ no importance attached to VEC by department functionaries,
⇒ no administrative power or control over school activities or teachers in any manner; the resolutions passed generally have no sanctity,
⇒ Lack of a well planned agenda to work on,
⇒ No well defined accountability towards the larger community.

Sustainability Issues

4.15 In the Indian context, the goal of universal elementary education (UEE) is essentially linked with decentralisation. UEE involves universal enrolment, retention and completion, and perhaps the only way to achieve these is through delegation of powers to the lower levels and empowerment of the community and community based institutions to handle such responsibilities. The project has made the right beginning by reorganising VECs, imparting them some training and assigning certain responsibilities. Even if the achievements may not be termed as excellent as against the desired level, a change has definitely been made toward the right direction. If policy and administrative measures do not support these changes further, there is every possibility that even the gains earned so far would start recessing. Development of community based institutional support systems is a slow process and need careful nurturing for sustained impact.

4.16 The analysis reflects that a mix of policy and administrative measures are needed to give necessary impetus to the emergence of VEC as a vibrant community organisation. There are certain pre-conditions for effective functioning of VECs and unless these are ensured, it is difficult to have a viable village level structure. There are a number of factors that act and interact upon each other to create an impact and it becomes crucial to address them together. One of the most important issues, therefore, is to identify the critical factors and linkages so that appropriate measures could be suggested. These suggested measures in the following paragraphs basically outline the requirements of making VECs effective and viable in the post project period.

4.17 First of all, it is necessary to understand that support of educational administrators and teachers is an essential factor if VECs have to be functional and effective. Secondly, the VECs have to be broad based and compulsorily democratic in decision making and responsibilities sharing. Thirdly, the VECs have to be delegated some power with a clear agenda of their own to work on. Fourthly, the VEC's have to be accountable to both community and the government, and this accountability needs to be developed in a systemic manner. Lastly, capacity building efforts have to be there on a continuous basis and as response to emerging needs. The specific measures that would enable the above are being elaborated as below:

Policy Measures

4.18 The management of elementary education should be decentralised to Gram Panchayats (GP). This suggestion seems to be in line with the current thinking in the state where a number of powers relating to the management of schools to have been transferred to panchayats recently[1]. The VECs have now been made a part of the Panchayat. However, it is important to retain a broad base in membership, which can be done by co-opting few members from outside the GP. The criteria for identification of these members could be the same as operational in BEP districts.

[1] The powers that have been transferred include maintenance and upkeep of schools, teaching learning materials related work and construction/renovation/repair of school buildings/classrooms. The school here refers to primary and upper primary schools and NFE centres.

4.19 Within the GP, VECs have been given specific responsibilities of granting casual leave to teachers including some punitive power, which would help in making teachers accountable towards the VEC and GP. These could be further widened to include issues of school planning and management, and children's enrolment. The VECs should have power to recommend certain measures for school improvement to GP and in turn VECs should be answerable to the GP and the larger community. Any important decision could be taken only in the entire VEC's presence and in case of differences among themselves, they should access GP and the larger community group. The VEC members not attending the meeting for three consecutive times may be disqualified and new members chosen with the consent of parents and community.

4.20 Any move towards decentralisation in elementary education would not be successful without involving the educational administrators at all levels. It is important to include them in the process and make them responsible for the successful transition and post-transition operation. In other words, the decentralisation process should be such that the teachers and educational administrators see this as a challenge and not as transfer of power from their hands. For instance, the ABSAs and SDIEs could be made responsible for formation of broad based VECs and their activities. The effective and successful VECs in the respective jurisdictions should become one indicator of good performance.

Administrative/Managerial Measures

4.21 No amount of policy reforms leads to change unless supported by appropriate implementation and hence it is important to have certain administrative measures that match with the policy reforms. Some of the administrative measures could even precede the policy reforms as the latter are always more complicated and require political will. A number of steps are possible even in the present policy framework.

4.22 There could be a regular data collection proceswss for the village at the village level. The data collected from household and schools in the area must be shared with the community with the help of teachers and VECs. This should be followed up by making of school registers for school going and not going children in the village. The VEC as well as the community should then draw up a follow-up plan for regular attendance and out-of-school children. Teachers other than head teacher should also be involved. Functional groups could be made within the VECs for different tasks such as organising mobilisation activities, classroom observation, school improvement, girls' education, etc. This activity will give the VECs an agenda immediately, which is important to make them functional.

4.23 The study has shown that the very presence of department functionaries like ABSA and SDIE in some of the VEC meetings would create positive impact on the functioning. These could be started followed by occasional visits of even higher officials. The department should try to identify the VEC resolutions that could be responded upon easily and should be taken up for action. The action taken must be shared with the community and VEC in the area so that the message passes that these resolutions are treated seriously. These seemingly small initiatives go a long way in activising local bodies. All the teachers of the school should be involved in the process.

4.24 One of the crucial needs is to make educational administrator aware of the VECs' roles and responsibilities. They should be made to realise that effective VECs would mean sharing of their own responsibilities, which in turn would facilitate effective monitoring. It may also be possible to link the effectiveness of VEC to the performance of these administrators in the present set-up also. For this purpose, an objective yet simple set of indicators can be developed to determine the effectiveness of VECs including quantitative and qualitative aspects such as number, frequency and nature of meetings held; participation and contribution of women members; community's satisfaction with VECs; number, frequency and nature of school visits, etc. These could then be used for monitoring purposes.

4.25 The existing *Panchayat Raj Adhiniyam* in the state provides for education committees at the district and block levels. These committees should be activised and linked to VECs.

4.26 The VECs need help and support from other departments like Health, DRDA and Women & Child welfare. Education department at the district and sub-district levels should establish more effective linkages with these departments and try to seek help for the VECs activities at the village level. The activities like health check-up of children, coordination with ECCE centres and availability of JRY and other such funds for schools, etc. could become easier. In turn, the VECs should provide help to these departments in realising their activities such as running of ECCE centres or organisation of pulse polio campaigns.

Capacity building Measures

4.27 Capacity building efforts are significant to enable different stakeholders to perform their responsibilities in the envisaged/improved manner. The VEC members need orientation and training at certain intervals on a regular basis. In addition there will also be a need for certain continuous supportive activities even at the field level till this structure takes roots firmly. In order to facilitate these efforts during the post-project period, the best option is to involve NPRC, BRC and DIETs for the purpose. It is essential to see community linkages as part of their responsibilities and accordingly prepare the BRC and NPRC resource persons. NPRC Coordinators should be also trained for providing support and establish linkages with the VEC and other community members. It will be much more feasible and cost effective to have a decentralised training and support structures otherwise the simple arithmetic of number and associated logistics of training VEC members would make the task impossible, especially in the absence of a project structure.

4.28 In order to ensure participation also it is always better to organise short duration orientation/training programmes for VECs or any other community based organisation. Separate training of women members should be organised as this would enhance their participation. These also become feasible only if decentralised academic structures are available. The decentrailised structures should be developed in such a manner that they

could themselves develop training designs with some external support in course of time. Mahila Samakhya could be used as a resource agency for training of women members.

4.29 It is being increasingly realised that training is not the only kind of activity that facilitates capacity building. An equally effective activity is sharing of experiences among the peer group. The opportunity must be provided to the VEC members also. The means could be formation of a group of all VEC members at NPRC level and holding of sharing exercises quarterly or six-monthly. Such interactions could also be arranged for selected members at block and district levels occasionally.

Action Plan for 1999-2000

4.30 Many of the measures suggested above could be started during the current year by the project itself. The state government could also initiate some of the measures this year itself so that transition is easier. The project can focus on capacity building and certain administrative measures. Certain specific suggestions for the project during 1999-2000 in the context of VECs are being outlined here:

- ⇒ Organisation of district level workshops for educational administrators (BSAs, ABSAs, SDIEs), DIET and BRC faculty members. Focus on stock taking (activities undertaken so far and their impact), emerging vision and the rationale for the same, requirements to realise that vision and the role of different functionaries in realising the vision. An action plan could be drawn at the end of the workshop to be strictly monitored by themselves and by the peer group.
- ⇒ Inclusion of this aspect in the training of DIET, BRC and NPRC faculties being planned for the purpose. Special effort to build NPRCs to include VECs in their agenda.
- ⇒ Intensive campaigns at local levels to highlight the role of community and VECs involving NGOs, local social workers, etc.
- ⇒ Orientation and training of women members, if possible.
- ⇒ Initiating the process of sharing of household and enrolment data with every VEC and development of village registers as well as follow-up plan. This is relatively simple and does not involve mapping and other such exercises.
- ⇒ Identification of at least one NPRC and two VECs in every block to be developed as model by providing intensive inputs from various sources. This would involve provision of the measures suggested and demonstration of almost all the activities possible in this time-frame. In other words, these VECs should be able to demonstrate what an active and vibrant VEC means and how can that be achieved. The NPRC sharing should also be organised. If it is not considered feasible to do so in every block, this could be adopted in selected two to five blocks.

4.31 The financial implications for the post-project period would be assessed together for all components in chapter IX.

V. MANAGERIAL STRUCTURES, PROCESSES AND PRACTICES

5.1 The academic as well as managerial structures, systems, processes and practices were studied to identify the critical factors that need mainstreaming and nurturing for sustenance of the project gains. The project is being implemented through specially set-up offices at state and district levels, namely SPO and DPO. These are purely managerial structures. In this context, it may be clarified that in addition to these managerial structures, certain academic structures either created by the project or already existing, also perform certain tasks that are educational management functions and the distinction becomes more and more blurred at the lower levels. The examples are DIETs, BRCs and NPRCs. This chapter discusses only the purely managerial structures and processes, and the academic institutions and some of the related processes are being dealt with in the following chapter. The managerial aspects of those academic structures as well as the managerial role fulfilled by the same would also be discussed in that chapter only.

State Level Managerial Structure

State Project Office

5.2 The project is being implemented by a registered society, Uttar Pradesh Education for All Project Board (UPEFAPB), under the chairmanship of the chief minister of the state. Almost all the administrative, financial and executive authority lie with the Executive Committee (EC) headed by the chief secretary of the state. State Project Office (SPO), headed by a State Project Director (SPD), is the apex body responsible for everyday management and has sufficient powers to manage the programme. The SPD is the member secretary to both the EC and the General Council, which is the larger advisory body.

5.3 Programme activities under the project are monitored regularly by the SPO through evaluation of physical and financial progress though specified formats, specially designed by SPO. The SPO also directly monitors the DIETs mainly for activities that are being supported by the programme. Monitoring and control is also exercised through periodic inspections and site visits. In order to provide feedback for decision making, selected programmes are being evaluated through independent agencies.

5.4 To facilitate decision making and expedite the execution of the programme, certain committees have been constituted, namely Finance Committee, Programme Committee, Policy Research Advisory Committee, MIS Committee, Training Task Force and Curriculum Review Panel. Broad financial guidelines have been prepared at SPO that are strictly followed for project implementation. This has enabled timely flow of funds and thus effective implementation of project in the districts. The communication channel between districts and the SPO, however, is mainly upward in the form of information seeking. The little downward flow of information is mainly in the form of instructions. Officials in the districts expected frequent visits of the officials from SPO so that they can assess the realities of the field. It was seen that use of information generated through PMIS does not contribute much to the decision making process.

5.5 In nutshell, the creation of SPO certainly enabled timely and smooth arrival of funds, decision-making at the local level, arranging of academic resource pool, cutting red-tapism, monitoring with better tools and bringing about greater certainties in the system. In other words, the project did establish good practices in the functions relating to personnel and resource (financial and academic) management as well as in monitoring and review of implementation at the state level. However, the process of information management were not as strong especially in terms downward flow and dissemination.

District Level Managerial Structures

District Education Project Committee (DEPC)

5.6 The project activities at the district level take place under the overall guidance and supervision of DEPC formed especially for the purpose. DEPC is the apex body for recommending and advisory purposes at the district level. The committee consists of the District Magistrate (Chairman), Chief Development Officer (Vice Chairman), Basic Shiksha Adhikari (Secretary), DIET Principal, NGOs representatives and other local government officials. The DEPCs have authority to discuss decide about both programme and financial aspects.

5.7 Going by the government directives, DEPC's are expected to meet in every month to monitor the project activities. However, variations were observed across the sample districts. The effectiveness of the DEPC is influenced by the interest taken by the District Magistrate and BSA's initiatives. Uncertain tenures of district magistrates also affect the functioning of the DEPCs. Their perceived importance to project activities varies according to the priorities assigned by them to different activities in the district. Meetings were conducted regularly in other two sample districts whereas this was irregular in one district, Varanasi. The routine department activities were the priority in comparison to the project activities in this district.

5.8 The main activities DEPC as envisaged in project were:

1. Review of request for project support from VECs and other local organizations.
2. Preparation of district AWP&B.
3. Supervision and monitoring of progress in implementation of project activities.
4. Provide support for the establishment of the MIS based school statistics program.
5. Provide support for implementation of community civil works.
6. Provide support for VEC development.
7. Provide support for design and delivery of in-service teacher training program.

5.9 It was found that the primary function of DEPCs have been appraisal and approval of Annual Work Plan & Budgets and monitoring of project implementation, especially civil works. A smooth flow of fund has been facilitated by the DEPC's everywhere. DEPC is authorised to give approvals upto Rs.30,000 for repairs (construction) beyond which the proposal goes to SPO. DEPC does not have a role in the appointments and transfer of teachers and other officials as these are governed by normal state government regulations.

District Project Office (DPO)

5.10 DPO is responsible for implementation and co-ordination of all programme activities in the district. A new post of Expert BSA (EBSA) was created in the district for implementation of project activities who was made accountable directly to SPO. Later in 1994, a post of Assistant Director (AD) was created above the post of EBSA for the co-ordination work between EBSA and BSA, who is responsible for general basic education department activities in districts. However, the additional post of AD too could not effectively co-ordinate between two parallel offices of EBSA and BSA. The financial powers remained with the EBSA of the district and ADs had only administrative powers with them. There was also a conflict of jurisdiction between Ad and EBSA regarding project activities. Moreover, due to overall staff shortage in the state, same person in most of the project districts managed the posts of BSA and EBSA. This made the role of AD redundant and the same was withdrawn in all the project districts subsequently.

5.11 Three account personnel, one computer operator, one steno and a driver at the DPO assist the EBSA. At the time BEP –II was initiated, additional post of one quality coordinator for each project district was created to co-ordinate all educational and academic activities of quality improvement at the district level. There are generally three or more deputy BSAs in the districts to assist BSA. One of these has usually been involved in the project-related works. Each block has at least one ABSA or SDIE who reports directly to BSA. Although not directly involved with project implementation, they have been associated with a number of managerial activities especially, execution and monitoring of construction activities.

5.12 The activities of the DPO can be divided under four categories, i) construction related activities, ii) fund management, iii) monitoring of the implementation and collection of feedback from several sources and iv) AWP&B formulation. Financial approval for construction of buildings and toilets, monitoring of construction as per the original proposal, and co-ordination with Jal Sansthan engineers are the main activities, related to construction activities in the project. EBSA also needs to co-ordinate with RES engineers for cost escalation in the construction activities specially in hill districts. Exceptional repair works are approved locally up to Rs.2,500 by ABSA/SDIs, Rs.12,500 by EBSA and Rs.30,000 by the DM. And above Rs.30,000 the proposals are sent to the SPO. Proposals, sent to DEPC for approval, are cleared within a month in their regular meeting.

5.13 The entire project fund for the district is routed by SPO through DPO. DPO is responsible for disbursement of funds that come from SPO to VECs for construction and maintenance activities; to schools for School Development Fund; to DIET for training and to BRCs and NPRCs for their maintenance. Additional funds for other activities such as ECCE centres, AS centres, etc. are also disbursed through DPO only. The flow of fund has been smooth at all levels. The ABSAs expressed clearly that unlike the department fund, there is generally no delay experienced in the flow of fund under the project. *The activities related to fund management at the district level have been effective under the project primarily because of unambiguous procedures and decentralised authority.*

Table: Perception about availability of funds

District	Number of respondents	Process of proposal clearance and availability of funds in time		
		Process has simplified and funds are generally available in time	Process has become more difficult and funds are generally not available in time	Can not say
Saharanpur	66	62	0	4
Nainital	66	61	0	5
Varanasi	66	61	0	5

5.14 The district has multiple monitoring system under the project. Information relating to child population, enrolment, teachers position, building conditions, etc are collected, compiled and summarised from various sources by DPO. These information are used at different levels for AWP&B formulation. At blocks, BRCs collect information through NPRCs and VECs. DIETs too submit their budget for training activities for the approval of funds through DPO. DIETs prepare training budget after collecting feedback from NPRCs and BRCs.

5.15 DPO/EBSA controls project related activities through three mechanisms. Firstly the administrative machinery (i.e. ABSA) which sends the progress reports and site inspection reports information from the field. Secondly, different audits like audit by SPO, AAO, and CAs. Thirdly information are received in the form of suggestions and complaints from different people. Informal channels are used for timely corrective measures, audits are used to check internal fund management, and data from administrative machinery is used for planning.

5.16 EBSA also looks after the transfer and posting of BRC coordinators and NPRC coordinators. EBSA also acts for administrative matters related to these coordinators either himself or on receiving information from DIET. Deployment process of teachers is not found to be different in project and non-project districts. The office spends major amount of their time in correspondence with SPO. DPO normally works as per the directives and guidelines of SPO in implementing the project activities.

5.17 The roles and responsibilities of DBSAs, ABSAs and SDIEs are also being discussed here though they are not directly attached to the project. The discussion is expected to facilitate identify measures for post-project smooth implementation of activities in the basic education sector. At present BSA/EBSA seems to be heavily loaded with responsibilities whereas the DBSAs/ABSAs feel powerless and redundant. They generally have no specific role; whatever EBSa assigns him that becomes his duty. In other words, there are no clearly defined roles and responsibilities of DBSA posted at district level. Assigning specific tasks and power to these personnel can change the situation.

5.18 The responsibilities of the ABSAs/SDIEs in the block are enormous. These include all the matters related to proposal and recommendation for posting, transfer, leave

and promotion of teachers and other department employees in that area; disbursement of salary and other benefits to teachers and others; verification grants to aided schools; availability of material through the grants to schools under operation black board and other schemes; inspecting, improving and reporting about all the schools; sending proposals for opening and transfer of schools; making proper arrangements of all students' funds and to prevent their misuse; keeping complete particulars and accounts of all property and land records of all the schools; collecting and assessing all the information related to the block; making arrangements for all kinds of examinations as per rules; planning for sports, scouting, red cross competition and other co-curricular activities at the block and to help the BSA to plan the same at the district level; preparing answers to the questions for Legislative Assembly and Legislative Council related that block; auditing and physic verification of the expenditure incurred on construction, quality check, and timely completion; and implementation of mid-day meal scheme.

5.19 ABSAs are required to propose for transfers and postings of teachers. However, it was observed in most of the blocks that political interference was causing problems in this area. As a result, there are schools with full strength near the cities, whereas schools in the interior areas remain under staffed. Although the subject of teacher transfer is outside the mandate of the project, the UPBEP attempted to address this anomaly through its intervention of sanctioning new teachers' post in existing schools on the basis of pupil teacher ratio and creation of teachers' units on the basis of enrolment.

5.20 The ABSAs do not usually have any office of their own. In the project districts they have started using either BRC building or a room in the attached school as their office. With this kind of job definition, it is not surprising that they are generally found to be busy with many non-academic activities. Though they are sanctioned TA and DA for inspection work, they are not mobile. This affects their efficiency adversely.

5.21 The BSAs and ABSAs have not received much input from the project in terms of training or professional upgradation during the initial five years of the programme. Some of these personnel did receive training on planning and management aspects under the project at SIEMAT but did not find the same very useful. They are also averse to receiving any training at the DIET reflecting inter-institutional tension. The contribution of the project in augmenting physical infrastructure in the basic education sector was acknowledged. Although they generally felt that the quality of education has improved during the project period, an understanding and appreciation for the continuous academic support to teachers was lacking. The nature of school supervision by ABSAs/SDIEs continues to be largely "inspectorial" in nature. The project has realised this and started making efforts to change this to make school supervision more supportive. The training modules for the BSAs and ABSAs have been redesigned. A set of simple qualitative indicators is being developed for the purpose of use during school supervision. The indicators would endure that the visits of educational administrators to schools do not remain merely inspectorial.

Notable Managerial Practices

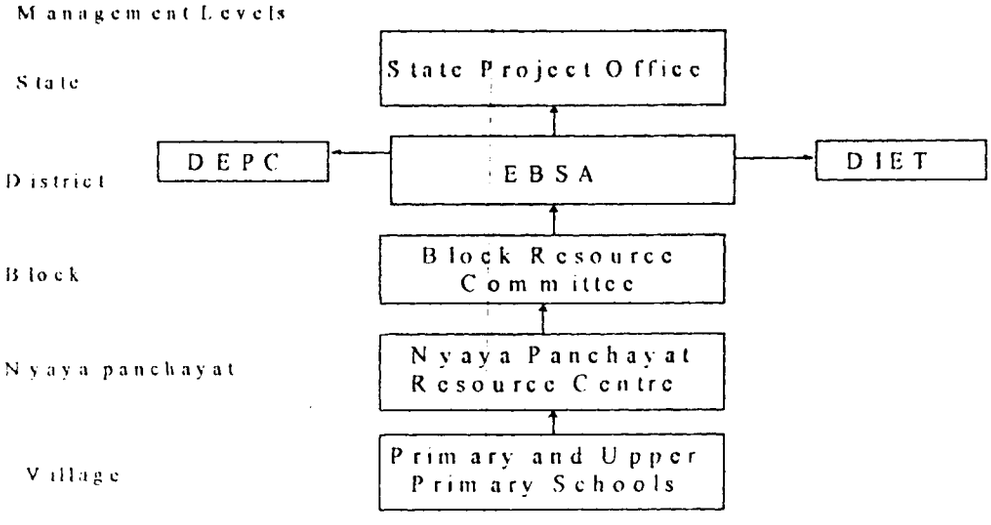
5.22 In the process of project implementation, certain new processes and practices were initiated, which facilitated improved functioning. The processes followed for fund management were effective and have already been discussed. Two more such practices are being discussed here as these are considered to be having significant sustainability implications.

Management Information System (MIS)

5.23 Two types of MIS systems were envisaged for the proper implementation and monitoring of the project. The important objectives for the first MIS were to design and implement a computerized information system for monitoring and planning educational activities in the districts. It is known as Educational MIS (EMIS). EMIS related information consists of school status description, school description, teacher's position, equipment and other facilities, age-wise enrollment for all students including break-up in to SC/ST students.

5.24 To get detailed information on progress of project implementation at the level of actual activities and expenditure, Project MIS (PMIS) was implemented. This computerized PMIS serves as an important source for monitoring and obtaining timely feedback. Information for PMIS is collected through a specifically designed format. It is structured to meet the needs of the data required for the project. Different heads for data collection for PMIS are salary, equipment, civil construction and major repairs including physical progress, development of education and study material (through workshop, seminar and consultancy), grant to school (Teacher Development Grant and School Development Grant), furniture and Grants to NGOs, etc. The process for data collection and analysis is similar for both EMIS and PMIS.

Figure: Flow of MIS Data



5.25 MIS information is collected at the school level by the teachers on the formats provided by the SPO. These formats are printed locally at the DPO and distributed to various sub-levels. NPRC Coordinators then integrate information at the Panchayat level. BRC Coordinator further collates these at block level. From block level information go to DPO which collates the information at the district level for meaningful use of DEPC and DIET. Information is also sent to SPO for monitoring and evaluation. This system of data collection and analysis does not have satisfactory quality checks for the data. The only check employed at various levels is that the data should be comparable to the previous years' data. Information is processed manually upto block level and only at the DPO level the data are fed into the computer.

5.26 In the field, NPRC coordinators were not aware of the efficacy of their efforts in data collection. They generally reflected a lack of understanding as to how the data collected would be finally used. They only had different forms that were supplied to them by DPO to be filled up. Filled up EMIS forms were found at the block level with BRC coordinators. They were aware that the data would be used for planning by the district and the state but did not see any use at their own level.

5.27 PMIS related information is compiled at the DPO office and is sent is sent to SPO. However, accounts officers at SPO were of the view that there is very little utility of this compiled information. They complained about the accuracy of information and delay in receiving the computerized information. Hence they still continue to work on the basis of manually collected information for their budgeting and evaluation exercise for project related activities. The design of the software is such that it does not facilitate monitoring or planning.

5.28 The field functionaries including head teacher and NPRC coordinators seemed efficient in compiling EMIS related information. There are no in-built checks for the quality of information in both PMIS and EMIS. As a result people are found comparing the information of the current year with the past year data to develop their confidence about the accuracy of the data. NPRC coordinators and teachers complain about too much of paper work which adversely affects their contribution to academic activities.

Annual Works Plan and Budgeting Process (AWPB)

5.29 The process of AWP&B in the project has been such that proposals are based on ground level information regarding physical infrastructure and teachers. The needs of different districts and sub-districts relating to these aspects are given due consideration by SPO at the time of approval. The AWP&Bs consists of objectives, progress on previous AWP&B activities, commitments of funds/actual expenditure and explanation of unspent balances, analysis of implementation difficulties and suggestions to redress them, list of specific interventions required for the proposed AWP&B proposal and cost of proposed interventions. Requests for support from other operational organizations involved in the project like SIEMAT and SCERT are also included. A schedule of implementation of proposed activities is also attached.

5.30 The main activities in the project have been construction, teacher appointment, teacher training and provision of school improvement and teachers grant. Other activities have been opening and adoption of AS and ECCE centres respectively on a selective basis and certain pilot projects like school library, special NFE for girls, etc. The DPO prepares a plan and budget on the basis of EMIS and last year's trend for all the activities except training for which the demand comes from DIETs. The SPO appraises and approves these proposals on certain objective criteria.

5.31 AWPB is perhaps the most powerful intervention in the normal government system to improve the project implementation. It ensures systematic detailing of the various activities at various levels. Normally it takes about three months for preparation and approval at district level. Final approval from the SPO is usually committed in about one month from the receipt of the AWPB. Transfer of funds from SPO to the grass root is on the basis of AWPB through DPO. This ensures timely availability of funds for undertaking activities.

5.32 It may be relevant to mention here that full potential of AWP&B formulation was not utilised at the district level under the project. The planning revolved around initial set of approved activities and the new innovative interventions did not find adequate place. This meant that some of the specific issues and problems of the districts were not addressed. For instance, field experiences suggested that child labour is a major issue in Varanasi district and majority of drop-outs after class III could be attributed to the fact that children start working in saree and carpet weaving units. This issue was never addressed by the project at any level. The AWP&Bs were prepared for the fixed components and new areas were not given due attention.

Sustainability Issues related to Managerial Structures & Processes

5.33 Since SPO and DPOs are project structures, they should have normally ceased to exist once the project comes to an end. However, since the same registered society is implementing other ongoing programme, District Primary Education Programme, in other districts of the state through the same SPO, this body will continue to operate. But the structure will not have much relevance for these districts. The DPOs in the project districts will not remain operational. As such, the measures suggested for consolidation and strengthening would necessarily take this fact into consideration and focus on institutionalisation of good practices and processes in the mainstream system. It may be mentioned that some of the measures suggested in the previous chapter would directly apply in this case also and accordingly be treated.

Policy and administrative Measures

5.34 The presence of SPO has enabled efficient fund flow, responsive decision making at the local level, effective academic resource management, improved monitoring with better tools leading to greater certainties and level of effectiveness in the system. This was possible because of establishment of certain clear and flexible procedures that allowed decentralised powers with well-defined accountability. For instance, the mandate

to hire the expertise as and when required facilitated accessing of academicians, researchers, NGOs and consultants in order to address the specific problems and issues. It is important to introduce similar measures in the main system otherwise the process of reform in management practices would stop. Currently, the Directorate of Education does not possess the flexibility to respond to the ever-changing needs of the field and the same needs to be built either through policy or administrative measures.

5.35 The alternatives to the departmental management could also be explored. For instance, it could be explored whether it is possible to adopt Society mode of implementation for the basic education sector as a whole. There already exists a registered society, which could be vested with more powers to control and coordinate. It would be easier to have flexible, decentralised and participatory norms in a society, many of which already exist. It would be more difficult to introduce such norms in the Directorate, which functions within the broader government framework. The GOUP may consider studying these options at greater depth before reaching any conclusions. In either case, it is necessary that management practices are made more responsive, flexible and decentralised. The project has made a beginning and the efforts must be mainstreamed in order to ensure sustainability.

5.36 DEPC in the post project period should be dispensed with and already existing District Education Committee (DEC) should be made more responsive for control and monitoring purposes. DEC should be better organised by having membership drawn from elected local bodies, NGOs, DIET and teacher representatives[2]. DEC should fulfil the role and responsibilities currently being undertaken by DEPC and attempt to go beyond that. Suitable administrative measures to decentralise certain discretionary powers at the district level should be given to DECs. In the similar manner, the Block Education committee should also be revived.

5.37 The decentralisation should be seen in the context of institutionalised practice of district level planning and implementation with well laid out checks and accountability system. The practice of systemic data collection and AWP&B formulation should not only be continued but also strengthened and further decentralised. As suggested earlier, the VECs and panchayats should be given more powers and the supportive administrative measures should enable this transition. The district educational plan should be prepared

---

[2] The study on mamagerial structures and processes has suggested following membership

1. Adhyaksh, Zilla Panchayat (Chairman)
2. members nominated by Zilla Panchayat
3. Chief Development Officer (Ex-officio)
4. District Harijan Samaj Kalyan Adhikari , (Ex-officio)
5. District School Inspector (Assistant. Secretary)
6. ABSA (Mahila) (Ex-officio)
7. BSA (Member Secretary)
8. Principal DIET
9. Teachers' representative
10. NGOs
11. MS Co-ordinators

in consultation with educational administrators, DIET, BRCs, NPRCs, and VECs covering all the aspects of universalisation of basic education.

3.38 The educational administrative system would need a redefinition in their role, responsibilities and job profile. At the district level, there should be devolution of power and responsibilities among the DBSAs. At the block level ABSAs should get directly be involved with the implementation of different schemes. ABSAs should function closely with other institutions like NPRCs, BRCs and DIETs. The administrative and academic institutions should be seen as having complementary roles. The option of merging the administrative and academic roles especially at the lower levels of block and cluster could be debated. Any option must be introduced with appropriate and adequate capacity building measures.

5.39 The ABSAs are finding it difficult to cope with the problems of managing administrative, monitoring, supervision and planning works on their own. ABSAs should be provided with one assistant to help him in his routine activities including data compilation at the block level. This person can be drawn from BSA's office who is used to handling service books and related files of teachers and head-teachers of that block. This would give the ABSAs more time for supervision and monitoring. Some financial provision could be made to ensure his mobility. As part of their responsibilities of school supervision, they should be given responsibility of nurturing VECs and developing community linkages. Though this already exists on paper, it is important to demonstrate its importance.

5.40 Many of the decisions, which are taken at the BSA level, can easily be delegated to the ABSAs. These decisions could be of the nature of transfer of teachers within the blocks, and maintenance approval upto some level, say, Rs.10000. The mechanism for in-built check should be there along with this delegation. They should be made accountable to community or local bodies so that the prime stakeholders get a chance to vet the decisions. ABSAs' tenure should be made more stable. A minimum tenure of 4 years is recommended for this purpose. This will help him in developing good understanding of the area and implementing his ideas for improvement of education in the block.

5.41 The process of data collection and usage should be made more participatory and systematic. Village level data could be collected with active participation of villagers. At every level (village, Nyaya Panchayat, block and district) data must be shared and discussed with the stakeholders, and a follow-up plan made. The educational situation of the respective levels in terms of various indicators could be made public. This is one of the simplest and most effective means of involving everybody in the process. Certain simple qualitative information like reasons for non-completion or attendance could be discussed and used for the planning purposes.

5.42 Collection and computerisation of educational data on EMIS or DISE formats should continue. BEP has made computers available and the collection mechanisms are also in place. However, the districts would require services of one analyst/data operator and this post at DPO should be retained by attaching him her to BSA's office.

Capacity building Measures

5.43 Several capacity building measures would be needed to facilitate the suggested changes to take place. The personnel at the Education Directorate at the state level would need orientation and training and so will the district level educational administrators. Although the exact design of these orientations would vary, the focus has to be on strengthening of both attitudinal and professional aspects. The various aspects that must be covered are, understanding of participatory management systems, responsibilities towards community, sensitivity towards teachers, collection, compilation and analyses of information, effective use of information for different purposes and importance and technique of educational planning.

5.44 SIEMAT at the state level and DIET, BRC and NPRC at the district level could be resource organisations for the purpose. These training and support should not be a one-time affair and be organised on a regular basis. Continuous upgradation of personnel is critical for smooth implementation of new ideas and practices.

Action Plan for 1999-2000

5.45 Many of the measures suggested in the VEC section would automatically cover this area. These could be seen at one place in the last chapter so as to suggest a holistic action plan for the last project year. However, some of the specific actions, other than those suggested in the previous section, are being presented here:

⇒ The personnel belonging to the regular directorate of basic education should be exposed to the practices and processes adopted by the SPO allowing them to be more responsive. The SPO could organise sharing workshops at the state level focussing on practices and processes that facilitated smooth implementation and speedy fund flow and the personnel of the Education Directorate should attend these. These workshops should serve the dual purpose of providing initial orientation to these personnel and identifying the critical factors that need to be introduced in the mainstream system.

⇒ In order to strengthen the system of professional development in the area of decentralised planning and management for the basic education sector, specific training programmes should be conducted for key administrative officials and DIET faculties. The training should include the aspects of information management and community involvement. Intensive follow-up of these training programmes should be undertaken with an aim to change the management style of the administrators. The SIEMAT has started the process but the module needs entire redesigning.

⇒ The system of developing annual plans helps in prioritisation, implementation, monitoring and review. This also means greater ownership and therefore, greater accountability. The process should continue and the personnel from the department should be made to develop a plan for the next year in each district as part of the project activity. This would not be very difficult, as there is already an overlap

between the DPO and the department in terms of personnel as well as certain functions.

⇒ Efforts for revival of district and block level PRIs and Education committees could be initiated and district level sharing workshops on decentralised management practices should be organised.

⇒ Strengthening of Planning & Management wing of DIETs in terms of staffing and their training so that they can take the challenge of resource support to BRCs and NPRCs in the post-project phase.

VI. ACADEMIC STRUCTURES, PROCESSES AND PRACTICES

6.1 The chapter discusses academic structures at the state, district and sub-district levels including those that are created by the project and those that had already been existing. Certain critical academic processes initiated by the project are also being discussed in the chapter.

State Level Academic Structures

State Institute of Educational Management and Training (SIEMAT)

6.2 The establishment of an institute for promoting the aspects of educational planning and management was part of the UPBEP approved proposals. Accordingly, the State Institute of Educational Management and Training (SIEMAT) was established in 1995 under the Societies Registration Act (1860) in Allahabad. The primary objective of the institute could be identified as undertaking of research in the areas of planning & management of school education as well as providing technical resource support in these areas to personnel at different levels in the form of training and publications.

6.3 The SIEMAT has been discussed at length as this has been created and supported entirely by the UPBEP and therefore, has serious sustainability implications. The state government has, however, demonstrated its support to SIEMAT and its institution building process by ensuring a steady and continuous tenure of Director. The state has also contributed Rs.15.30 lacks for the completion of the building from its own coffers.

6.4 The institute is well developed in terms of building and other physical facilities including training halls, auditorium and hostel. All the necessary equipment such as computers, photocopier, pana-board, etc. are there in sufficient numbers. It has, however, been week in terms of attracting and retaining good quality academic faculty. Institution building is a tough job and the fast turn-over has led to jolts in the process. Some of the senior faculty posts have been recently filled but many faculty posts in the areas of Research & Evaluation, Management and Education Finance are still vacant. This can be seen in the following table:

Table : Details of staff position in SIEMAT

Sl No	Position	Sanctioned posts	Deputation	Contract
1.	Director	1	1	
2.	Additional Director	1	1	
3.	Head (Policy and planning)	1	1	
4.	Head (Management)	1	Post advertised	
5.	Head (Education Finance)	1	1	
6.	Head (Research & Eval.)	1	Post advertised	
7.	Head (MIS)	1	1	
8	Senior Accounts officer	1	1	
9.	Administrative Officer	1		
10.	Lecturer(Policy planning)	1	1	
11.	Lecturer (Management)	1	Post advertised	
12.	Lecturer(Education Finance)	1	Post advertised	
13.	Lecturer(Research & Eval.)	1		1
14.	Lecturer (MIS)	1	1	
15.	Training Officer	1	1	
16.	Research officer	1		1
17.	Librarian	1	Post advertised	
18.	Assistant Accounts Officer	1		
19.	Computer Programmer	1	Post advertised	
20.	Research Associate	1		1
21.	Research assistant	1		1
22.	Hostel Superintendent	1		1

6.5 Several reasons are held responsible for this including the fact that service conditions are not attractive enough. The pay scales offered are below the UGC scale and the city of Allahabad does not offer best of facilities available in the metropolitan cities. The recruitment policy whereby faculties are either taken on contract or deputation also operates as a deterrent to many people. The discussions with the academic personnel also reflected a need for clarity on the institute's vision and the faculty' role therein. Though a number of activities are being undertaken and the institute is responding to some of the needs of the UPBEP/UPDPEP and GOUP, it needs to set its own agenda in the long run. This is all the more important from the point of view of sustainability because it is thinking of developing several self-sustaining capacities.

6.6 Before discussing the sustainability issues, it may be worthwhile to have a preliminary assessment of activities undertaken by the SIEMAT so far. This would give an indication towards the attainment of specified objectives and also provide insights into the aspects related to the issue of sustainability.

Training

6.7 Over the years training has emerged as a major thrust area for the SIAMAT. It is commendable that large numbers of training programmes have been organised in such a short period.

Table: Training activity at SIEMAT

Period	Man-weeks of training
April 95 to March 97	716
April 97 to March 98	1286
April 98 September 98	800
Projection for 1998-99	1700
Projection for 1999-2000	2300

Two types of training are being organised + cadre based and theme based. The main cadre based trainings have been those for Basik Shiksha Adhikaris (BSA), Assistant Basik Shiksha Adhikaris (ABSA) and Planning & Management Wing of DIETs. It is commendable to organise training programmes on such a large scale within years of establishment. More so because there has traditionally no system of training for most of these functionaries. The coverage of these programmes can be seen as below:

Cadre based Training in SIEMAT (April 1995- March 1998)

Cadre based Programmess	*Duration*	*No. of rounds*	*Other agency (if any)*	*No. of Participants*
BSA's Orientation	5 days	3	None	90
ABSA/SDIEs Orientation	4/5 days	15		455
Planning & Mgt Unit (DIETs) & Principals	10/9 days	6		131

6.8 The analysis of the modules and feedback from the field, however, suggest need for improvements in the quality and delivery mechanism of these training programmes. The BSAs, ABSAs and SDIEs are the key managerial functionaries at the district and sub-district levels. Their training assumes special significance for any discernable change in the managerial practices. A large number of topics including institutional planning, effective supervision, school improvement planning, etc. are covered in the training modules for BSAs and ABSAs/SDIEs in addition to materials on educational structures and rules & regulations. The role and responsibilities of the officials have been outlined in quite detail in the modules that also serve as reading materials. Those who have undergone the training apparently found the information useful in their feedback. No impact assessment has so far been undertaken and hence it is difficult to arrive at definite conclusion. The study on managerial aspects, however, suggested limited impact of these training programmes.

6.9 A close look at these modules suggests that though the desirable topics have been covered, there is a lot of scope for improvement, especially in the manner and method of presentation. The method, as suggested by the module, relies almost entirely on lecture, discussions and presentations. Instead, a focus on creating experiences and simulating exercises would have perhaps been more effective in bringing about any visible change in the administrative and supervisory practices that continue to be hierarchical and inspectorial in nature. It may, however, be added that these changes are not easy to occur and regular follow-up and enabling environment are important to achieve the desired result.

6.10 The analysis of the module meant for the P&M unit of the DIETs reflected that there is more emphasis on data collection and analysis, and elements od institutional planning as such. This did help in developing basic conceptual clarity given the existing level of understanding at the DIETs. However, now that the initial orientation on issues of data collection and analysis is over, a changed approach needs to be adopted with more emphasis on the need, relevance and approaches of educational planning as such including the aspects of problem identification and strategy formulation. The treatment of most of the areas included in the module could be made more appropriate. The concepts of information management and planning should be linked. The section on development of training plan should include elements of follow-up activities and feedback from the field.

6.11 The theme-based training were started mainly during 1997-98. The major theme-based training have been in the following areas: Micro Planning & School Mapping; School Management; Financial Management in DPEP; Gender Sensitization; Action Research and Research Methodology. The coverage has been quite limited so far for most of these training other than Action Research. Some of the materials have been developed for use of functionaries at different levels in the Workshop mode. These are expected to be used as self-learning materials apart from being used as reading material during some training. Two such examples are materials on the aspects of leadership and those on school management meant for ABSAs and faculties of DIETs, BRCs and NPRCs. The issue of school management has recently been identified as a priority area and the SIEMAT intends to develop 18 identified schools as model schools. Though useful, the content and presentation of such materials have to be much more communicative and user friendly in order to ensure effective utilisation.

6.12 The SIEMAT has also conducted certain additional training programmes for specific purposes either on demand or on purpose. Recently, the institute has entered into an agreement with the National Society for promotion of Development Administration, Research and Training (NSDART), Mussoorie for capacity building in the area of DPEP Perspective planning, development and appraisal of Annual Work plans & Budgets and DPEP Supervision. In turn, the SIEMAT is expected to provide resource support and services to the UPDPEP and other Hindi speaking DPEP states. In order to fulfil that role successfully, the institute may like to develop networking links with certain other institutions and individuals also.

6.13 The training modules for most purposes are generally developed in the workshop mode. The participation depends on the nature of the module and at times national level resource persons are also involved. Field level participation is also encouraged. In the initial phase, the involvement of the faculty members from the State Institute of Education (SIE), situated next to the SIEMAT, was common. However, a lot needs to be done regarding the presentation of modules and the use of appropriate methods. The training programmes adopt participatory measures so far as group discussions and presentations are concerned but the creative aspects of experiences and simulations need to be strengthened. A system of systematic trailing of modules as well as that for continuous feedback from the field also needs to be developed. The institute is planning

to have certain impact evaluation studies for their training programmes and feedback from the same should inform the revision process of modules. A continuous system of revision and refinement could be developed so that newer concepts and approaches could always find a place.

Research

6.14 The research programme of SIEMAT includes conducting topical research studies through its faculty, managing research programme of UPBEP and an elaborate action research development programme. The topics of the studies being conducted by the SIEMAT are few (less than ten) and varied (not confined to the educational planning and management area). The institute, on behalf of the UPBEP, invites and scrutinises the proposals for research in basic education every year. SIEMAT is also active in sharing and disseminating the completed research findings. It has recently completed a major study on Classroom Processes in UPBEP districts in collaboration with two other agencies. The topical research programme, however, can be made more comprehensive and useful by focussing on identified policy and empirical areas that are critical for the educational management in the basic education sector.

6.15 The action research programme of the SIEMAT started with the aim of training the teachers, head teachers, NPRC Coordinators, BRC Coordinators and DIET faculties in identifying their problems, systematically analysing these and working for solutions. With the active support and guidance of NCERT faculties, the SIEMAT trained the DIET faculties in the four districts and identified 20 problems to be worked at by 20 selected teachers, head teachers, NPRC and BRC Coordinators. The identified problems included some of the issues inside the classroom whereas some covered the issues relating to the familial and social aspects. Continuous technical support was provided at various stages in the field itself leading to successful completion of the projects.

6.16 The programme has been received well and is now being extended to 7 more districts. It is definitely one of the best-planned and executed programmes of the institute. A number of areas identified for the purpose of action research is linked to pedagogy. Though the faculties of the SIE were involved at some stages, it may be a good idea to have direct links with the Pedagogical State Resource Group (SRG) of the DPEP so that the identified problems and solutions reflect the needs and are immediately tested for wider application.

6.17 In order to develop interest in the area of educational research, the institute started a training programme on Research Methodology in Primary Education. The programme focussed on different methods generally applied in primary education and the skills of proposal formulation and report writing. Apart from SCERT and DIET functionaries, the participants included teacher educators from the degree collages. Though the training seemed to have generated interest, the institute has not received any feedback about actual application.

National University of Educational Planning and Administration
Acc. No. D-14505
Date: 30-7-2013
Documentation Centre

6.18 The research programme of the institute needs a focus. Currently, the topics for academic as well as action research cover a wide range including pedagogical , socio-economic and several other aspects. The instituite should attempt to develop specialisation in the areas of planning and management at all levels in the education system – classroom, school, village, cluster, block, district and state. The present understanding of theoretical as well as applied aspects of the area is limited. The suggestion applies to the training programmes also where the theme base training should be limited to specialised areas.

Publications

6.19 The institute publishes *Anubhav*, a quarterly magazine in Hindi, giving information and articles on the various aspects of primary education. The magazine is supplied free of cost and has potential of becoming supplementary resource material after training. However, it has not been visualised in this manner so far and hence, has not emerged as a viable follow-up alternative. A bilingual quarterly newsletter providing details of the SIEMAT's activities are also being published. The institute is proposing to soon start publishing a journal of Educational Management.

6.20 Other than publishing the training manuals that are aimed at serving as reading material also, SIEMAT has published three handbooks on Office Management, Financial Management and the Role of the Deputy HSA. There is scope for further improvement in the content as well as presentation quality of these publications. More efficient ways of undertaking publication activities should be explored, which may also mean saving of financial resources.

6.21 In the long run, any academic institution is sustained on the basis of quality of its work and SIEMAT with sufficient infrastructure and experience, is now in a position to focus on the same in every aspects of its work.

Professional Development for SIEMAT Faculties

6.22 Few symposium and lectures have been organised at the SIEMAT with the primary aim of providing opportunities of professional development for its personnel. In addition, some of the faculty members have been attending several workshops and training programmes both at national and state levels from time to time. Some of them have also participated in exposure visits to educational programmes run by Lok Jumbish and MV Foundation. However, there has been no systematic plan for staff development and the efforts are generally sporadic and isolated in nature. The institute needs to develop a well thought out staff development plan to suit its own vision.

6.23 SIEMAT is also trying to establish close ties with other national and international institutions like NIEPA (educational planning and management), NSDART (DPEP planning), NCERT(action research), International Institute foe Educational Planning (IIEP), etc.. Though these linkages have definitely helped the institute in developing capacities of some of the faculties, the same can be more effective if the needs and

requirements are known and prioritised leading to clear identification of capacity development requirements.

Sustainability Issues for SIEMAT

6.24 The UPBEP has been bearing all the expenditure of the SIEMAT so far and committed to do so during the project period. There is no doubt about the need to sustain the institute as this can provide critical technical resource inputs to the educational planning and management aspects of the state. U.P. is a large and the most populous state in the country and requires such support for the development of its education sector. At present, SIEMAT is one of the very few regional institutions for educational planning and management in the country that has demonstrated a definite potential. The GOUP is committed to take over the recurrent liabilities of the SIEMAT in the post UPBEP period but the institute is also thinking of undertaking activities to generate income and sustain itself to some extent. SIEMAT will also continue to discharge training/capacity building roles in DPEP- II and III. This would mean financial support for some of the programme activities.

Administrative and capacity building measures

6.25 The institute, however, needs to have an assessment of its own performance and a relook into the future priorities in order to fulfil the objective of becoming a premier institution in its field. It is amply clear that the institute has made a clear impact by initiating a number of activities. There is now need for a more methodological approach by prioritising the areas where it has relative advantages and focussing on the same. SIEMAT is expected to provide critical resource support in the areas of educational management and planning to two different set of target groups -- the administrators/managers themselves and the institutions like DIETs that are expected to provide technical support to the sub-district and village level structures.

6.26 The institute has developed the physical infrastructure and facilities of the first rate and has a team of committed faculties. There is scope now to develop a professionally competent and committed cadre and impact the system through them. The development of an Institutional Development Plan in a systematic manner may help the institute to set its priorities and act accordingly. The institute's plan should be such that a vision for development coupled with a core action plan for next five years is developed. The plan should include the aspects of resource generation and related preparedness. This would facilitate a better planning for some of the paid courses that are currently being thought of for future. The institute may like to develop some of the core capacities in the identified priority areas first and then shape the activities according to the needs of the different set of programmes like UPBEP or DPEP. Though a Five-year Plan was developed by the SIEMAT in the initial phase, the changed perspectives may precipitate the need for a relook.

Policy measures

6.27 No amount of investment on quality improvement will bring fruits unless recruitment policy for academic staff is rectified. This is a necessary pre-condition for other enabling measures to be initiated and have an impact. The payments have to be comparable to UGC scale and the recruitment policy should be made flexible allowing hiring of faculties from the open market on scale (not only on contract). The nature of institute is such that a mix of professionals and educational administrators would provide a good combination. However, the recruitment should be entirely through screening and selection and not on transfer. A revised recruitment policy will not only attract quality faculties in future but also help in motivating and retaining the existing ones.

Action Plan for 1999-2000 (SIEMAT)

6.28 The institute should focus on development of a long term Institutional Development Plan and try to execute the major part of faculty development activities this year itself. The Plan should outline the following:

- Vision for the SIEMAT with a clear distinction between short term objectives and long term goals
- Identification with the linkages with other aspects in the sector (e.g. pedagogical improvement) and their implications
- Identification of the needs of the sector in the state and other Hindi speaking areas
- Identification of areas where the institute could have relative advantages in developing resource support and generate resources
- Systematic assessment of the works being undertaken currently
- Identification of the current strengths and gaps
- Identification of priority areas where core capacities need to be developed (e.g. educational management or Micro planning)
- Identification of areas where subsequent capacities need to be developed (e.g. specific needs in DPEP, joint UN supported project, other such programmes)
- Identification of the most suitable approach for staff development
- Identification of collaborating agencies/institutions/individuals for association in the staff development process
- Development of a tentative action plan for institutional development activities.

The staff development activities should be carried out during the remaining period of the year so far as possible. Alongside, the plan for the activities at the SIEMAT may also be developed with a detailed financial projection for income and expenditure for a period of ten years. As mentioned earlier, the financial implications for the post project period would be discussed for all the components at one place later in the report.

State Council for Educational Research and Training (SCERT)

6.29 The SCERT in the state comprises the SCERT per se, State Institute of Education, State Institute of Science Education (*Rajya Vigyan Shiksha Sansthan*), and the Central Pedagogic Institute. The latter three institutions have the status of departments of

SCERT. Their main responsibilities include curriculum and textbook development, teacher education and training, research and evaluation for school education.

6.30 SCERT, mainly working through the SIE with some support from CPI and SISE has been actively associated with BEP in pedagogical related activities of module development for teacher training, training of master trainers development of training module and textbooks for Shiksha Ghars and so on. A core team comprising members of the SIE/SISE/CPI faculty, and a few other specialists, viz., DIET faculties and other functionaries of the system developed the training packages. NCERT played a very important role in providing resource support to the development of these packages[3].

6.31 In-service programmes for teachers initiated independently at the state level, and transacted extensively among all primary school teachers in given districts, is definitely a new experience that BEP helped to generate. SOPT under OB, which was the immediate forerunner to these packages, entailed merely transacting a package developed at the national level. The exercise of developing these packages created considerable vibrancy in SIE, as explicitly acknowledged by the SIE faculty. However, SIE did have very little, other than development of these packages, to do with the training transactions. They were not involved in gathering feedback, and conducting programme evaluation. This proved to be a weak area in more than one way; it did not help the SIE faculties to improve their understanding and develop more effective packages thereafter and it also meant, at times, very standardised packages allowing little flexibility to the teachers.

6.32 The SCERT has strong linkages with SPO as the director is on all the major committees set up by SPO. The SCERT director has also been delegated powers to spend money upto Rs. 50,000 for all project activities. SCERT prepares a proposal of activities for AWPB to be undertaken by them and sends it to SPO. After due approval of the budget by SPO, necessary funds are released to SCERT for undertaking these activities. The activities of SCERT get tightly enmeshed in the SPO activities as the budget proposal of SCERT is integrated in the AWP&B of the SPO. For non-project activities SCERT gets its funding from the State Government's budgetary allocations. The release of funds for project activities has been much smoother as compared to that coming from the department.

Sustainability issues (SCERT)

6.33 Since the SPO is going to continue because of DPEP, the linkages with the SCERT would remain, more or less, the same. The pedagogical renewal and related activities would also continue at the state level and some of these would naturally reach the BEP districts also. These activities will not have any financial implication on the state government either. However, the institution would be certainly expected to provide the lead to all the districts, especially the non-DPEP ones. Also, the organisation being the prime institution in the area of pedagogy at the school level has the responsibility of

[3] The training system is being discussed separately later in the chapter

institutionalising the desired practices and processes. In this light, certain suggestions to improve the functioning of SCERT are being made here.

Policy Measures

6.34 Fast turn-over among faculty in the SCERT system poses a problem, especially considering that they do not constitute a cadre. This creates a hurdle in the formation of an institutional memory and a sense of continuity. The task of institutional development also becomes difficult, as investment on professional upgradation does not make much sense. The state government should seriously consider making this institution autonomous and the academic faculty could be a mix of professionals and educational administrators. The faculty, however, must be chosen on the basis of selection and not be posted on a transfer basis. It is understood that the state government is currently seriously considering the move to make SCERT autonomous. The experiences of the states like Gujarat and Maharashtra that have introduced such reforms are very positive.

6.35 The autonomy of SCERT should be seen from the perspective of decentralised system of educational management and academic support. Currently the academic institutions function in a typical hierarchical manner where the state level organisations provide ready-made solutions to district level institutions and the same happens at the district and below. This leads to a situation where the lower level institutions only "implement" and the upper level institutions only "think", which becomes a self contradictory situation. An autonomous SCERT should be able to break this and be capable of providing a relevant and contextual normative structure for training, documentation, sharing and dissemination in a framework where institutions like DIETs, BRCs and NPRCs operate as partners. The autonomy would facilitate this by providing well-defined, flexible norms for planning and resource management normally not present in the organisations directly controlled by the government.

Capacity Building Measures

6.36 Certain capacity building measures for the institution should be organised to enable SCERT develop a vision for themselves as a facilitative institution for pedagogical aspects of school education. The autonomy also means greater responsibilities for SCERT and capacity building exercises should facilitate this understanding. Field exposure and interaction with DIET, BRC,NPRC and school teachers, and exposure to the well functioning SCERTs in the country would help the SCERT faculty strengthen their professional understanding. The DPEP can take the lead and support this measure easily without causing any burden on the state government.

6.37 It is important for the institution itself to reflect a design a plan for development. The efforts to consolidate the positive experiences of BEP exercises in the form of institutionalised processes for module development should initiate within SCERT. Analyses of the gains as well as shortcomings from the project would enable the institute develop greater clarity regarding expectations from future projects. This itself would serve as a capacity building exercise.

District Institute of Education and Training (DIET)

6.38 DIET is the most important academic resource support institution in a district for elementary education. DIET is a pre-BEP structure, but BEP has fully made use of the possibilities inherent in DIET by involving them as the lead institution for implementation of all academic activities. Pre-service teacher training is considered to be the major responsibility in the DIETs, especially in the context of the demand this (BTC) programme has in the State. Although this remains true for the project district DIETs also, there is a perceptible change in the vision as for the first time, the faculty got associated with a range of activities. In project districts, much of what DIET does (apart from pre-service teacher training) is related to BEP and includes action research, training and field visits.

6.39 Three of the four DIETs including the non-project one, Nainital, Varanasi and Faizabad can be considered well staffed if staffing across the country is any indicator. Most of the lecturer's posts were filled and the principal was in position. The post of vice principal and some posts of senior lecturers were, however, vacant. The situation in Saharanpur was different where only seven lecturer were in position and rest of the posts including that of principal was vacant. The supportive academic posts were, however, filled in all three districts. The state government, however, recently posted 70 senior lectures in the state. BEP districts got 17 while DPEP dirstricts received 47 of these posts. All four DIETs also had good building and other physical infrastructure. The project DIETs were better equipped as the project has provided a number of equipment, computer, furniture, books and other training materials, and also some construction wherever there was a need. Although these are generally being used, the use of computer and library were found to be rather limited. Both the project and non-project DIETs had prepared training calendar but the execution in terms of completion of activities was much better in the project DIETs. In the non-project DIET, many of the planned activities were cancelled.

Table: Academic Staff Position at Sample DIETs

Sr. No	Academic positions	Sanctioned strength	Varanasi		Saharanpur		Nainital		Faizabad	
			On roll	Vacancy	On roll	Vacancy	On roll	Vacancy	On roll	Vacancy
1	Principal	1	1	0	1	0	1	0	1	0
2	Vice Principal	1	0	1	0	1	0	1	0	1
3	Senior Lecturers	6	1	5	1	5	1	5	0	6
4	Lecturers	17	15	2	5	12	17	0	17	0
5	Total	25	17	8	7	18	19	6	18	7

6.40 DIET has been fully involved with implementation of BEP mainly in all kinds of training – training of resource persons for teacher training, training of AS instructors, training of SSK personnel, training of NPRC personnel in planning and management aspects, etc. In case of teacher training, they train block level resource persons and BRC coordinators who in turn train the teachers. The DIET faculties also visit the BRCs at the time of actual teacher training.

6.41 While introducing a decentralised framework for work in organisations that are used to work in rigid and hierarchical manner, it is common to find a period of uncertainties and doubt. This appeared to be true for DIETs in BEP districts. The DIET faculties try to implement fully the given module without any alteration, even if it is considered desirable. They felt that they do not have the freedom to do so. They also felt that although they were asked to give feedback at the time of their own training as master trainer, these were not really reflected in any sort of revision to the module. They appeared to be willing and confident to handle modules that provide the basic framework and content but also has space for introducing alterations, if desired.

6.42 The feedback from the field suggested that at the time of BRC visit during the training, the DIET faculties were generally concerned about the management of training and the emphasis on the quality of training was relatively less. Nevertheless, it cannot be denied that the project made the DIET faculties undertake field visits not only to BRCs but also to NPRCs and schools which was not at all the case previously. This was apparent even in the complaints that the DIET faculties were making, that their work-load had increased tremendously under the project including travelling without any commensurate benefits. However, it was felt that these visits should be made more intensive and that would be possible when they themselves plan and see the relevance of such visits.

6.43 The fact that the DIET faculties are also posted on transfer basis and there is no separate cadre, adds to the problem. Many of the DIET faculties join the institution as a stop-gap arrangement till they get a "better" posting. Moreover, almost all have a secondary school background and no exposure to primary school system including pedagogy.

6.44 Th use of particular opportunities for organisational development also depends on the leadership and the general environment. This was evident in the manner the DIETs in three different districts have used the BEP opportunities. All project DIETs undertook the training of AS and SSK instructors/helpers directly. They were also responsible for the monitoring of these centres. The DIET in Nainital perfomed the responsibility more seriously as evident from more regular and responsive visits. The experience gave them an exposure to the linkages with the pre-school aspect that was otherwise not there in the DIET scheme of things. The DIET personnel in Varanasi, however, saw the task as unwanted additional responsibility. The Naintal DIET also used the AS experience to enrich the training of NFE instructors, being undertaken by them as their regular responsibility. BEP actgivities helped DIET faculties to realise that their pre-service training course is outdated. There is a mismatch in terms of the basic philosophy underlying the DIET's BTC (pre-service) programme and that of BEP's training programmes. This is ironical as the same teachers are provided the in-service training later to unlearn their learning from the BTC courses. This mismatch may have to be rectified and BTC course needs to be updated.

6.45 DIETs have a Planning and Management unit that received some training from SIEMAT. This training has already been discussed in the SIEMAT section. The one

programme they did as part of BEP, that is to train the NPRC Coordinators, was mostly on information collection and did not help much in building any capacity on planning as such. However, all the DIETs had attempted developing annual plan for the institution including all the activities.

6.46 One of the problems DIETS faced in implementation of their responsibilities was lack of any administrative control over BRCs and NPRCs. Although they are seen as providing guidance to these two institutions, these are not accountable towards DIET. The BSA and ABSA control the BRCs and NPRCs giving them little scope to have their own academic planning in consultation with DIETs. The DIET faculties often felt that the BSA and ABSAs attach no importance to their feedback about schools, teachers, NPRC and BRC and therefore, there is no follow-up action. In fact, at present there is no vision of the organic linkages between DIET-BRC-NPRC at any level. However, the need for developing such vision was realised by most of the DIET faculties. This is all the more necessary in view of the imminent end of the project.

Sustainability Issues (DIET)

6.47 There is no denying the fact that the UPBEP provided the DIETs an exposure to a range of activities linked with elementary education helping them to develop an improved understanding of the system. These DIETs certainly have the potential to develop into an important institution at the district level to give shape to the envisaged decentralised academic planning and implementation, although distributed over a wide range in terms of organisational preparedness for taking up such challenges. In the post-BEP phase, the DIETs in these districts should conceptualise whatever follow-up initiatives that are required to the training and professional support inputs that BEP had provided, fine-tuning them to the special needs and conditions that obtains in the district concerned. This has to be preceded by a programme evaluation of whatever inputs that were provided through BEP, and an assessment of further needs.

Policy and administrative Measures

6.48 DIET should have a separate cadre with specific norms for selection and orientation of faculties. The selection criteria should be related to competence, experience and demonstrated interest in the field of elementary education. An intense and comprehensive induction training programme must be put in place for the new faculty.

6.49 DIET should not be looked at in isolation, but as the nucleus of an academic support network comprising DIET, BRCs and NPRCs. BRCs should be treated as extension campuses of the DIET, and the BRC Coordinator given the status of an associate faculty of DIET. The system of annual planning should be adopted for these institutions also where plans are developed, implemented and monitored on the basis of a shared vision. These institutions should then be able to demand particular skill development activities from SCERT, SIEMAT and others rather than just being a "recipient" and "provider" of pre-determined training programmes.

Capacity Building Measures

6.50 A comprehensive Institutional Development plan for DIET in each of the project districts could be developed, specific to each of them. This plan should include a vision for the DIET as the institution that would provide technical support to BSAs, ABSAs on one hand and to BRCs and NPRCs on the other. This gives DIET the opportunity to relate the pedagogy and management aspects of the elementary education, a critical factor for the sector. The activities required to realise this vision including the aspects of staff development should form part of this plan. In order to play a more pro-active role and provide academic guidance to all, certain intense capacity building exercises in the form of inter-DIET sharing workshops, well-planned exposure visits and specific training programmes require to be organised.

6.51 There is an Academic Resource Group functioning in the project districts currently. This has a defined membership, which is somewhat rigid in the sense that it assumes more of a committee's character rather than that of an enabling resource group. The District Academic Resource Group should be reorganised comprising of practicing elementary school teachers and others including teachers at secondary and higher education level or ABSA/SDIE with demonstrated interest in elementary education. They should act both as an advisory body to DIET, bringing into focus the unique features and needs of the district concerned, and as extended training faculty at times of needs.

Action Plan 1999-2000 (DIET)

6.52 The specific activities that could be initiated this year under the project are as follows:

⇒ Have a separate cadre for DIETs where faculty could be recruited both from the department and the open market. The recruitment should be through selection process even for those coming from the department. This will ensure that only willing and suitable candidates join DIET. The primary/basic education experience should be given enough weightage in the recruitment. All the vacant faculty posts must be filled. Even if a separate cadre is not built, the postings should be made more sensitively keeping the willingness and the exposure to primary/basic school system in mind. The tenure for DIET faculty should be fixed for a minimum reasonable period.

⇒ Preparation of an Institutional Development Plan along the line discussed above. The aspect of developing BRC and NPRC as satellite institutions of DIET should also be included[1].

⇒ Initiation of intensive staff development activities based on the institutional development plan. Staff development activities should not be planned as several disjoint training but as a complete plan of exposure with upward (visits and attachments to other organisations and states) and downward (field attachments) linkages, training, sharing and reflection.

[1] The discussion for BRC and NPRC should be seen as complementary to that for DIET

Block Resource Centre

6.53 Every district in a state like UP is a large geo-demographic unit. The primary school system in a district may comprise to the tune of about 1000-1500 schools and several hundreds of pre-school and formal equivalent structures. The number of teachers will be about 3000-3500. When in the Eighties, District Institute of Education and Training was conceived of, it basically stemmed out of a concern for quality. It was realised that in order to assure quality in the school processes, the foremost thing to be accomplished was establishment of a system of continuous building of professional capacities (through in-service training) in teachers. However, for a single institution like DIET to address this task makes the whole operation rather unwieldy. For instance, we observed (in January 1999) in the control district, Faizabad, that the transaction cycle of SOPT training package under the Operation Blackboard was still incomplete, although the transaction was initiated as early as in 1994-95.

6.54 Accomplishing effective reforms in school practices, presupposes a certain synergy, where teachers as a collective are persuaded to look at alternatives in their professional practice, in a mode of collective reflection and sharing. For this to happen, there is a need for teacher orientation/training to take place in a reasonable time-frame. A single institution like DIET is unlikely to accomplish this task for a whole district in such time-frames, as was clear through our observations in Faizabad.

6.55 UPBEP sought to address this problem by attempting to extend the reach of DIETs through the establishment of a Block Resource Centre (BRC) in each block. Its conception, was based on the realisation about the limitation of DIET to deal directly with the primary school teachers in a district, given the latters' number, especially if a regime of in-service teacher training programme has to be sustained in a tight time-frame. BRC is a crucial link in the academic support chain comprising DIET, BRC, NPRC and Primary School. They were essentially seen as satellite structures of DIETs.

6.56 In comparison to the picture that Faizabad presents, where the transaction of SOPT has taken 3-4 years and yet a comprehensive coverage has not been achieved, the BEP districts are in a fairly comfortable position with respect to the coverage and the tight time-frame within which it is accomplished. This is thanks mainly to the establishment of BRCs. There is considerable variation across project districts, and across blocks within districts, in the number of teachers who are to be trained. For instance, a remote rural block like Betalghat in Nainital has only less than 200 teachers to be covered by the training programmes, while a suburban block like Ashapur in Varanasi has about 400 primary school teachers to be covered in a training cycle. Each cycle has a range of 6-16 programmes, and it takes a range of 5-10 months to complete one cycle. Each programme has an average of 30 participants.

Table: Training Cycles in BRCs

	Nainital	*Saharanpur*	*Varanasi*
No. of Primary School Teachers in a Block(approx.)	187 - 310	280	234 - 396
Number of Programmes in a Training Cycle	6 - 11	8 - 9	7 - 17
Time period for completion of one cycle (approx.)	5-7 months	6 months	6-10 months

6.57 All the sample BRCs were housed in impressive new buildings built according to a standard design, with certain variations (such as, with regard to roof), according to the geo-climatic nature of the region concerned. Every Building had a hall for the training sessions, separate dormitories for men and women trainees, an office room and a lobby or a lounge. It was for the sake of facilitating the organisation of residential training programmes that huge investments were made in the construction of dormitories. Residential programmes were thought to help facilitate the community of practitioners, both trainees as well as trainers, gel into cohesive social and learning groups, which in turn make their collective reflections and sharing much more intense and effective.

6.58 Most of the training programmes, however, are non-residential in the sample BRCs. As a result, the dormitories were under-utilised or not used at all, for the purpose of lodging the participants. In one or two BRCs, the dormitories were used as space for dumping old books, papers and other materials. The participants apparently prefer either commuting from their homes or making their own private arrangements for stay. This may also have something to do with the disbursement of DA only to those who do not avail of the board and lodge arrangements in BRCs. There is a definite need to ensure that the residential nature of training programmes is not lost. If this can be ensured through a minor modification in the disbursement procedure, it is perhaps worth pursuing it.

6.59 BRC is adequately equipped as an academic resource centre. It has all the necessary facilities, materials and equipment that enable the effective accomplishment of its mandate. It has water and electricity supply. In addition to all the standard materials and equipment avaiable at NPRCs, BRC also has Colour TV, VCR, Public Address System and Generator. It has also a library of about 250-350 books. Some of these facilities like VCR and library are underutilised.

6.60 BRC Coordinator is a senior teacher from the school system at the level of a Head Teacher of a Junior High School. (S)he is expected to co-ordinate with the DIET and give academic leadership to the activities of the BRCs. S(he) is assisted by an Assistant Coordinator, who is normally a Head Teacher of a Primary School. Every BRC maintains a pool of resource persons who conduct the training programmes. The Coordinator and the Assistant Coordinator also undergo the training of trainers that the resource persons undergo and in addition, some of them have also undergone a Leadership Workshop at SIEMAT, and a TLM workshop and a visioning workshop at the DIET.

6.61 In addition to organising the training programmes, which is the mainstay of BRC's activities, the Coordinator of BRC, with the assistance of the Assistant Coordinator, has been designated the following responsibilities: 1. Supervising the functioning of NPRCs and the Primary Schools and providing these structures and their functionaries with the necessary academic support. 2. Overseeing collection and processing of data as a part of MIS. 3. Maintenance and management, including financial management of BRC and NPRCs. 4. Coordination of the micro-planning and school mapping exercises in their respective blocks. 5. Organisation of cultural and other activities in their blocks, with the participation of the schools. 6. In addition, the BRC also provide infra-structural and other support to conduct of programmes not directly related to BEP, such as training of trainers as a part of the Total Literacy Campaign. The following table gives a rough idea about the proportionate weightage of time and effort that each activity demands.

Table: Activities of BRC

	Nainital	*Saharanpur*	*Varanasi*
No. of Training Programmes per month (Appr.)	2 on an average	1-2	2-3
Number of days per month devoted for the preparation and conduct of Training Programmes (Approx.)	15-18	12-15	15-21
NPRC Co-ordinators' Meeting	1	1	1
NPRC/ School Visits (No. per month approx.)	5	4-5	4
Meeting at DIET	1	1	1
Any other	Community Library	--	--

6.62 BRC provides an effective instrument for upward and downward linkages in the academic support chain at the sub-district level. There are routine monthly meetings of NPRC Coordinators held in each BRC for exchange of information, monitoring administrative and information gathering chores. Similarly, DIET convenes a monthly meeting of BRC Coordinators to take stock of the progress of training cycles.

6.63 BRC is also the headquarter of the ABSA/SDI of the block. BRC thus potentially holds the possibility of providing the crucial link between the academic support chain of DIET-BRC-NPRC-School and the administrative chain of BSA-DBSA-ABSA/SDI-School. During the monthly meetings of NPRC Coordinators, the ABSA/SDI takes an active role in coordinating and monitoring the administrative, financial and information collection chores.

6.64 External resource persons conduct the training almost entirely and coordinator participates only occasionally. It is rather an anomalous situation in which the functionaries of BRC are not effectively part of its training faculty, and conversely, the

resource persons who constitute the faculty do not have a regular presence in or a continuing relationship with the BRC. Thus, BRC is yet to acquire an institutional presence; all it has now is its physical presence – merely as a training facility. As for its relationship with DIET, BRC has not yet in any sense of the term become a satellite structure or an extension of DIET.

6.65 There also appeared a kind of disinterest in the present set of BRC coordinators. Some sort of conflict of interest between ABSAs who sit in the same premise are perceived and BRC co-ordinators was witnessed, as the former are seen as the controlling authority though they are in the same pay scales. Most of the BRC co-ordinators wanted to be back as teachers. BRC coordinators have to face dual control – administratively they are controlled by the EBSA and the activities are controlled by DIET. This causes problems in implementing training schemes and programmes. Most of the BRC co-ordinators preferred to be placed under DIET and are of the view that their even the administrative matters including the salary be governed by DIETs.

Table: Preference to Work as BRC Coordinators

Districts	Number of respondents	Prefer teaching job	Prefer BRC Co-ordinator's job	Prefer to report to EBSA	Prefer to report to Principal, DIET
Varanasi	2	2	0	0	2
Nainital	2	2	0	1	1
Saharanpur	2	2	0	0	2

Sustainability Issues (BRC)

6.66 Even a cursory comparison between the BEP districts and the control district, reveal that the sub-district dynamics of academic support and coordination of academic processes in the project districts are at a very high level of intensity, whereas in the control district, the DIET, left to itself, is not really able to generate this to an adequate measure. The crucial link that BRC provides in the academic support chain largely accounts for this. Educational reforms cannot be effected through a one-shot approach. It requires sustenance of a continuous process of academic support. One finds no alternative to BRC for ensuring this. However, there are a few challenges that BRC faces today. These need to be addressed and dealt with for it to unfold its full potential.

Policy and Administrative measures

6.67 There seems to be a certain lack of congruence between the responsibilities assigned to the Coordinator and his/her Assistant, and what they find themselves doing often. Time and energy, which should have been used for discharging their academic responsibilities are appropriated by tasks which are routine, procedural and administrative. This is, to some extent, understandable, since organisation and coordination of academic processes entail a fair amount of administrative tasks. However, this sometimes stretch to the extent of affecting their discharging the academic responsibilities mandated to them. For instance, Coordinators seldom act as Resource Persons for the training programmes. Managing the organisation of a seemingly endless series of training programmes is seen as an immense task leaving them with very little

time for making significant academic inputs in the transaction of these training programmes. They also feel that all they have received as capacity building is the training given to resource persons on specific training packages and this does not fully prepare them to discharge the full range of academic responsibilities vested on them.

6.68 Every new structure created as a part of a project has a tendency to be subjected to a structural modification while it is assimilated into the mainstream. BRC too runs this risk. There is a possibility beyond BEP of the BRC shedding most of its academic roles and regressing to the level of an Office of the ABSA/SDI. It is indeed valid that ABSA/SDI needs an office and an assistant. BRC Coordinator and his assistant are often given additional responsibility of assisting the administrative tasks of the ABSA. There is definitely a need for bringing what is today perceived as largely an administrative and inspecting set of functions of the ABSA/SDI closer to the academic support functions of BRC and NPRC. At the same time, there is also a need for relieving BRCs of many of its administrative and MIS related functions. An additional post at the level of Assistant Coordinator may be created in each Block, exclusively to assist the ABSA/SDI, so that those routine administrative functions may be taken away from BRC.

6.69 If quality enhancement initiatives at sub-district level, which BEP started off, has to be sustained beyond its time period, one essential step is institutional development of BRC, truly as a resource institution from its present position as merely a training facility. As a part of BRC's institutional development, there is a need to redefine the responsibilities of the Coordinator and the Assistant Coordinator, emphasising their academic roles. Possibility of constituting BRC Coordinators as a distinct cadre needs to be explored. Alternatively, treating BRC Coordinator's as a Junior Faculty position in DIET with placement at BRCs could also be explored.

6.70 The service conditions of the coordinators may be reviewed and revised as per the job requirements so that their motivation remains high. For instance, BRC coordinators may be made entitled for one month of earned leave in lieu of summer vacation for every year of service as coordinator and adequate facilities or provisions for their field visits be made.

Capacity Building Measures

6.71 The Coordinators and their Assistants need to be given intense training inputs in new curricular and pedagogic developments in primary education, much beyond what specific training packages seek to give to their respective resource persons. They also need to be given training in training-technology and on facilitating professional development of teachers. Along with the pedagogical aspects, the BRC coordinators also need to develop capacities in the areas of planning, management and community linkages. There has to be a strong umbilical cord between DIET and BRC, and BRC Coordinators and Assistant Coordinators need to be treated as an extended faculty of DIET. Continuous faculty development activities of DIETs should include BRC functionaries as well.

6.72 BRCs have a busy calendar organising the training programmes that are designed under BEP for successive batches of teachers. Despite this there is also a 'lean' period when the training cycles are completed. This period is currently not being used for any feedback on training from the field mainly because this is seen as the responsibility of SCERT and DIET, and not of BRC. It should be a routine function of BRC to make regular efforts at monitoring what happens in a sample of institutions under its jurisdiction, with a view to collecting feedback regarding effectiveness of training programmes. The training of BRC coordinators should emphasise this aspect.

6.73 For the training package of VEC members, a Block Resource Group has been constituted. This is perhaps a very useful model, which may come handy as a part of the institutional development plan for BRC. There is a need to constitute a general Block Resource Group comprising competent and enthusiastic people from the block which may include teachers, especially primary school teachers (practising as well as retired), NPRC Coordinators, functionaries of the education system (practising or retired), activists belonging to voluntary organisations working in education, and other professionals. Identification of Resource Persons for transacting training packages needs to be done on the basis of is criteria related to their familiarity with and competence on new curricular and pedagogic approaches. Such Resource Persons may be inducted as regular members of the Block Resource Group. The Block Resource Group should act as a standing body to advise BRC on its various academic endeavours and to act as its extended faculty.

Action Plan for 1999-2000

6.74 In order to ensure that BRC fully unfolds its structural potentials and discharges effectively its role of energising the academic support processes at the Block level, certain inputs need to be made in the final year of BEP. They are listed below:

⇒ Examine the responsibilities mandated to the BRC Coordinator and Assistant Coordinator, with a view to redefining them.

⇒ Rationalise the distribution of quasi-academic and administrative responsibilities among BRC Coordinator/Assistant Coordinator and ABSA/SDI, so that the time that the formers need to devote for participating in the academic processes be available to them fully for that purpose.

⇒ Constitute the Block Resource Group as an extended faculty of the BRC. Their link with BRC be formalised to extend beyond specific training programmes.

⇒ An intense training on new pedagogic and curricular approaches in primary education, and on training technology be provided to BRC Coordinators and Assistant Coordinators.

Nyaya Panchayat Resource Centre (NPRC)

6.75 For school practices to be transformed, teachers need to actively address the curricular and pedagogic challenges they face, work on the alternative methods and approaches that they may have been exposed to, and apply them in real situations (which are complex), after suitably fine-tuning and modifying these alternatives with all their

complexities. They need to make crucial professional decisions while doing this. This is a difficult process and they need constant support and reinforcement through an effective supervisory system or through a process of reflection and sharing with their peers.

6.76 The primary schools in UP, especially in the rural areas, have a very fragile academic support system. This was very clear from the evidences we gathered from the non-project district, Faizabad. The school hardly receives any professional resource assistance, neither is there a forum for self-help, in coping with the day-to-day academic, curricular as well as pedagogic, problems and challenges that they face. The only opportunity for this is the visit of the SDI or ABSA, which seldom happens more than once a year and remains administrative in nature. The teachers in the control district, thus, seemed cut off from the thinking related to school reforms. The gap that exists between DIET as the sole academic support structure in the district and the schools is extremely wide.

6.77 BEP has specifically sought to fill this gap through the establishment of a new academic support structure called Nyay Panchayat Resource Centre (NPRC) within accessible distance from every school, one in every Nyay Panchayat. Its establishment essentially stems out of the conviction that primary school teachers need ongoing professional support in negotiating with the challenges of work. This is especially so in the wake of the training programmes they are exposed to, which pose in front of them new challenges of curriculum transaction, classroom organisation and evaluation. Also, there is this challenge of having to address the ground reality: multi-grade situations, large class groups, and children with disadvantaged backgrounds. Teaching competencies focused in training situations will come alive only in the process of actually dealing with the ground situation. All these put together make it evident that unless there is a possibility of ongoing professional support to teachers and a regular arrangement for them to engage in collective reflection and sharing, the chances are that the project inputs in terms of new curricular materials and training programmes are most likely to evaporate without making much of an impact on the school functioning.

6.78 Primary Schools are by and large small institutions with teachers, too few in number to constitute a critical mass for collective reflection, sharing and mutual support and professional assistance. NPRC is supposed to provide a forum for teachers in a school cluster (defined here in terms of a Nyay Panchayat) to share their professional experiences, do collective reflections on problems and issues related to their professional practice, and work towards collaborative problem solving, action research and development of teaching-learning materials. The NPRC has peer resource persons in the form of a coordinator and an assistant coordinator who could be a source of continuing professional resource support to the practising teachers. NPRC is also mandated certain quasi-administrative and information management functions.

6.79 The number of schools and teachers under the jurisdiction of an NPRC, as well as the distance between the schools and the NPRC, varies across sample districts. Table presents a comparative picture of sample districts.

Table: The Catchment of an NPRC (Range)

	Nainital	*Saharanpur*	*Varanasi*
No. of Schools served by an NPRC (number)	10-20	12-14	5-10
No. of Teachers served (approx. number)	30-40	30-50	40-60
Distance between school and NPRC (appx Km.)	0-8	0-5	0-4

6.80 NPRCs across the project districts, in every Nyay Panchayat have an impressive physical presence. They have been built as part of the BEP initiative, according to a standard plan, incorporating a large hall and an enclosed verandah on one end. There is also a toilet attached to it. The building is constructed within the compound of an existing primary school, usually a centrally located one, within the Nyay Panchayat. The School in whose premises the new NPRC building is constructed, was mostly the *Kendriya Vidyalaya* which, prior to BEP, used to serve the function of a clearing house for the information (*dak*).

6.81 The NPRCs are equipped with many resource materials and facilities that could enable its becoming a resource centre. The sample NPRCs were equipped with the materials like charts, musical instruments, viz., tabla, harmonium, dholak, flute, manjira, RCCP (two-in one), science kit, camera (not in Varanasi), furniture, viz., chairs, tables, stools, darri, almirahs, utensils, petromax, clock, and so on. NPRC has also a small collection of books, meant for lending to teachers. If located in the jurisdiction, the NPRC also maintained a community library.

6.82 Coordinator of NPRC is mostly a senior teacher, and is drawn from among the Head Teachers. A 'senior' person has been kept for this position in order to ensure his/her acceptability among the teachers. However, there was a variation in the age-group and experiences across sample districts. A comparative picture of the backgrounds of the NPRC Coordinators in the three sample districts is presented in the following table.

Table: NPRC Co-ordinator's Background (Range)

	Nainital	*Saharanpur*	*Varanasi*
Age (years)	38 - 47	53 - 50	49 – 55
Experience (years)	9 – 22	20 – 30	17 – 22
Qualification	High school + BTC, Inter + BTC	High School + HTC, BA + Bed	Inter + HTC

6.83 There is a long list of responsibilities that the NPRC Coordinator is asssigned. This comprises, among other things, organising, conducting and documenting monthly meetings cum workshops of primary school teachers, visiting each school at least twice a month, observing school performance and introducing innovations, on-the-spot support to school teachers in teaching-learning situations, to assist primary schools in absorbing and utilising the training inputs, training VEC members, support non-formal education programmes, ensuring community participation in primary school management, information and data collection for BRC and ABSA/SDI, organising educational surveys, school mapping etc., to work on environment building activities and campaigns, situational and progress reporting to higher authorities, and protection and maintenance of NPRC building. Following Table presents some of the activities, other than

preparation of reports, of NPRC. It also give a rough idea about the relative proportion of time and effort that go into each activity.

Table: Activities of NPRC

Number per month unless otherwise specified

	Nainital	*Saharanpur*	Varanasi
Head Teachers Meeting	1	1	1
HTs assemble for dak	1	1	1
School Visit	3-6	5	4-5
Meeting at BRC	2	2	2
Training	VEC	VEC	VEC
Visits to SSK, SG	2-3	No schedule	No schedule
Any other	1.Com. Library 2.NGO links	--	--

6.84 In the monthly meetings involving primary schools, only the Head Teacher participates [5]. There is one day of the month when the formal meeting is scheduled, and a second day devoted entirely to exchange of information. These meetings are largely devoted to giving and taking of *dak* and *suchnayen*. According to many NPRC Coordinators, they also involve discussions on issues related to teaching-learning, enrolment, VEC related isssues and so on. The Minutes kept of some of these meetings are usually brief and not very informative about the substance of discussion. Many Head Teachers felt these discussions were useful, but usually very little time was spent on them. In almost all sample schools, there was no practice of Head Teacher sharing with the other teachers about what transpired in these meetings. Most teachers knew very little about what went on in these meetings, except about exchange of *dak*. Some of them said, they did not feel much interested in what might have transpired in them, since these did not concern teachers.

[5] What gets transpired in these meetings, as reported by the NPRC coordinators, are the following

1. Collecting month-wise info on student attendance,
1. Processing salary form no 9,
2. Discussion and cooridination related to the implementation of the mid-day meal scheme,
3. Coordination work relted to disbursement of social welfare scholarship,
4. Exchange of information about civil works,
5. Collection of information related to children's census (every september),
6. Collection of information about Savings Account for children (Jr HS),
7. Deliberations (sometimes, including auditing) related to disbursement and utilisation of school grant and teacher grant,
8. Discussion on issues related to VEC,
9. Collection of information related to book distribution,
10. Discussion about problems related to curriculum and teaching learning, e g , mathematics, difficult words, new pedagogy, MLL, multi-grade teaching, peer learning,
11. Model teaching (Sometimes)

6.85 Asked why these meetings are not for all teachers, most NPRC Coordinators said that would not be desirable considering the wastage of school time. However, in schools with two or three teachers, the absence of Head Teacher twice a month did affect school work, any way, as it further aggravated the already precarious teacher-pupil ratio. One suggestion that came up from several teachers was to keep the schools closed for those two days a month, and involve all teachers in these meetings.

6.86 NPRC Coordinators are mandated to visit the schools, SSKs (ECCE centre), SGs (AS centers) and other structures in the jurisdiction. The school visits, according to the NPRC Coordinators, are devoted to taking complaints, observing classroom teaching, giving suggestions, teaching model lessons, help teacher solve problems they face in their teaching, and so on.

6.87 The duties assigned to the Coordinators are too many and too varied, that they are not able to do full justice to these, as reported by most of them. One item on this list which gets somewhat affected by this workload is School Visit. The coordinators do complete the two mandatory visits to only those schools that are in the neighbourhood of the NPRC. The far-flung ones are not visited as regularly. There is a logbook of visits that is prescribed; but this is hardly ever maintained regularly. Some of them said that this practice (of maintaining a logbook) was new and they had not started it. Both teachers as well as the NPRC Coordinators perceive the school visits as "routine", and "not very different from the visits of the ABSA/SDI". Asked how they give "on-the-spot support" to teachers on teaching-learning situations, most of the NPRC Coordinators said they give some suggestion after observing some of the classes for a short while. They also try to assess children's learning by asking questions randomly. The practice of giving model lessons in the actual classroom does not seem to exist.

6.88 There is a monthly meeting at BRC that the NPRC Coordinators participate in. The ABSA/SDI plays an important role in it, in addition to the BRC Coordinator. The academic information related to training and school visits are coordinated with the BRC Coordinator and matters related to administrative and information collection funcitons are usually taken up with the ABSA/SDI.

Sustainability Issues (NPRC)

6.89 On the basis of what was observed in the three project districts, and in contrast to the state of isolation which the schools in the control district find themselves in, there remains very little doubts that the formation of the school cluster in the Nyay Panchayat with NPRC as its nucleus is the only way to enhance the probability of the training inputs making an impact on curricular and pedagogic practices in schools. Continuance and strengthening of NPRC as a structure is the best assurance for quality related inputs, especially those related to new curricular materials and teacher training, to take roots and sustain to make a dent in teaching-learning practices in schools. All the same, there are a few problems that need to be dealt with to ensure that NPRC discharges this crucial role.

Policy and Administrative measures

6.90 That the NPRC is set up in the gap left by the *Kendriya Vidyalaya* has created an identity crisis for the NPRC. It is generally perceived merely as a new incarnation of the *Kendriya Vidyalaya*. Teachers, Head Teachers and other officials, and even some of the NPRC Coordinators, perceive NPRC's functions as restricted predominantly to the administrative ones, mainly upward and downward transmission of the *dak and suchnayen* (information). This needs a change and like BRC, the NPRC also has to be seen as a link in the DIET-BRC chain. NPRC, in fact, would require to play a much more crucial role as the lowest and most accessible structure for providing technical support to teachers and VEC members.

6.91 Some of the NPRC Coordinators showed considerable enthusiasm for new curricular and pedagogic practices, and in many such cases, they said they were able to build a good rapport with the teachers in their Nyay Panchayat. The teachers, who acknowledged the support they were getting from the NPRC Coordinator, corroborated this. However, the majority of the NPRC Coordinators did not show this enthusiasm. There needs to be considerably extensive re-deployment of people in crucial positions of NPRC Coordinators, bringing in young, competent and enthusiastic teachers into these positions. If NPRC has to accomplish all these varied tasks it has been mandated, it has to have a very dynamic and enthusiastic leadership. Seniority, perhaps, may not be an appropriate criterion while recruiting NPRC Coordinators.

6.92 Currently, as reflected in the sample districts, the only use the NPRC Buildings are put to, are for the monthly meetings of Head Teachers, or occasional meetings or workshops for VEC members. In a few instances the building gets occasionally used for community functions or panchayat related activities. Only rarely the building is being allowed to be used as classrooms for the neighbouring primary school. There were also instances where the building was locked up and the neighbouring school was not being permitted to use it in spite of the school's shortage of space. There has to be clear directive to allow the building for the use of schools if here is shortage of space.

6.93 All teachers should congregate in NPRCs periodically, fortnightly or monthly, for reflective discussions, group work, sharing of experiences and so on. This time should not be used for dak or suchnayen. Schools may suspend teaching on such days. A small core group of teachers (say, four or five) may form a resource group and work with the NPRC Coordinator in structuring and conducting these meetings. NPRC needs to evolve as a resource centre for teachers. NPRC already has been equipped with some materials and kits. Currently these are hardly being used. Not only this should be put to use, this could be further strengthened, and schools may like to share a small part of their grants to equip NPRC for this. However, sustenance of this initiative should be through teachers' own collective efforts.

6.94 Some of the service measures suggested for BRC coordinators apply to NPRC coordinators as well. These relate to their being linked to DIETs, provision for earned leave and mobility facilities.

Capacity Building Measures

6.95 The commitment to modern pedagogy appears to be limited among the present set of coordinators. Some of them felt that the new pedagogic practices propagated through the training programmes would hardly work, given the difficulties of field situations, like multi-grade situations in some places or large class-groups in others. Their own acquaintance with the child-centred and activity-centred approach to teaching-learning was entirely on account of the training programme they have attended along with the other teachers and this is a major constraint. Lack of adequate training is more than apparent in the case of NPRC coordinators.

6.96 For the NPRC Coordinator to be able to do all the complex job (s)he has been assigned, (s)he needs to be given a very intense capacity building input, covering not only the various aspects of curricular and pedagogic issues related to primary education, but also inputs aimed at developing skills related to classroom observation, supervision, teacher training techniques, participatory management practices, community linkages and so on. They should also be thoroughly oriented to develop the capacity to respond to different types of needs emanating from the teachers or VEC members. It may be mentioned that perhaps nothing new is being suggested as the specified job chart of the coordinators outline all these aspects. What is important is to enable them to function in the envisaged manner. The training design and the follow-up system assume special significance in this context. The NPRC coordinators monthly meeting at BRC should be revitalised to provide them an opportunity to share and grow.

Action Plan for 1999-2000

6.97 To ensure that NPRC continues to discharge its crucial academic support role to the school, the following inputs need to be made in the final year of the UPBEP:

⇒ Redefine the role of NPRC attaching greater importance to its academic support role to teachers and VECs.

⇒ Refocus the scope of monthly meetings in NPRC, involve participation of all teachers, instead of merely Head Teachers, and introduce more academic substance to these meetings.

⇒ Expose the NPRC Coordinators to an intense training package on new curricular and pedagogic practices in primary schools, with special inputs on teacher development approaches and techniques. Also include aspects decentralised system of educational management and role of local bodies.

Teacher Training

6.98 The aspects of teacher training and support have been discussed at some length while discussing the structures but certain untouched elements about the training are being discussed here. In-service teacher training under the BEP has been visualised as several annual cycles. The particulars of the various cycles of in-service teacher training under BEP are presented in the Table.

Table: Cycles of In-Service Teacher Training

Cycle No.	Year	Particulars	Developed by
1	1994-95	Foundation Course:	SIE with the active assistance of NCERT
2	1995-96	MLL-Based Language Teaching	SIE
3	1996-97	Language teaching based on supplementary readers, *Indradhanush*	SIE
4.	1997-98	Teaching of Mathematics in Primary Classes	SIE

6.99 In 1994-95,the Foundation Course was developed. The Foundation Course package focused on effective teaching in classes I and II, and on principles of active and participative learning. While addressing Active Learning, the package talked of negotiation of objectives, demonstration, practice and feedback, continuous evaluation and support and school readiness. The core team comprising SIE faculty, selected DIET faculty, and faculty of the Central Pedagogic Institute were exposed to a 25 days' training at NCERT. The training strategy followed a cascade model of transmission. The core team conducted a 21 days' training for Master Trainers comprising 3-4 selected faculty members from the DIETs of the BEP districts. The Master Trainers, in turn, conducted a 18 days' training at DIETs for Resource Persons selected at the Block level. The Resource Persons were mostly experienced (including those who have retired) functionaries of the system, in addition to the Coordinators and Assistant Coordinators of BRCs. At the BRC level, these Resource Persons acted as Trainers and conducted several rounds of training for teachers. Each teacher got six days' exposure, followed by one day follow-up each month for twelve months.

6.100 The second cycle in 1995-96 was on MLL based Language Teaching. It also emphasised Cooperative Teaching and Active Learning principles and their applications. This package stressed on sentence approach to teaching language in lieu of word approach, and on expression. It meant to expose teachers to pedagogic alternatives available for listening, speaking, writing and reading. The training strategy was almost the same as in the first cycle, except that here, the Master Trainers' and the Resource Persons' training were for 10 days each, and the BRC-based training rounds of teachers were for six days.

6.101 *Indradhanush* was a supplementary reading material that was developed essentially to create among primary school children an interest in reading and competence to read. The third cycle of training of 1996-97 was to orient the teachers as to how to incorporate these readers in their language teaching. The transaction of this cycle was again through a cascade approach, with ten days' training each of Master Trainers at SIE, and Resource Persons at DIET, and six days' training at BRC for teachers.

6.102 Acknowledging an oft-felt deficiency among primary school teachers in basic mathematics competencies, also due to the fact that many of them may have taken up options other than mathematics at the senior secondary level, a training package on mathematics teaching was developed by SIE in 1997-98. The package aimed at brushing up math skills among teachers, in addition to exposing them to new alternatives in math pedagogy. The package emphasised child learning from child and child learning from TLMs, and teacher performing a key facilitative role. The training strategy entailed ten days of training in SIE for Key Resource Persons, eight days of training for Resource Persons in DIETs, and six days of training at BRC for a teacher.

1.103 In 1998-99, SISE developed a training package in Teaching of Mathematics for Junior High School Teachers. They have also begun work on development of a training package on Teaching of Science for Junior High School Teachers. The training for mathematics was developed based on need, as this was considered to be a difficult aspect, especially because there was a change in the class sixth textbook in recent past. However, it may be pointed out that the project did not intervene in the area teacher-training for upper primary schools as intensively as was the case for primary teachers. A lot, thus, remains to be done in this area.

Table: Number of teachers trained under BEP till February 1999

Schools/Sections	Round	Number of teachers
Primary school	First round	42,000
	Second	42,872
	Third	40,779
	Fourth	39,634(ongoing)
Upper primary school	Mathematics	2894

6.104 It can be seen that large numbers of teachers were trained every year. This is a major achievement in comparison to the pre-project situation when there was hardly any system of regular in-service teacher training. The practice has created positive impact though somewhat limited in its reflections in the classroom. The system certainly needs to be continued and efforts need to be made to further improve the quality of the training.

6.105 It has been mentioned earlier that the modules were not flexible enough to allow any modifications and monitoring of the training has been weak. Any further training programme for teachers or other functionaries in the district should be based on a need assessment and designed by DIET and BRCs together, and SCERT system should play a facilitative role. However, more than anything else, transaction at the block level is considered to be a concern. The SIE faculty expressed a healthy scepticism, which appears to be somewhat true, about the effectiveness of cascade approach adopted in the training strategy. The field experiences corroborated that it was indeed difficult to get sufficient number of Resource Persons at the Block level who were competent in primary school pedagogy, and at the same time possessing training skills.

6.106 The limitations faced in getting suitable resource persons at the block affected the transaction at the level where teachers had to be trained. This affected the quality of training and many of the exercises and activities suggested in the module in detail are

rarely practiced in the training at BRCs. It was felt that most of the activities are also discussed in the lecture mode and exercises are usually limited to preparation of charts. Although every item of training experience designed and fitted into the package is given a place in these sessions, the whole spirit underlying the new pedagogic and curricular approaches was perhaps missed. This may have been partly due to lack of conviction in these among the trainers, and partly also due to their own lack of experience, and consequently competence, in handling such pedagogic approaches. Moreover, the trainers being very senior (albeit, retired) officials of the system, the trainees are very often quite passive and unquestioning. The fact that these resource persons are associated for the training period without any system of sharing, feedback and reflection, added to the problem, as they seldom get a chance to learn and rectify.

Sustainability issues

6.107 The practice of annual training of all teachers at least for a week's period must be continued in the post-project period. The measures suggested under the heads of DIET, BRC and NPRC would directly impact the management and quality of training programmes. The unit cost aspect of training programmes is being discussed in the chapter on financial implications. As such any specific suggestions are not being made here except that upper primary aspect should get special attention.

Teaching-Learning Materials (TLM)

Curriculum and Learning Materials

6.108 In recent past some of the activities to revise the curriculum and textbooks on the base of MLL has been undertaken by SCERT and its constituent institutions, SIE and Vigyan Sansthan. BEP has been a catalytic force behind some of these activities. In most classrooms visited, textbooks were found to be the major curricular instrument that the teachers and learners use. They are used in a variety of ways, depending on the context and the subject taught. It was strongly felt that the MLL-orientation of the textbooks needed to be reflected in the flexibility of curricular transaction, which the textbooks in their present form did not quite allow. The transaction is rather linear, which is what the teachers think, mistakenly perhaps, that the textbooks demand.

6.109 Under the DPEP, the SPO has launched a major exercise of developing textbooks in participatory mode with support of teachers and DIET faculties. These books should be made available to all the districts, as there was general dissatisfaction with the present set of textbooks. The DIET faculties can undertake the task of orienting the teachers to the use of new textbooks with support system of inter-DIET sharing in the BEP districts during the post-project period.

6.110 The State does not have a provision of distributing textbooks free; learners are required to purchase them. There is, therefore, a need to control the price of textbooks, without seriously jeopardising the quality. The system of printing and distribution of

textbooks is now systematised, with the Government specifying and monitoring paper quality and price of books.

6.111 One remarkable accomplishment of the project has been development of a series of five supplementary readers for five primary classes in Hindi called "Indra Dhanush". The development of these has been a highly participative exercise involving teachers, writers, artists and so on. These books are well presented and there has also been attempt to bring in experiences pertaining to the various regions and cultural groups of the state into this series. Teachers have received a training package on the use of these books. Multiple copies of these are supplied to all project schools and NPRCs. The expectation has been that these will constitute the school library, and these books will motivate independent reading among learners, a devise very useful for independent study, especially in multi-grade situations. The evidences from the field revealed that there is a wide variation in the use of these books in the schools. While some schools did make use of these books by lending them to the learners, some others made very little use of these. It depended a great deal on the enthusiasm of the head teacher.

6.112 It can be perhaps said that the participatory process of development initiated by Indradhanush has already been adopted by the state institutions, as reflected in many of the subsequent exercises undertaken. This needs to be further strengthened by entrusting DIETs and inter-DIET groups more such responsibilities.

TLM Grant to Teachers

6.113 Initially there was no provision for TLM grant in the project. Subsequently, at the time of BEP-II, it was felt important to include the provision on the basis of positive evidences elsewhere in the country. A wide range of situations was witnessed during the field visits with regard to the manner in which teacher grant was utilised. There were some instances where the grants were utilised imaginatively for developing teaching-learning materials. In one such case, it was partly because of the NPRC Coordinator who took some interest.

6.114 In most cases, the amount is not being used effectively and imaginatively. In one of the sample schools in Saharanpur, all four teachers had purchased the same items. Resultantly, the school had four common balances (scales), four battery torches and so on. The teachers are told to buy materials that are of "permanent" nature, which the teacher concerned can take along when (s)he is transferred out of the school. In many cases they buy the items specified in the "list" without any clue as to what are these meant for. One of the teachers in Varanasi said that she failed to understand the significance of buying "clay". This list generally emerges from DIET or BRC. The fear of frequent checking by NPRC and BRC coordinators and ABSA has also been one of the reasons why teachers are scared of using the grant imaginatively. The teachers need to be feel more confident about the about TLM grant and the rules regarding their "consumable" nature. They also need to be exposed to the range of activities possible towards the development and use of TLM.

Sustainability Issues

6.115 One of the most critical processes initiated by the project that needs sustenance and further support is the involvement of teachers and others from the field in the activities like development of supplementary materials and action research. The practice is being further strengthened by DPEP but also needs to be institutionalised in the mainstream system. Module development for different training programmes is one of the areas where the practice has not been used. The prime institutions of the state, SCERT and SIEMAT, need to adopt the practice in the real sense of the term and it should not remain only notional.

6.116 The practice of TLM grant is essentially linked to teachers' empowerment as well as classroom practices. This has implications for both the management and use of the grant. The teachers as well as BRC and NPRC functionaries need orientation for the very concept of TLM development and use. They need to be exposed to a variety of ideas and possibilities including those that do not cost much, i.e., locally available wastes, leaves, etc., ones that need to be made with support of materials like chart paper, dice, etc. and those that can be bought directly from the market. The emphasis should be on development of creativity and not coming up with standardised product that cannot be used in the classroom.

6.117 The practice of providing TLM grant should be continued in the post project period, as this not only provides for TLM but also gives a sense of empowerment. But at the same time, some accountability towards its appropriate use also needs to be built. This, however, should not be in the shape of frequent checkings by officials. Two ways of ensuring accountability are being suggested here. One, all the teachers in a school should act as a group in deciding as to use of the grant. This would also ensure some sort of accountability towards the peer group. Two, it should be routed through VEC in the similar as the School Development grant. This will build an accountability towards community.

6.118 Although it is expected that once the teachers in a Nyay Panchayat start acting as a collective, and plan curricular and pedagogic strategies in group, TLM grant will naturally gel with these efforts and will be utilised much more meaningfully, the provision of Rs.500 for every teacher every year seems to be on the higher side even by their own perception. The amount, therefore should be reduced to Rs.150 per teacher every year.

Action Plan for 1999-2000

6.119 The activities that could be undertaken during this year are as below:

⇒ State and regional (few districts put together) workshops on participatory techniques of material and module development involving personnel from SCERT, SIEMAT and DIETS.

⇒ The last year of teacher training, if possible and compatible with their plan, should focus on three major aspects, multi-grade teaching, teaching in large classes and use of TLM in such situations.

⇒ Inclusion of the TLM aspects in the training of BRC, NPRC coordinators suggested earlier.

⇒ Disbursement of TLM grant through VEC should start this year itself so that the process takes root during the project.

VII. TEACHERS AND PHYSICAL INFRASTRUCTURE

7.1 The UPBEP contributed heavily towards improvement of infrastructure, human as well as physical, in the elementary education sector of the project districts. The requirement for space and teachers are the most basic needs of creating schooling facilities. The project realised this and provided adequately for the same. These are the most tangible investments and occupy more than three-fourths of the project investment.

Provision for Teachers

7.2 The project has created large number of teachers' posts in all the districts for both primary and upper-primary schools. The posts in the primary sections are based on the teacher-pupil ratio of 1:40 for the existing schools and two teachers for each of the new primary school. The posts in the upper primary sections have been mainly for the new schools opened under the project.

7.3 In all the posts of teachers created so far are as below:
Teachers' posts in Primary schools

Head teachers	:	6244
Assistant teacher	:	12728
Total	:	18972

Teachers' posts in Upper primary schools

Head teachers	:	1771
Assistant teachers	:	7084
Total	:	8855

7.4 The total number of posts created for teachers, therefore is as high as 27,827. This year the project has asked the state government to create additional 4291 posts of teachers in these districts under BEP-II. This will increase the total to 32,118. This obviously had a positive impact on the teacher-pupil ratio in these districts where this has remained more favorable in comparison with other districts.

7.5 No other externally funded project in the elementary education sector has supported creation of these many regular posts of teachers in the schools. The government of Uttar Pradesh has created these posts with a commitment to take over the liabilities at the end of the project. The liabilities will be mainly in the form of salaries, as the training and other related inputs will apply to all teachers and not only to those employed through the project. The annual recurrent liabilities will be huge and the chapter on financial implications will discuss these.

Provision for Physical Infrastructure for schools

7.6 The project has contributed to physical infrastructure in the schools mainly in the form of constructing school buildings, classrooms, toilets and drinking water facilities. In addition, certain provisions have been made as school opening grant for furniture and equipment to the new primary and upper primary schools that were opened under the project. A regular school development grant has also been provided for small activities such as whitewashing or minor repairs. These activities would be discussed under the present section.

Construction

7.7 The following table shows the details of construction activities undertaken by the project so far under both the phases of the project. As many as 1994 building for upper primary schools and 5096 buildings for primary schools have either been built or are under construction. 6650 additional classrooms have already been constructed and 3612 are under progress. An additional number of 4291 classrooms are proposed to be buit in the year 1999-2000.

Table : Construction of school infrastructure

Activities	Target	Complete	Under progress
Primary school building			
1. BEP-I	4508	4344	164
2. BEP-II	587	340	247
Upper-primary school building			
1.BEP-I	1687	1618	69
2.BEP-II	307	123	184
Additional classrooms			
1.BEP-I	3429	3374	55
2.BEP-II	6833	3276	3557
3.BEP-II (proposed)	4291		
Toilets (BEP-I)	10242	10201	41
Drinking water(BEP-I)	5299	4638	661

7.8 These buildings and other investments have a maintenance implication for the state government. This is important because huge investments will have a longer life if these are maintained well. The state must ensure that adequate funds are available for maintenance. The management of maintenance could be handed over to VECs. This amount should preferably be provided in the shape of continuing the practice of providing an annual school development grant started by the project.

School Development Fund

7.9 A school development grant of Rs.2200.00 to every primary school and Rs.4000.00 to every upper primary school is given to schools every year. The grant is given in one installment to the district for all schools which is deposited by DPO into the joint account of the Principal and the Gram Pradhan. The grant is meant for the following purposes:

1. Beautification of school premises.
2. Necessary maintenance of school building and maintenance.
3. Purchase of material like tables, chairs, etc. for the schools.
4. Storage utensils for drinking water.
5. Painting of blackboards.
6. Health checkup of students.

7.10 It was consistently observed that the grant has improved the arrangement for sitting through purchase of Tat Patti. Also the white wash and other small beautification of schools has become regular. There is a general positive feedback about the use and utility of the provision. It is felt that the provision has meant a face-lift for schools in these districts and that it is transferred through VEC makes it more meaningful. The provision needs to be continued in the post-project period in slightly revised form. Provision should be made for smaller amount of Rs.2000.00 and Rs.3000 annually for every primary and upper primary school respectively. The amount could be spent on anything directly linked with school development, viz., furniture, repair, purchase of some small equipment, etc. This would also help in maintenance of furniture and library books provided by the project. No separate provision for building maintenance should be made unless certain specific repair requirement comes up. VECs should manage the fund and they should be encouraged to contribute to school maintenance and upgradation in some form, viz., labour or material. The VEC in consultation with the community should have the power to decide how to spend this amount.

7.11 In order to make the management of school and TLM grant more transparent, an annual exercise of sharing the accounts with the larger community could be started. This could be linked to any occasion like Independence Day or so when teachers share the activities undertaken with these amounts.

VIII. OTHER PROJECT INTERVENTIONS

8.1 The project also made several interventions other than those that have been already discussed viz: the Shishu Shiksha scheme or strengthening of ECCE centres, opening of Shikshaghars or Alternative Schooling Centres, support to Mahila Samakhya (the women empowerment programme) and a few pilot projects like community libraries and special NFE scheme for girls, etc. These are not associated directly with the formal elementary education sector but impact the same in significant manner. This chapter discusses these interventions and their sustainability aspects.

Shishu Shiksha Kendras (SSKs)

8.2 Considering the linkages between the early childhood education with the primary schooling both for its positive impact on quality because of pre-school concepts and on retention by relieving the girls from the task of sibling care, the project intervened to strengthen the already existing ICDS supported Anganwadi centres. Selected (1200 in 12 districts) centres in the districts were identified for providing the identified inputs. The major inputs given by the project include the following:

1. Extension of timing of Anganwadi centres to coincide with the timings of primary schools. Provision of additional honorarium to Anganwadi workers (AWW) and helpers to compensate for the extended working hours. The additional amount paid to is Rs.150 and Rs.75 per month for AWW and helper respectively. In some cases, the centres were relocated to the or near the primary school.
2. Provision of supplementary training to ICDS personnel (supervisor, worker and helper) using a two-level cascade training design.
3. Provision of play materials for children in the centres.
4. Provision of a non-recurring allocation of Rs.5000.00 for Almirah,etc. and an annual recurring amount of rs.1000.00 to each centre.
5. Strengthening of the monitoring aspect with respect to the early childhood education component of these centers. An active role was envisaged for VEC and primary school Head teacher.

8.3 The programme has created certain positive impact, as reflected in the different studies as well as in the evaluation that was undertaken recently by the NCERT. The evaluation has clearly documented that the play materials supplied for children were being effectively used creating the desirable impact. On the other hand, the use of materials prepared by the workers themselves on the basis of training received was not found to be so effective. The activities at these centres were not very well planned and hence the workers, at times, found it difficult to keep children engaged for the long duration. The shifting of the centres to or near the primary school also created mixed impact. The move proved to be positive in establishing linkage with the primary school teachers but in several cases it meant less attendance because the school happened to be far from the locality. The small children cannot commute long distances. In some cases it also led to some managerial problems.

8.4 According to the Evaluation report, the merit of conducting well planned readiness activities leading to better preparedness for primary schooling was demonstrated by the centres in those districts where NGOs were running the centres under the project. Such evidences were available in other centres (non-NGO) as well during the field visits made for the current plan preparation. The primary school teachers accepted that children coming from these centres are better prepared in terms of their understanding and also in their adjustment capacity.

Sustainability Issues

8.5 The project has demonstrated the impact of some of the practices in the pre-schooling component. The ICDS system should consider adoption of some of the good practices that have been found to be useful. The programme was operational in selected blocks and some of the components can be made universal to all the ICDS centres. One such example is the provision of play materials for children. However, it is for the concerned department to take the responsibility. The project can take initiative and share the experiences on a wider scale as part of its transition plan.

8.6 In addition, VEC's could be oriented regarding the linkage between pre-schooling and primary schooling, and could be motivated to take the required initiatives. The teachers could also be involved and without any extra cost or financial implication, some coordination could be built. The education department and ICDS could jointly work out such possibilities.

8.7 The project is providing additional *honoraria* for additional timings to the instructors and helpers of 1200 ICDS centres across 12 districts. The project is also fully supporting 50 ECCE centres in Sitapur district. The education department may coordinate with ICDS to request them to take over these responsibilities in the post-project period. The respective DPOs could also have community contact programmes to assess the potential for partial sharing of financial burden by the community. This would also make it clear whether the community is interested in extended timings or not.

Action Plan for 1999-2000

8.8 The following actions could be considered for the last year of the project:

⇒ A state level sharing workshop with participants from the field as well as the Education department and ICDS high level officials to share the experiences, identify the critical factors and future strategy.

⇒ Community contact programmes where SSKs are operational to share and discuss the implications of the closing down continuation of the project.

Shiksha Ghars or Alternative Schooling Centres (AS)

8.9 The project supported opening of around 500 Alternative Schooling Centres, called Shiksha Ghars, for children who had dropped out of the formal system for some reasons. The centres were opened on a selective basis, around 20 centres each in two to

three identified blocks in every district. The blocks were identified mainly on the basis of high drop-out rates. The scheme can be seen as a modified NFE scheme where the similar approach of a two-year course with four semesters was followed with focus on provision for improved curriculum and textbooks, more intensive training and provision for more and better set of materials for learners at the centres. The idea was the same as in centrally sponsored NFE scheme to help the learners join the mainstream system once they completes their course in these centres. A phasing-out of these centres was also planned to coincide with the end of the project period.

8.10 The scheme has succeeded in some of its objectives, as indicated by the field experiences as well as the evaluation that was carried out in July 1998. These centres were better equipped that NFE centres in terms of availability of tatpattis, boxes, blackboard, registers, etc. The learners in these centres received copies, pencil, rubber, etc. on time and did not face the scarcity. The materials developed for these centres, Gyansudha – a set of four books, was generally considered an improvement over the one that is available for NFE, Gyandeep in terms of content and presentation. The instructors were provided almost 30 days training in a year's time as against 10 days in NFE scheme. The DIET faculties who were involved in both types of training felt that the former was better conceived and planned. There are evidences of a fair percentage of the passing out children joining the formal schools in some of the districts.

Sustainability Issues

8.11 Some of the centres that were started in the initial phase have already been closed down and the rest would also be closed as per the phasing out plan. There doe not seem to be much merit in continuing with the scheme and the phasing out plan should be followed as proposed. However, it is important to share the plan with community in the area so that they are informed about the fact. Community contact and mobilisation programmes should be held where community could be convinced to send their children to the nearby formal schools. In many of the areas where AS centres are running, new formal schools have already been opened.

8.12 The set of materials and the training module developed for these centre could be adopted by the state government for the NFE centres. The SCERT, which is the resource agency for development of these materials, could be consulted for review and suggestion to the state government in this regard. Some of the good practices regarding monitoring could also be identified and integrated in the NFE system.

Action Plan for 1999-2000

8.13 Following actions are suggested for the project during 1999-2000:

⇒ Organising a state level workshop with support of SCERT and participation of DIET faculties in these districts to discuss and identify the elements of Shksh Ghar scheme that could be integrated with the NFE scheme.

⇒ Organinsing community contact programmes in places where these centres are running.

Mahila Samakhya Programme (MS)

8.14 The MS programme that had been operational in four districts of the state – Tehri, Banda, Saharanpur and Varanasi with support of Government of India was extended to six more districts of Allahabad, pauri, Sitapur, Etawah, Gorakhpur and Nainital in a phased manner with UPBEP support. MS is a women empowerment programme that emphasises process oriented origin and growth. The focus is on making women informed and conscious of their rights and potential, and strategies include formation and training of women collectives; interface with education, health and legal aspects; opening of *Bal Kendras, Kishori Sanghas, Mahila Shikshan Kendras*, etc.

8.15 Apart from the fact that the MS itself directly intervened in the area of education in several forms, it also contributed directly to some of the BEP activities. These included large scale campaign for girls education, organisation of *jaththas* on a regular basis and mobilisation towards parent teacher's association and better mother-teacher interaction. Wherever MS is operational, it is mandatory to include two women from MS sanghas in the VEC. It has been discussed earlier that these VECs have a different character and unlike other places, women representatives here are not silent partners. In fact, they have helped in making these VEC's one of the most active ones by providing a participatory and assertive framework.

Sustainability issues

8.16 There is no doubt that the programme needs to be continued beyond the BEP project period. This is a programme that has the potential to be catalyst in some deep-rooted change in the society and must not be stopped in between. It may not be possible for DPEP to take over the liabilities, as the districts where the programme is operational are different. In that case, the state government should explore other possibilities with the central government including the external funding through some other sources. The process of identifying the alternative and negotiating with the same has started and the central government has given some positive indications regarding possibilities of integration with the centrally sponsored MS programme. Since it is not a cost-intensive programme, the financial liabilities would be limited and the state government must be ready to bear the same in case of need in view of its effectiveness.

Pilot projects

8.17 The major pilot projects initiated by BEP included community libraries in selected areas and upper-primary work-experience centres for girls. The latter had limited impact ant the project does not view this as an immportant intervention to be sustained. The community libraries have generated interest in the respective areas and need to be continued. The VEC's are currently actively managing these and in future these could be entirely handed over to GP/VEC in view of recent transfer of power to that level. The department can provide occasional support on case to case basis.

IX. FINANCIAL IMPLICATIONS FOR THE POST-PROJECT PERIOD

9.1 This chapter attempts to assess the financial implications of the suggestions made earlier in the report for the post-project period. Firstly, it identifies the interventions that need financial support in the post project period and works out the norm for annual requirement based on established unit costs or the past expenditure trends. In some cases, alternative norms have also been discussed. Following this the total annual liabilities have been assessed and matched against the major trends in state finances for education.

Interventions and their Annual Liabilities

9.2 It may be mentioned at the outset that the unit costs for various activities have been taken on the basis of ongoing trends and prevailing prices and inflationary factors have not been taken into account.

Teachers Salaries

9.3 Considering the large number of teachers that the project has appointed, there can be no doubt that the head of teachers' salaries is going to be the largest in the list of UPBEP liabilities. The unit cost for teachers' salaries has been based on the revised salary scale and the likely average expected in 2000-20001 has been taken. This works out to be Rs.5000.00 for the assistant teacher in primary school, Rs.5500.00 for the Head teacher in primary school and also for the assistant teacher in upper-primary school, and Rs.6000.00 for the head teacher in the upper-primary school. The GOUP has decided to hire local para teachers against all new post including those being supported by the project. The intermediate pass local youth would be selected through GP and paid a monthly honorarium of Rs.1450.00. The total annual liabilities on this head, thus, can be seen as below:

Table: Likely Annual Expenditure on Teachers salaries

HEAD	Number	Unit Cost (Rs)	Total Rs.million
Primary Head teacher	6244	5500 per month	412.104
Primary Asst. teacher(posted)	12728	5000 per month	763.680
Prim. Asst.teacher(proposed)	4291	1450 per month	74.663
Upper-Primary Head teacher	1771	6000 per month	127.512
Upper-Primary Asst. teacher	7084	5500 per month	467.544
TOTAL	32118		1845.473

School Development Maintenance Fund

9.4 The project has invested heavily in school and other infrastructure in terms of construction, equipment, furniture, books & library, and vehicles. Schools have got a fair share of all these investments except vehicles. There are currently 19268 primary schools and 5769 upper-primary schools in these twelve project districts. As suggested earlier, if all the primary and upper-primary schools are given an annual grant of Rs.2000 and 3000 respectively, the total annual liability would be Rs.38.54 million and 17.31 million for primary and upper-primary schools respectively. This amounts to a total of 55.85 million rupees. This is about two percent of the investments made on physical infrastructure by

the project and covers all the schools in the districts rather than only those that have been constructed by the project. The state government should be in a position to take up this small liability.

NPRC Liabilities

9.5 The NPRC is seen as a very critical structure at the lowest level. The institution is expected to provide support and leadership to teachers as well as VEC members. The regular activities would include organising monthly or fortnightly meetings of teachers and undertaking school visits. Apart from allocations for these activities, it is important that the structure has some money at its disposal to arrange certain need based events such as a combined meet of teachers and VEC members. The expenditure at NPRC, therefore, would include salary, maintenance, travel and contingency. The expenditure trend suggests an annual expenditure of around Rs.2000 on an average basis in each sample NPRC. This included expenditure on meetings, travel and maintenance of building and other materials. The expenditure is likely to go up if NPRCs are made more active as is being suggested in this plan. Hence, an amount of Rs.2500.00 per year is being suggested for each NPRC during the post project period.

9.6 This average could be made actually distributed on the basis of number of schools, teachers or VEC's being covered by the NPRC. However, for the purpose of estimation it is easier to take the average only. The average salary of an NPRC coordinator was about 5000 rupees per month. Since this has to be equivalent to the Head teacher for the primary school, the same unit cost of Rs.5500 per month is being used for this purpose also. The annual expenditure on salary in one NPRC would add up to 66,000 rupees. The total expenditure, therefore, on an NPRC would be 68,500 rupees during the post project period. There are a total of 1768 NPRC's in the twelve project districts and the total expenditure would amount to about Rs.121.108 million.

BRC Liabilities

9.7 Other than teacher training, which would be discussed separately, the liabilities at the BRC include salaries of the Coordinator and assistant coordinator, maintenance expenditure, travel allowances or any alternative provision for the purpose and some contingency for organisation of academic activities like NPRC coordinators meeting, VEC members sharing workshop, etc.

9.8 The analysis of the BRC expenditure in some of the sample blocks[6] suggested that the annual average expenditure on items other than teacher training and salaries varied between Rs.10,000 to 14,000 in the sample BRC's during the last three years. These included three items of travel, contingency and maintenance. Since the sample BRCs present a fairly good geographical distribution also, which matters in the travel expenses, the trend can be taken as representative. The expenditure on travel was relatively higher

[6] The practice of maintaining accounts varies from BRC to BRC. Some BRCs maintain detailed record of all the expenditure including those for NPRCs and schools and the expenditure for the same heads at different levels are clubbed, some others club the expenditure on the school situated in the BRC campus to that of BRCs, some other keep the BRC account separate. This made it difficult to present some of the trends in tabular format. The trends were, however, captured after discussing with the BRC coordinators

in a topographically difficult block like Betalghat in Nainital district. On the basis of this trend and the role envisaged for BRCs in the post-project period, an annual grant of Rs.18,000 per BRC is being suggested. This would also include expenditure on activities like VEC training and any other need based small workshop, say, on TLM. It may be mentioned that the average allocation for the purpose is higher currently and the actual expenditure rather than the allocation are being taken as the base so that over-estimation could be avoided.

9.9 The average expenditure on salaries per BRC in these districts was Rs.11.88 thousand per month or Rs.0.143 million per annum during 1997-98. This covers both coordinator and assistant coordinator. One additional post of assistant coordinator is being suggested to help ABSA with the data compilation and reporting work. Taking that into account, a total of Rs.17,000 per month for each BRC is being suggested as annual expenditure on salary. The adds up to an annual expenditure of Rs.204000.00. This means total annual expenditure for a BRC, other than teacher training, would be around 2,22,000 rupees. For a total of 176 BRCs in UPBEP this means an annual liability of Rs.39.072 million.

DIET Liabilities

9.10 The UPBEP has been supporting a number of academic activities in the DIETs in these districts. A perusal of the DIET activities in BEP districts makes it clear that the size of non-BEP funded activities has been very small. Very few trainings of NFE instructors and that of Science and Mathematics teachers were carried out with support of non-BEP funds in some of the BEP DIETs. In order to assess the future requirements in the wake of additional activities emanating from this plan, it is important to examine the expenditure pattern of the project funds in the past.

9.11 A comparative analysis of the financial accounts for BEP in these DIETs for the financial year 1997-98 has been presented in the following Table. It can be seen that the rate of expenditure in comparison to the total funds available has been low in all three DIETs. Varanasi DIET spent only 42.79 percent of the total funds that included the budget for the particular year and the savings from the last year's allocation. This expenditure was 45.51 percent of the same year's budget without taking the previous year's savings into account. Nainital presents a peculiar picture where the savings from the previous year was so high that even a relatively higher expenditure meant a lower expenditure ratio of 29.48 percent. This percentage goes up to 30.15 if the construction allocation is not taken into account and further to 65 percent if only that year's allocation is considered. Saharanpur's performance, measured in terms of expenditure against allocated budget, is better in 1997-98, as it spent more than 90 percent of that year's budget but a huge savings from the previous year meant only 43.35 percent expenditure out of total available funds. It is interesting to note that both in cases of Nainital and Saharanpur, the annual expenditure was lower than the savings available from the previous year's budget. They could have perhaps managed without any new allocation. The size of the fresh budget allocation for all three districts was almost the same and did not seem to have taken any note of the likely savings.

Table : A comparative picture of three DIETS in UPBEP Districts

Rupees

	VARANASI				NAINITAL				SAHARANPUR			
Item	Last Year Balance	Budget – 1997-98	Total	Expenditure	Last Year Balance	Budget – 1997-98	Total	Expenditure	Last Year Balance	Budget - 1997-98	Total	Expenditure
Construction	0	0	0	0	38400	0	38400					
Teaching Learning Materials	0	0	0	0	0		0		0	13300	13300	12650
Goods/Furniture	0	0	0	0	36786	20000	56786	19795	-1326	20000	18674	19798
Equipment	1721	40000	41721	23193	111476	20000	131476	20000	198192	20000	218192	205726
Books	33185	50000	83185	0	120	50000	50120	315	180	50000	50180	912
Printing	167	200000	200167	652	117990	200000	317990	166659	150000	200000	350000	25170
Honorarium	4600	25000	29600	24900	35000	25000	60000	6100	35000	25000	60000	0
Contingency	145	100000	100145	92168	46263	100000	146263	81872	38880	100000	138880	138850
Travelling Allowance	2915	75000	77915	13672	121833	100000	221833	31032	101431	75000	176431	31201
Maintenance	47	50000	50047	19968	6616	50000	56616	48832	179384	50000	229384	94316
Seminar Workshops	6466	125000	131466	100814	80861	100000	180861	66625	93582	100000	193582	97151
Vehicle Mainte & POL	0	60000	60000	29789	11372	60000	71372	38297	35571	60000	95571	65368
Miscellenous	0	50000	50000	47580	0	50000	50000	25355	0	50000	50000	0
Total	49246	775000	824246	352726	937717	775000	1712717	504882	832220	763300	1594194	691142

9.12 A comparison with A DIET in the non-UPBEP district would be able to tell us more about the magnitude of the BEP contribution. Following Table reveals the size and distribution of expenditure of non-BEP funds in Varanasi and that total expenditure in Faizabad, a non-project district. The total size of the expenditure was about 2.7 million of rupees in Faizabad and 2.97 million in Varanasi, making it explicit that these are comparable, and the project funds are over and above these. The training funds are over and above these in both the cases.

Table : Expenditure Pattern in Non-UPBEP funds(1997-98)

Rs (approximately)

S.No.	Activities	Expenditure (Varanasi)	Expenditure (Faizabad)
1	Salary	960568	1110069
2	DearnessAllowance	1546811	1099271
3	Travel Allowance		13000
4	Local Travel		22000
5	Other Allowance	131553	64195
6	Office expenses	10000	50000
7	Electricity	7015	100000
8	Telephone	24665	8000
9	Printing	10000	10000
10	Interim grant	207371	156636
11	Others	70000	70000
12	Total	2967983	2703171

9.12 It is, therefore, clear that additional amount in the range of 0.3 to 0.7 million rupees (based on sample district anlysis) are being spent by the project DIETs. It is important to maintain this provision, at least partially, in view of the role being envisaged for DIETs in the post-project period. An average amount of half a million (Rs.5 lacs) every year to each of these DIETs is being suggested here, which could later be linked to actual activities planned and size of operations

SIEMAT liabilities

9.13 SIEMAT being a creation of BEP and an institution of critical significance deserves serious attention while estimating financial liabilities. An analysis of expenditure trens in the last four years is being presented here first. It can be seen from the following Table that the total expenditure, other than that on building, has gone from about Rs.6.323 million in 1995-96 to around Rs.12.411 million in 1997-98. A substantial percentage (73 % in 1995-96, 51 % in 1996-97 and 39 % in 1997-98) of the total expenditure have been spent on equipment and furnishing every year. Almost 38% of the total expenditure incurred till December 1998 has also been on these heads. Now that almost all the units are well furnished and well equipped and an expenditure of around Rs.2 crores have been made, it is time to stop any further investment and focus on maintenance.

9.14 Since 1996-97 salary has been occupying around 15 to 20 % of the total expenditure moving from about Rs.1.663 million in 1996-97 to Rs.2.048 million in 1997-

98 to Rs.2.278 million during 197-98. This is expected to go up further when all the academic posts are filled. The share of salary being spent on academic staff has gone up from around 50% in 1996-97 to around two-third during the following year. This would also go up with more academic faculties joining in.

9.15 The publication of quarterly magazine, Anubhav costs around Rs.0.15 to 0.2 million per annum. Newsletter costs another 50 to 60 thousand of rupees every year. The expenditure on the printing of training manuals and other such materials have been to the tune of 0.1 to 0.2 million of rupees.

9.16 The expenditure on activities of training, research, workshops and seminars can be approximated to around Rs.3 million during 1997-98. This is around one fourth of the total expenditure. Although detailed expenditure trend were not available, the analysis suggests high per trainee/participant expenditure. A perusal of the proposed unit costs under various plans lends support to the argument that the costs of training/workshops are indeed high in comparison to similar trends elsewhere. This needs serious attention and an effort must be made to isolate wasteful elements so teat cost could be brought down. This is important from the point of view of sustainability as the project should not be seen as perpetuating an unsustainable high cost culture.

Table : Expenditure Trends in SIEMAT

Rupees

S No	Heads of Account	1995-96		1996-97		1997-98		1998-99	
		Amount	%	Amount	%	Amount	%	Amount	
1	2-A Equipment	2627507 85	41 55621366	2097882 71	19 85540	2111478.74	17.01296	1532005	12 7
2	2-B Furnishing/Goods	1979653 52	31 30986068	3273867 37	30 98551	2741285 75	22.08754	3027335	25 1
3	2-C Books	48230	0.762797411	241789 26	2 288414	443741.87	3.575391	11390	0.09
4	3-A Purchase of Vehicle	245173.98	3.877629632	447217	4 232584	517826.37	4.172317	394586	3.27
5	5-A Consultancy Service	0	0	0	0	25000	0 201434	0	
6	6-B Local Fellowship	80000	1 265266284	5000	0 047322	0	0	0	
7	7-A Local Training Grant	0	0	0	0	362769	2 922963	1180551	9.79
8	9-A Salary	525549 36	8 311998571	1662641 44	15 73606	2048319.2	16.50406	2277975	18 8
9	9-B Honoraria	0	0	55297 75	0 523365	144930	1 167754	180662	1.49
10	9-C Travelling Allowance	135195 81	2 138233751	351346 38	3 325317	470272 38	3 789157	165468	1 37
11	9-D Contingencies	287414 9	4 545704781	855941 48	8 101056	833347.03	6.714584	490606	4.06
12	9-E Telephone	116571	1 84366695	251826	2 383406	294456 32	2 372543	258486	2.14
13	9-F P.O.L.	13985 8	0 221197018	97857 25	0 926169	184740.31	1.488520	211623	1 75
14	9-G Rent & Taxes	0	0	0	0	68848	0.554733	223624	1.85
15	9-H Printing	263497 5	4 167431283	420484 6	3 979675	471334	3.797711	355190	2.94
16	9-I Maintenance	0	0	263694 34	2 495734	638152 12	5.141826	1129305	9.36
17	9-J Workshop & Seminar	0	0	540758 45	5 118007	996456 35	8 028816	617907	5 12
18	9-K Incentive	0	0	0	0	6499	0 052364	0	
19	9-L Miscellaneous	0	0	196	0 001855	51543.51	0 415305	600	0 00
	Total	6322779.72	100	10566800 03	100	12410999 95	100	12057313	

9.17 The UPBEP has been bearing all the expenditure of the SIEMAT so far and committed to do so during the project period. It has been discussed that the institute is of critical nature and hence needs further nurturing. An estimation of likely financial liabilities to the state government in near future is being presented here. This estimation has taken the suggestions made for professional development in the earlier section and the analysis of expenditure trends into account.

9.18 The analysis of the expenditure trends suggests a rough estimate of an annual expenditure of Rs.10 million (at 1999-2000 prices), which is comparable to their current expenditure trends. This is based on the following:

Salaries	:	Rs.4 million
Maintenance of assets	:	Rs.1 million
Training,Research,Publication	:	Rs. 4.5 million
Other activities (Miscellaneous)	:	Rs. 0.5 million
Total	:	Rs. 10 million

These estimates are based on certain assumptions:

- ⇒ All the sanctioned posts would be filled,
- ⇒ No further major investment on building, equipment or furnishing would be made.
- ⇒ The level of activities would go up but cost-efficient and cost-effective measures would improve the quality while bringing down the unit costs. DPEP would support many of the activities that have not been considered. It is possible that the cost on training/research/publication comes down slightly if the likely DPEP contribution is taken into account.
- ⇒ All the major cost-intensive professional development activities would have been over by then with UPBEP support.

9.19 SIEMAT intends to develop a systematic institutional development plan that would include the aspects of income generation. The GOUP must provide a grant of Rs.10 million per annum for the first three years. This would mean the institute would bear the extra burden caused by price rise or any other reason through its own income from second year onwards. Thereafter, the grant could be slightly reduced based on the projected income of the SIAMAT.

Teacher Training

9.20 It has been seen that the project has made significant difference in the annual coverage of teachers in the in-service training. The decentralisation of in-service teacher raining in the project districts made it possible to train much larger numbers . To elaborate, Faizabad could train only four to eight hundred teachers during the period of one year under the SCERT programme at the DIET whereas the BEP districts trained two to four thousand teachers during a year. It is agreed that teachers need regular upgradation and an annual training of around 5 to 10 days must be provided to every teacher. This basically means continuation of the process initiated by the project.

9.21 In order to assess the financial implications and work out a norm for estimation, an analysis of trends in unit costs of different training programmes at DIET and BRC levels are being undertaken here. Although the project had provided a norm of Rupees 75.0 per teacher per day without including travel expenses, the actual expenditure varied from district to district and from programme to programme,

though never exceeding the norm. An attempt is being made here to to analyse the actual costs in several programmes so that a more realistic norm can be worked out for future.

9.22 Following table presents the costs for various training programmes and workshops in the three project DIETs. The travel expenses are included in these costs, as can be seen from the Table. It is clear that per person per day cost is not similar at all the places and happens to be generally higher in Varanasi as compared to that in Nainital or Saharanpur. Distance can be seen as one of the reasons, as the expenditure on TA/DA is much larger in the former. These unit costs appear to be high when compared with the non-BEP activities in the same DIETs. The SOPT (10 day training) unit costs (Rs.41per day per person in 1997-98) are also lower than these BEP unit costs. The unit costs at BRC levels appear to be the same as DIET level. The relatively higher unit cost in comparison of non-BEP or SOPT programmes are justified if residential and activity oriented nature (requiring lots of training materials) is maintained, and hence be supported by the state government.

9.23 The range of unit costs is very high and varies between Rs.42.0 and 89.0 However, most of the training programmes appear to have an unit cost between Rs.50 to Rs.60 in all the sample DIETs. Taking that as base, it is being suggested to consider the unit cost of Rs.60 per day per person for six days every teacher during the post project period. This includes expenses on travel, boarding, lodging (assuming the availability of dormitories in BRC's), honoraria for resource persons, stationery and other contingencies. There are currently 40804 primary and 14019 upper-primary teachers in these 12 districts and the annual expenditure of 19.74 million rupees. If the posts of teachers that are likely to be created are added, the expenditure on this head would go to about 21.28 million rupees per year

Table : A Comparative Picture of Training Workshop Cost in the three DIETs

Rupees

	Supplementary Readers			SSK Instructor			Maths			Visioning Workshop			Induction Training			AS (Shiksha Ghar)			language		
	SP	VR	NT	SP	VR	NT	SP	VR	NT	SP	VR	NT	SP	VR	NT	SP	VR	NT	SP	VR	NT
TA DA	4400 (39.7)	12887 (48.7)	1011 (11.3)	4971 (52.3)	7843 (33.1)	8038 (52.2)	5205 (41.7)	11499 (63.8)	145 (51.5)		3331 (17.8)	2221 (16.9)	3590 (41.3)	5096 (47.7)	4578 (46.9)	4350 (32.5)		1870 (54.3)	4659 (39.2)		
Working Lunch	5250 (46.8)	7675 (29.0)	1739 (19.5)	4525 (37.6)	5950 (25.1)	6025 (39.1)	5750 (46.1)	5900 (32.7)	5405 (45.3)		12300 (66.0)	7380 (56.3)	4200 (48.2)	4500 (42.1)	4864 (49.9)	6925 (51.7)		1292 (37.5)	5425 (45.7)		
Stationery		5875 (22.2)			9849 (41.6)	435 (2.8)		600 (3.33)	75 (6.62)		1398 (7.5)	2292 (17.5)		1070 (10.0)				180 (5.2)	285 (2.40)		
Honorarium	1200 (10.7)		6000 (67.4)			600 (3.89)	1200 (9.63)				1600 (8.58)	1200 (9.16)	600 (6.9)			1500 (11.2)			1200 (10.1)		
Water Cleaning	300 (2.67)		150 (1.68)			300 (1.94)	300 (2.4)		300 (2.51)				300 (3.45)		300 (3.09)	300 (2.24)		100 (2.9)	300 (7.52)		
Total	**11210 (100)**	**26437 (100)**	**8900 (100)**	**9496 (100)**	**23642 (100)**	**15398 (100)**	**12455 (100)**	**17999 (100)**	**11925 (100)**		**18629 (100)**	**13093 (100)**	**8690 (100)**	**10666 (100)**	**9742 (100)**	**13375 (100)**		**3442 (100)**	**11869 (100)**		
Participant	33	55	35	38	33	40	32	59	35		53		28	30	30	27		30	33		
No. of days	6	6	3	6	8	5	6	4	5		4	4	6	6	6	10		2	6		
Year	1997	1996	1997	1996	1997	1998	1998	1998	1998		1998	1998	1997	1998	1997	1997		1997	1996		
Per-day per-person expenditure	57	80	85	42	89	77	65	76	57		88		52	59	54	50		57	60		

Note The number of trainees in Nainital for these particular programmes were not available to the research team. The number has been given on the basis of the general

Table Unit Costs of Non-BEP Works At DIET In BEP Districts (1997-98)

Rupees

	SOPT (Training of NCERT)	(JHS Teacher (science/Maths) Refresher course)
	Varanasi	Nanital
TA/DA	7726.00	7214.55
Working Lunch/Tea	11610.00	672.00
Stationery	872.50	196.00
Total	**20208.50**	**8082.55**
No. of Trainers	40	28
No. of days	10	8
Per person per day	50.52	36.08

Table Details of SOPT expenditure, DIET, Faizabad (Rupees)

Year	1995-96	1996-97	1997-98
Budget	*293250*	*243595*	*552240*
Training Rounds	20	14	11
No. of Trainees	*867*	*580*	*401*
Honoraria	5600	3900	4000
SOPT Hon. (RPs)	19600	13580	14000
Lunch	113293	80010	119880
Tea	22828	14934	14988
Hon. Others	10400	7250	7000
Office expenses	14900	1103	2700
Contingencies	2550	2100	2329
Total Expenditure	*187501*	*122377*	*164897*
Balance	105749	120717	387343

Table A comparative picture of training expenditure at BRC level

Items	Nagal (Saharanpur)	Chandouli (Varanasi)	Betalghat (Nainital)
Travel Allowance	3390	450	1535
	(28.61)	(3.80)	(10.77)
Daily Allowance	831	3120	2475
	(7.02)	(26.40)	(17.37)
Working Lunch	5875	5250	4775
	(49.63)	(44.40)	(33.52)
Stationery / contingency	240	898	3960(3200 sta+760)
	(2.02)	(7.59)	(27.79)
Honoraria	1200	1800	1200
	(10.13)	(15.2)	(8.42)
Water cleaning	300	300	300
	(2.53)	(2.53)	(2.10)
Total	**11836**	**11818**	**14253**
	(100)	**(100)**	**(100)**
No. of persons	33	30	25
No. of days	6	6	6
Year	1998	1998	1998
Per-day/per person Expenditure	59.78	65.66	95.02

TLM Grant

9.23 The estimation for this head is relatively easier as the unit cost of Rs.150.0 can be applied to the number of total teachers. The total annual expenditure on this head will be Rs.6.76 million rupees if the total number of teachers are taken as 45095 which includes the number of expected posts.

Village Education Committee(VEC)

9.24 Some of the activities suggested for VEC's have financial implications. These include training of VEC members, sharing workshops, etc. Many of the smaller activities could be undertaken at the NPRC and BRC levels with the funds that are being suggested for them in this plan. Similarly, the DIETs could also use part of the funds being suggested for them for this purpose. It will have to be seen that anything covering all the VEC members should be organised either at village or at the most at NPRC level for two reasons - this ensures more attendance and the expenditure also does not become too high.

District Miscellaneous Activities

9.25 The kind of decentralised framework is being suggested would ask for certain expenditure on some activities like sharing meetings, orientation workshops, small evaluation initiatives, etc by the educational administrators. In this context, it would be advisable to coordinate with DIETs and organise such events with their support. This would ensure that the professional aspects are also addressed appropriately.

Mahila Samakhya(MS)

9.26 The MS is being partially funded by BEP in Uttar Pradesh. During 1997-98, out of total expenditure of about 21.56 million rupees, the share of BEP was about Rs.8.28 million. Part of these came from previous balance and Rs.7 million was provided by the project (BEP) during the current year. There is a likelihood that the central government includes the programme under its umbrella but failing this, the state government will have to ensure an alternative source of funding at least to the tune of Rs.7 million every year for this programme.

Total Annual Financial Liabilities (Post-Project Period)

9.27 The total annual liabilities emanating from the project could now be estimated, as shown in the following table:

TABLE : ESTIMATED BEP (I+II) ANNUAL LIABILITY FROM APRIL 2000

Head	Amount (Rs. In million)
School Development/ Maintenance Grant	111.7
Teachers' Salaries	1845.473
NPRC	
1 Salary	116.688
2 Maintenance/Activity Grant	4.42
BRC	
1 Salary	35.904
2 Maintenance/Activity Grant	3.168
DIET Activity Grant	6.0
Teacher TLM Grant	6.76
Teacher Training	21.28
SIEMAT	10.00
Mahila Samakhya	7.0
Computer Operator's salary	0.86
Total	**2169.253**

Note: The basis for calculation of these liabilities have been as follows:

- School Development/ maintenance Grant Rs.2000 for Primary and Rs.3000 for Upper Primary schools

- Salaries (teachers) Number of posts created multiplied by the following unit cost

Head teacher	624 X Rs 5500 p m
Asst teacher	12728 X Rs 5000 p m + 4291 X Rs 4150 p m
Upper primary head teacher	1771 X Rs 6000 p m.
Upper Primary assistant teachers	7084 X Rs 5500 p m.

- NPRC Salary — 1768 X 5000 per month
  Maintenance/Activity Grant — 1768 X Rs.2500 per annum
- BRC Salary — 176 X 17000 per month (3 persons)
  Maintenance/Activity Grant — 176 X Rs.18000 per annum
- DIET Activity grant — 12 X Rs.50000 per annum
- Teachers' TLM grant — Rs.150 per teacher per annum
- Teacher training — Rs.600 per teacher per year(10 day training)

- SIEMAT
  salaries - Rs. 4.0 million
  maintenance other - Rs. 1.5 million
  Activities - Rs. 4.5 million

  Rs.10.0 million

- Computer operators' salary — Rs.6000 per person per month in 12 districts
- Mahila Samakhya — Rs.7 million per annum

9.28 The total liabilities add to Rs.2169.253 million every year. It can be seen that teachers' salary occupies the largest share, amounting to 85.07 percent of total liabilities. If the salary of NPRC and BRC are added to this, the share goes up to about 92 percent. These estimated liabilities are slightly higher than the original estimates. BEP-I was estimated to be creating an annual burden of Rs.980 million and the estimate for BEP-II was Rs.770 million. The current estimate of Rs.2169.253 million is higher to the original estimates by about 419 million rupees. This can be mainly attributed to the recent hike in teachers' salaries in the state. The total estimated annual BEP liabilities are about 75 per cent of the Annual UPBEP outlay for 1998-99 (Rs.2900 million).

UPBEP Liabilities vis-à-vis the the economic and financial trends

9.29 It is relevant here to assess the burden UPBEP liabilities would cause to the state finances. To facilites this discussion, the present section first discusses four major financial and economic trends - the State Domestic Product (SDP), total revenue expenditure, total expenditure on education and total expenditure on basic education. Projections for these have been made for 2000-2001 on the basis of past trends and the BEP liabilities have been examined against these projections.

9.30 The State Domestic product (SDP) indicates the total size of any state's economy, which in turn determines the size and nature of overall finances to a large extent. The SDP has been showing a consistent growth during the late 1980s and early 1990s. Following table reveals that the size of total revenue expenditure in the state has grown consistently at the rate of 16.45 percent per annum

TABLE : TRENDS IN MAJOR ECONOMIC AND FINANCIAL INDICATORS

(Amount in Million Rs.)

Financial Year	SDP at current prices	Revenue Expenditure of the State	Revenue Expenditure of Education Dept	Revenue Expenditure on Basic Education	D as a % age at Total state Expenditur	E as a % age of total state expenditure
A	B	C	D	E	F	G
1985-86	246690	38078.00	7675.00	3928.065	20.16	10.32
1986-87	272370	43492.00	8544.00	4608.634	19.64	10.60
1987-88	304810	50799.00	9334.00	4662.333	18.37	9.18
1988-89	366010	62568.00	12717.00	6774.346	20.33	10.83
1989-90	416640	76541.00	18964.00	10602.77	24.78	13.85
1990-91	494960	95384.00	21569.00	12768.85	22.61	13.39
1991-92	572060	103992.00	20923.00	11641.56	20.12	11.19
1992-93	620560	126907.00	25910.00	11871.96	20.42	9.35
1993-94	696820	132801.00	24545.00	12166.96	18.48	9.16
1994-95#	790560	153960.00	30368.00	17085.04	19.72	11.10
1995-96#	885520	175559.00	36715.00	20953.25	20.91	11.94
1996-97#	1031700	192077.00	41079.00	23735.45	21.39	12.36
1997-98(RE)		250965.00	48700.00	28036.59	19.41	11.17
1998-99(BE)		275735.00	53884.00	31328.16	19.54	11.36
CGR	13.89%	16.45%	16.17%	17.32%		

INTERIM

Note : SDP Figures for 1997-98 not compiled as yet for U.P., RE: Revised Estimate, BE: Budget Estimate

Source : UP Statistical Diary, Respective Years for SDP, For others, a) Actual Expenditure as per A.G. U.P. and b) Outlines of U.P. Government Budgets

9.31 The revenue expenditure on education, which accounts for around 99% of total expenditure on education, has grown substantially for the state from Rs.7675 million in 1985-86 to Rs.48700 million in 1997-98 registering a growth of more than six times. The Compound Growth Rate (CGR) for total revenue expenditure as well as that on total education sector has almost been similar for the period with the latter being only marginally lower. Revenue expenditure on education as a share of total revenue expenditure has been in the range of 18 to 21 per cent with an exception during 1989-90 and 1990-91 when it had increased to 24.78 and 22.61per cent respectively.

9.32 Basic education occupies substantial share of total expenditure on education ranging between 45 to 60 per cent during the period. This share seems to have stabilized at around 57-58 per cent in the recent part. The total expenditure on basic education has increased substantially and the annual Compound Growth Rate has been higher in comparison to both total revenue expenditure and expenditure on education sector as a whole. Basic education alone occupies 11 to 12 per cent share of the total revenue expenditure of the state. These trends establish the priority attached to the basic education within the education sector.

9.33 The estimated liabilities likely to be created by these basic education proj need to be seen in comparison to major economic/financial indicators. Following t presents the projected SDP, total revenue expenditure of the state government, total revenue expenditure on education and basic education for the year 2000-01.

TABLE : PROJECTION OF SELECTED MAJOR ECONOMIC /FINANCIAL INDICATORS

(Amount in Million Rs)

Year	SDP at current prices	Total Revenue Expenditure	Total Expenditure on Education	Total Expenditure on Basic Education
2000-01	1735784.5	507048.9	98137.68	59350.33

Note: Projections on the basis of CGR calculated in earlier tables. Expenditure on education and basic education includes expenditure by the Department of Education alone.

Project liabilities vis-à-vis state's overall financial trends

9.34 Following Table shows the BEP liabilities as against the projected economic and financial indicators. It can be seen that the estimated burden created by the project would occupy less than half percent of SDP as well as state's total revenue expenditure. This is the scenario with the assumption that the economy would grow at a rate it has experienced in the past one and a half decades. In case the economy grows faster, the liabilities would account for a still lower share of UP's SDP. Uttar Pradesh is the most populous state in India and, thus, has large budgetary accounts. The additional burden caused by these liabilities can be easily incorporated given the size of the fiscal operations. The total liabilities of 12 BEP districts would mean only 2.2 % of total expenditure on education and about 3.6 % of total basic education expenditure in 2000-01. It is clear that the sheer size of education system is so large that these seemingly large liabilities also do not account for significant shares.

Table : Liabilities as share of SDP, Total Revenue Expenditure, total expenditure on Education & Basic Education

(Amount in Million Rs.)

	Year	2000-2001	BEP liabilities (2169.253) as % of A
	A	B	C
I	Projected SPD (current price)	1735784.5	0.125
II	Total projected revenue expenditure (TRE)	507048.9	0.428
III	Total projected educational expenditure (TEE)	98137.68	2.210
IV	Total projected expenditure on basic education (TPBE)	59350.33	3.655

9.35 It must be mentioned here that the state government is already contributing partially towards the project funds. In the UPBEP-I, the initial projections showed the state was committed to share around 13 percent of the total project costs amounting to more than 900 million rupees. The reimbursement pattern followed by IDA and agreed by the state government is such that the salaries are reimbursed on a declining pattern which means a larger share for the state government if the salary component happens to be higher towards the later years of the project. In case of BEP-II, the state government's share was estimated to be around 21.4 percent of the total costs of 3200 million rupees. The high share was due to the large component of teachers appointment covering about 56 percent of the total costs. The average contribution of the state government was expected to be about 200 million rupees every year. Due to the declining reimbursement pattern, the state's share turns out to be much more than the average towards the end of the project. During the last project year, the state would be providing 40 percent of the BEP-I salary component and 75 percent of the BEP-II salary component as per agreed criteria. This means that the state government is already bearing about 35-40 percent of the projected liabilities this year and would be bearing around 55 to 60 percent of the projected liabilities in the year 1999-2000. The increase in the burden of the project liabilities would not be sudden on the state exchequer.

9.36 The above analysis makes it clear that the sustainability of the liabilities of basic education project cannot be suspect even if the economy and the budget of the state grow at the same pace, and education and basic education sector receive similar attention. The project has supported the state government in providing the huge investment required for expansion and improvement of the elementary education sector at a very large scale. No major fiscal reallocation will be warranted on account of these liabilities.

X. MAJOR SUSTAINABILITY ISSUES

10.1 The sustainability issues discussed in this chapter refer largely to the structural issues that are significant for institutionalisation of the process initiated by the UP Basic Education Project. These have been drawn from the issues that have already been discussed in earlier chapters. Any project has certain short-term objectives/targets and few long-term goals. In most cases, some of these are fully achieved, certain others partially realised and still others where the achievements remain minimal. More often than not, the projects also generate certain externalities, the benefits that were not really planned or intended. The challenge lies in consolidating all the benefits – whether in form of tangibles such as physical and human infrastructure, or intangibles such as practices and processes – for a longer life span than that of any project. It is not uncommon to find the benefits of best of the project die down once it comes to an end. The larger impact of a project depends to a great extent how the gains are consolidated and integrated in the system. One of the necessary conditions for this consolidation is a conscious effort to introduce measures, policy and administrative, would provide the enabling conditions for the new processes to sustain and move ahead.

10.2 Decentralisation of power and authority seems to be an essential step towards creating this enabling environment. In this particular context, decentralisation has several aspects and implications. First of all it refers to delegation of power to local bodies at the grassroot level. One of the basic aims in the project was to promote community participation. The process has definitely started but needs to be taken further through structural measures if participation has to be turned into ownership. The most feasible and secured way to achieve this is through transfer of power to local bodies. Local bodies like *panchayats* have an in-built accountability towards larger community by virtue of being elected institutions. Therefore, any delegation of power to them means a step towards devolution of power to people.

10.3 It is notable, as mentioned earlier, that the GOUP has already initiated the process by devolving some of the regulatory control of formal schools as well as significant authority related to alternative system of schooling to GPs in the recent past. However, this should be seen as the beginning and not the end of the process of decentralisation. In addition, experiences elsewhere suggest that any move towards decentralisation does not succeed without creating capacities to handle the power and authority almost simultaneously. Therefore, the efforts of capacity building of these local bodies should also continue. Several cost-effective means have been suggested for the purpose in earlier chapters.

10.4 Delegation of some authority to local bodies does not actually mean lesser role for educational administration. The whole system of basic education is large in any Indian state and certainly so in U.P., that it is necessary to have some structure at different levels. However, it is possible to make this system of educational administration more efficient and effective by introducing certain changed practices and improved processes. The BEP has started certain processes and procedures that are more effective and if

adopted in the larger system, would lead to improved management of the basic education sector. These processes also involve decentralisation of power relating to personnel, fund and information management to lower levels of administration. The project had delegated a number of powers related to personnel management and fund disbursement to district level with clearly defined simple procedures. This resulted in responsive decision making and faster fund availability at the field level facilitating smooth implementation. This also meant certain amount of flexibility normally not available in typical government managed public systems.

10.5 It becomes the responsibility of the GOUP to introduce measures that help to institutionalise the initiatives and take these further. The preparedness of the educational administration at the district level to function in the changed system has been tried and proved in the project and therefore, certain reforms in the education administrative system must be introduced. Age-old rules and regulations could be replaced with simple yet effective processes with in-built accountabilities. In this context, the option of handing over the management of basic education to the registered Society, as has been done in the project could also be studied. This would make it easier to build flexible mechanisms for management in comparison to what can be done in the Directorate.

10.6 Another aspect of decentralisation is the mainstreaming of processes such as persuasion of activities on the basis of annual work plan prepared at the district and sub-district level. This means that the activities are determined by the needs and priorities fixed by district or sub-district rather than being guided by the allocations decided by the state level. Linked is the issue of information management where information is a tool of empowerment rather than one for exercising power from above. The project has made some beginning in these respects but the practices need much more nurturing and the skills needed to give shape to these practices need much more strengthening.

10.7 Similar decentralisation needs to be brought in the academic support structures and processes also. The first level of decentralisation starts with granting of autonomy to SCERT. The second level in this context relates to granting of more autonomy and freedom to DIETs in the areas of module development and transaction of training. The SCERT at the state level and DIETs at the district level should respond to the needs emanating from district and sub-district level respectively. Sub-district level structures of BRC and NPRC should definitely be retained and further strengthened along the lines suggested in earlier chapters. BRCs should be developed as extended centres of DIETs and NPRCs should be developed as the lowest level institution for sharing and capacity building meant for both teachers and community structures. Not only the practice of regular in-service training of teachers should continue, teachers should also be empowered to demand particular kind of training as per their need. The institutions in BEP district seem prepared for accepting some of these reforms and therefore, these should be adopted at the earliest. Sustained capacity building efforts would be required to realise these changes along with facilitative policy and administrative reforms.

10.8 The success of decentralisation also depends on the effectiveness of the accountability system. Therefore, while introducing policy and administrative reforms, it

is important to build these and remove multiple, which ultimately means blurred or no sense of accountability, from the system.

10.9 The efforts towards mainstreaming and sustainability should also consider seemingly small interventions more seriously. For instance, the ECCE strategy, though small in terms of financial investment is very significant for the state in view of large number of under-age children in the schools[7]. The element of effective pre-schooling facilities becomes critical in achieving the target of universal primary or basic education and accordingly be treated. Thus, the education department needs to discuss these issues with the ICDS and other relevant departments not only for sustainability of BEP supported centres but also from the point of view of inter-linkages with primary/basic schooling. Similar is the case of Mahila samakhya programme where the benefits in the shape of externalities outnumber the apparent ones.

10.10 Improved school effectiveness is the aim of many of the interventions under BEP, which included provision for funds for school development and teaching-learning materials. These practices also promoted decentralised practices by giving freedom to headmasters and teachers to manage small amounts as per their needs. Although few changes are desirable for effective management and accountability of these funds, the practice must be seen as one of the means of decentralisation and continued. These practices also help in ensuring that some of the small needs of the school in terms of repair, maintenance and materials are taken care of without much administrative cost ant time.

10.11 It can, thus, be safely concluded that the most critical issue in effecting sustainability of BEP is that of decentralisation at certain levels. This issue requires serious and sensitive handling and should be seen from a holistic sectoral as well as larger developmental perspective. This would mean adoption of policies and other measures in a systematic and sustained instead of ad-hoc and isolated manner.

[7] Please refer to "Financial requirements for achieving Universal Primary education in Uttar pradesh", UPDPEP, 1999

XI. TRANSITION PLAN FOR 1999-2000

11.1 The movement from a project approach to systemic approach needs a planned approach to deal with the transition from the project period to the post-project period. In the present context it means preparation of a transition plan to be implemented during the last year of the project, i.e., 1999-2000.

11.2 Introducing a series of institutional reforms at the policy as well as administrative level is a major challenge for any government and cannot be attained without a systematic approach. The task would be easier and attainable to the extent the project helps in facilitating such initiatives. The transition plan for UPBEP should be seen as an opportunity and the last year of the project should be fully utilised to implement this plan forcefully.

11.3 The measures that can be part of the transition plan are primarily based on the discussions and arguments in the previous chapters. These include the wider reformatory measures as well as the activities that are very specific to the project.

11.4 In order to enable VECs to become more participatory and vibrant organisations, a number of activities can be planned for the year, which would help in making more active and participatory. These could be:

⇒ Intensive campaigns at local levels to highlight the role of community and the vision envisaged for VECs. These could be organised with support of Mahila Samakhya, NGOs, local social workers, etc. Participation of women and girls should be emphasised and aimed at.

⇒ An effort should be made to orient and train women VEC members. This could be organised at the village or the NPRC level, depending upon the feasibility. Mahila Samakhya and other similar organisations should be engaged as resource agency for the purpose.

⇒ This year sharing of household and enrolment data with every VEC must be organised to be followed up by development of village registers as well as follow-up plan. Such exercises immediately create a sense of ownership and give the VEC and community a ready agenda. The process is relatively simple and does not involve mapping and other such exercises.

⇒ Identification of few VEC to be developed as "model" VECs in every block followed by intensive work in those VECs with NPRC support. This would involve provision of the measures suggested and demonstration of almost all the activities possible in this time-frame. In other words, these VECs should be able to demonstrate what an active and vibrant VEC means and how can that be achieved. The experiences of the same should be shared with all other VECs at NPRCs and BRCs.

⇒ Organising Community contact programmes with VEC support in places where SSKs are operational to share and discuss the implications of the closing down of the project. The possibility of community support should be assessed in these activities.

=> Organinsing community contact programmes with VEC support in places where AS centres are running to share the plan of closure and to mobilise parents to send their children to formal schools. The BEP has opened formal schools in several such areas

11.5 To enable NPRCs to develop into an institution proving support at the grassroot level in forms of sharing opportunities as well as on-site visits, an extensive redeployment of the post of NPRC coordinators is needed. The aim should be to bring in young, competent and enthusiastic teachers who can provide the desired leadership. Once the new coordinators are in position, the project should immediately undertake certain measures such as:

=> Provide intensive training on curricular, pedagogical, participatory planning & management and community linkages aspects. Focus should be also on BRC and DIET linkages.

=> Refocus the scope of monthly meetings in NPRC, involve participation of all teachers, instead of merely Head Teachers, and introduce more academic substance to these meetings. DIET and BRC faculties should closely monitor these meetings.

=> Change the character of NPRC coordinator meeting at BRC to include the aspects of sharing and professional discussions.

11.6 To facilitate the transition to a situation where district level administrators have more autonomy and village level PRIs a greater role, the project could take initiative in organising district level workshops for PRI representatives, educational administrators (BSAs, ABSAs, SDIEs), DIET and BRC faculty members. Focus should be on stock taking (activities undertaken so far and their impact), emerging vision and the rationale for the same, requirements to realise that vision and the role of different functionaries (BSA, DBSA, ABSA, DIET faculties, BRC and NPRC personnel, GP/VEC) in realising the vision. An action plan could be drawn at the end of the workshop to be strictly monitored by themselves and by the peer group. The same opportunity should be used for making VEC development plan and identification of VEC's for development of "model VEC's". This exercise should be based on redefined role of BRC Coordinator/Assistant Coordinator and ABSA/SDI.

11.7 The recruitment policy for the DIETs should undergo a change along the lines suggested in the report ensuring availability of willing and competent faculty. The vacant posts should be filled on a priority basis followed by preparation of an Institutional Development Plan for DIETs outlining a vision in the post-project phase. This should highlight the role of the institution in the system of decetralised academic planning with BRCs and NPRCs acting as the extended faculty of the DIET, and the staff development requirements to achieve this vision. The state should start these staff development activities on a priority basis. The DIETs in association with the state should plan following activities for the coming year;

=> Organising inter-DIET regional workshops and their own reflections to develop institutional development plan. The capacity building activities should include field attachments, exposure to other DIETs, training on pedagogic, planning and management aspects and should be implemented in a systematic manner. The BRC and NPRC development should form part of this plan.

⇒ Intensive training of BRC and NPRC coordinators focussing on multiple areas like curricular transaction; decentralised management and community based planning. The option of developing "model NPRC" as an action research should also be considered. This will help them understand the envisaged role better.

⇒ Reformation/formation and orientation of District and Block Resource Group (DRG and BRG) in every block. This should be done carefully so that right kind of people could be located and included in the group. Membership to these groups should not be on ex-officio basis, as is the case presently in Academic resource group at the district level.

⇒ Appointment of an additional assistant coordinator at the BRC to assist ABSA.

⇒ Organisation of TLM workshop and mela at the block level.

11.8 In order to introduce the personnel of the Directorate of Basic Education at the state level to a flexible administrative system, the SPO could organise state level sharing workshops focussing on practices and processes that facilitated smooth implementation and speedy fund flow. These will have twofold purpose - one, providing initial orientation to the regular department personnel and two, identification of critical factors that need to be introduced in the mainstream system.

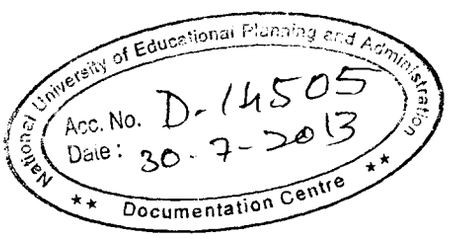
11.9 The recruitment policy for SIEMAT should be changed to attract and retain qualified and competent academic personnel. SIEMAT should develop its own institutional development plan and SPO should support intensive staff development plan. SIEMAT should also reexamine their modules and revise these I the light of feedback received and needs that are emerging. The institute should prepare itself for the major responsibility of providing regular resource support on the aspect of educational planning and management.

11.10 The SCERT should be made autonomous with in-built flexibility to redesign recruitment policy and engage outside experts. The institute should be capable of providing a decentralised contextual framework for curricular and other pedagogical aspects. It should also guide the district and sub-district level structures on these issues. The state can implement certain interventions that would facilitate strengthening of capacities in SCERT such as organisation of regional workshops on participatory techniques of module development with some hands on experience. Certain activities with a view to provide SCERT (including SIE,SISE,CPI) faculties exposure to field oriented approach and methods could be planned. The SPO should also be instrumental in following:

⇒ organisation of a state level sharing workshop with participants from the field as well as the Education department and ICDS high level officials to share the SSK experiences of BEP, identify the critical factors for success and deliberate upon future strategy.

⇒ Organising a state level workshop with support of SCERT and participation of DIET faculties in these districts to discuss and identify the elements of Shksh Ghar scheme that could be integrated with the NFE scheme.

11.11 It would be a challenge to implement this plan successfully and effectively. It, however, should not be difficult given the current level of experience in running the elementary education projects. Presently, the state has also developed sufficient professional resources who could support the state in realising this plan. However, this transition plan would hold good only if the state government is convinced of structural reforms and shows the inclination and will to bring in the required policy changes to achieve the same. This will be several steps forward to the goal of achieving quality universal primary/basic education as the management of the system is as important in arriving at the goal as the provision for schooling for all.


National University of Educational Planning and Administration
Acc. No. D-14505
Date: 30-7-2013
Documentation Centre

I. VEC and Community Linkages

Findings Observations	Implications for Transition Plan	Implications for Sustainability
- Reorganised making it more broad based - Satisfactory performance in meeting Construction targets and in community mobilisation - Women more involved in Mahila Samakhya areas. however, - dominant role of Pradhan; limited involvement of women members/ larger community otherwise - Lack of a well planned common agenda; no administrative power in control over schools - Microplanning as an area for improvement	- Organisation of NPRC and block level meets for sharing among the VEC members. An action plan could be drawn at the end of these to be strictly monitored by themselves and by the peer group. - Intensive campaigns at local levels to highlight the role of community and VECs involving NGOs, local social workers. etc. - Sharing of household and enrolment data with every VEC and development of village registers as well as follow-up plan.	- VECs be made part of the Gram Panchayat with well defined role and commensurate statutory power regarding school management issues; In-built accountability towards community as well as the government; Democratic decision making to be ensured. - Opportunities for sharing and capacity building at a "feasible" level, say cluster. - School Development Grant to go to VECs with an annual implication of about Rs. 111.7 million. - training needs to be taken care of by NPRC/BRC/DIET funds.

ANY PROJECT SUFFERS FROM OBVIOUS LIMITATIONS. IT CANNOT GO BEYOND WHAT EXISTING POLICY AND ADMINISTRATIVE FRAMEWORKS ALLOW FOR.

Teacher Support Structures Existing Observations	Implications for Transition Plan	Implications for Sustainability
- Decentralised structures like BRC and NPRC established at sub-district levels; impressive physaical presence and well-equipped as resource centre. - Large number of training programmes held at decentralised levels - NPRC has full potential for becoming a nucleus to enhance the impact of teacher training and also for acting as a sharing capacity building structure for VEC memebrs. - BRC is a cricial link between DIET and NPRC and also in managerial functions. - DIETs are relatively well staffed; activised and involved in execution of training of resource persons, supervision of training and action research. - Project DIETs are better equipped in terms of resouces and infrastucture - SCERT fully involved in module development and training of master trainers leading to enhanced capacity. - SIEMAT established with impressive physical infrastructurte; large number of training programmes and other activities held; however, - Most of the structures still to emerge as vibrant and	- NPRCs to be developed as a platform for sharing and peer learning for both teachers (all) and VEC members. - NPRC coordinators to be recruited on selection basis; to be given further training on decentralised management as well as pedagogical practices. - BRC to be treated as extension of DIETS. - SCERT to function more as guiding and skill development agency. - Decentralised planning of training and other activities to be encouraged with more responsibilities for DIETs. - SIEMAT to develop a clear vision based on well defined priorities and also to develop and implement an Institution Development Plan	- NPRCs and BRCs should be retained and nurtured as decentralised structures for effective management and academic support. - Positioning of all DIET faculties; preferably a separate cadre or posting through selection (not on transfer) - SCERT should be made autonomous with a well defined Institutional policy and plan. - SIEMAT has sufficient potential and must be retained to provide critical professional support in educational management functions. - Changed recruitment policy for SIEMAT with at least UGC scale of salary. (Financial implications shown separately at the end)

responsive academic institutions
- Centralised planning of decentralised activities

- NPRC functioning as a centre for Head teachers rather than for all primary teachers

- BRC functioning more as training venue than as resource institution; most of the training porogrammes are non-residential.

- DIETs' faculty members have secondary school orientation and suffer from fast turn over.

- Organic linkages between DIET-BRC-NPRC not so strong. BRCs and NPRCs have dual accountability towards administration as well as DIET.

- Recruitment policy and pay scales offered at SIEMAT weak in attracting and retaining experienced and qualified faculties.

- training and research activities at SIEMAT need better focus, planning and execution for improved quality. Staff development of faculties essential.

THE PROJECT HAS CREATED NECESSARY CONDITIONS BY ESTABLISHING / ACTIVISING THESE INSTITUTIONS AND STARTING SOME VERY IMPORTANT PROCESSES. THE GOVERNMENT NEEDS TO PROVIDE SUFFICIENT FACILITATIVE MEASURES TO TAKE THESE FORWARD AND TURN INTO RESPONSIVE ORGANISATIONS.

3. Important Academic processes

Findings Observations	Implications for Transition Plan	Sustainability Implications
Teacher Training - Large number of teacher training has created positive impact in terms of teachers' awareness about modern pedagogical methods and practices - Follow-up and on-site support activities undertaken but weak in its structure and impact.	- Teacher training to be made more need based taking feedback on earlier programmes into view. - Teacher training for upper-primary teachers needs to be intensified and completed.	- The practice of annual teacher training to continue: unit cost to be based on expenditure pattern. To cost an annual expenditure of Rs.21.28 million.
Teaching Learning Material - Development of a set of five supplementary readers for five primary grades useful in process and content. - Practice of involvement of teachers and DIET faculties in development of materials initiated, which needs to be strengthened further. - The full potential of the practice of providing annual TLM grant not utilised as the rigidities occurred at lower levels; however, the practice is important and should be continued at a lower rate of Rs. 150 per teacher per annum	- teacher training to include aspects of creativity in preparation and use of teaching aids; conscious efforts to remove the rigidities that have cropped at lower levels in use of TLM fund. - TLM grants to be routed through VECs for greater accountability.	- Module development for training to be slowly dectralised to DIET or inter-DIET level. New modules to replace SOPT. - TLM grant to continue at revised rates. To cost Rs. 6.76 million.
Action Research - the practice of involving teachers by building their capacities created good impact in encouraging the to find solutions to their problem in a systematic manner. The practice needs to be strengthened and enlarged in its coverage.	- decentralised system of academic support mechanisms to be encouraged with DIET as a focal point to handle expansion of action research and related activities.	- no separate provision for action research or development of supplementary materials. To be taken care of by NPRC/BRC/DIET funds.

THESE PROCESSES HAVE MADE A GOOD BEGINNING AND UNLESS NURTURED APPROPRIATELY WOULD LOSE THEIR POSITIVE IMPACT IN THE LONG RUN.

4. Management structures and practices

Findings Observations	Implications for Transition Plan	Sustainability Implications
- Responsive decision making process at district and state levels	- Revival of District and Block education committees	- Delegation of more power to Panchayati Raj Institutions and lower administrative units
- creation of SPO enabled timely flow of funds and arrangement of academic resources.	- Personnel of Directorate of Basic Education to be exposed to the practices and processes adopted by SPO. SIEMAT to provide academic support.	- linkages between educational administration, academic institutions , and PRIs to be clearly defined at all levels.
- Process of Annual Work planning useful and needs to be further strengthened and decentralised in order to realise its full potential.	- Process of data collection and usage be made more participatory and systematic. Training in Annual work planning processes required at all levels	- Required flexibilty to adopt the processes and practices of SPO be granted, especially for the purposes of monitoring/review and academic resource mobilisation.
- Regular collection and compilation of school based information through MIS useful but local utilisation of collected data not encouraged.	- ABSAs SDIEs shoulkd be provided with one assistant for routine activites and data compilation. This would give BRC coordinator more time for academic acxtivities	- Annual work planning to be institutionalised at all levels
- DPEP by and large active and effective. To be dispensed with in the post-project period. District and Block education Committees to be revived and reconstructed on a broader base with more power to manage elementary education.		- Planning & Management wing of DIET to be fully staffed.
- Educational administrators need continuous confidence building and professional upgradation.		- SIEMAT to provide adequate technical support.
- DPO to cease in the post project period. Integration with the mainstream already well entrenched. The post of computer operator would need to continue for data compilation as well as accounting.		

CERTAIN GOOD MANAGEMENT PRACTCES THAT HAVE BEEN STARTED BY THE PROJECT WOULD BENEFIT THE SYSTEM IN THE LONG RUN IF PROPERLY RETAINED AND STRENTHENED.

5. Other important interventions

Findings/Observations	Implications for Transition Plan	Sustainability Implications
ECCE - ECCE Centres have been useful in preparing children for primary schooling. The materials provided by the project were found useful.	- SPO and the education department to hold consultations with concered department to discuss ▪ taking over of BEP opened ECCE centres ▪ responsibility of bearing additional honoraria currently being given by BEP to Anganwadi instructors and helpers.	- the importance of pre schooling system for effective primary schooling to be acknowledged in policy and programme formulations especially in view of large number of underage children enrolled in schools.
Mahila Samakhya The programme has been very effective in increasing girls' enrolment as well as women's participation in school management activities. It needs to be continued in view of critical socio-cultural and political bottlenecks faceds by Indian society.	- The state government should explore possibilities of alternative funding with the central government for the continuation of Mahila Samakhya.	- The education department to provide technical support to the concerned departments in matters of pre-schooling. - Mahila Samakhya to cost around Rs.7 million per year.

THE APPARENTLY INDIRECT LINKAGES PROVIDED BY SUPPORT STRUCTURES AND SERVICES LIKE ECCE AND MAHILA SAMAKHYA PLAY CRITICAL ROLE IN RAISING THE EFFECTIVENESS OF PRIMARY/ELEMENTARY EDUCATION SYSTEM.

6. Financial Implications in terms of Annual Recurrent Liability:

Head	Amount (Rs In million)	Assumptions and unit costs
School Development Grant	111.7	School Development Grant Rs 2000 for Primary and Rs 3000 for Upper Primary school
Teachers' Salaries	1845.473	Salaries (teachers) Number of posts created multiplied by the following unit cost Head teacher 6244XRs 5500 p m Asst teacher 12728 X Rs 5000 p m + 4291 X Rs.1450 p m Upper primary head teacher 1771 X Rs 6000 p m Upper Primary assistant teachers 7084 X Rs 5500 p m
NPRC 1 Salary	116 688	NPRC Salary 1768 X 5000 per month
2 Maintenance Activity Grant	4.42	Maintenance Activity Grant 1768 X Rs.2500 per annum
BRC 1 Salary	35.904	BRC Salary 176 X 17000 per month (3 persons)
2 Maintenance Activity Grant	3.168	Maintenance Activity Grant 176 X Rs 18000 per annum
DIET Activity Grant	6.0	DIET Activity grant 12 X Rs 50000 per annum
Teacher TLM Grant	6.76	Teachers' TLM grant Rs.150 per teacher per annum
Teacher Training	21.28	Teacher training Rs 600 per teacher per year(10 day Training)
SIEMAT	10.00	SIEMAT salaries - Rs 4.0 million maintenance other - Rs 1.5 million Activities - Rs 4.5 million Total - Rs.10.0 million
Mahila Samakhya	7.0	Mahila Samakhya Rs.7 million per annum
Computer Operator's salary	0.86	Rs 6000 per month or Rs 72000.00per annum for one in each district
Total	**2169.253**	

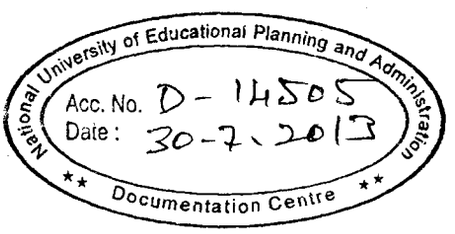
Projected Liabilities as percentage of projected SDP in 2000-2001	:	0.125%
Projected Liabilities as percentage of projected Total revenue Expenditure in 2000-2001	:	0.428%
Projected Liabilities as percentage of projected total expenditure on education in 2000-2002	:	2.21%
Projected Liabilities as percentage of projected total expenditure on basic education in 2000-2001	:	3.65%

REFERENCES

1. Study on Academic Structure and Processes, Shyam menon and Jyotsna Jha; UPBEP, 1999.
2. Study on Managerial Structure and Processes; IIM Lucknow team, UPBEP, 1999.
3. Study on Role of Village Education Committees in sustainability of UPBEP, P. N. Sharma and Vani Vinayak, UPDPEP, 1999
4. Basic Shiksha ke mahatwapurn Ankre, Directorate of Basic Education, Lucknow.
5. EMIS Reports for selected districts, UP DPEP Office, Lucknow.
6. PMIS reports for all BEP districts, UPDPEP Office, Lucknow.
7. BEP Perspective Plan Document, UP DPEP Office, Lucknow.
8. The World Bank; Staff Appraisal Report for UPBEP, 1993.
9. The World Bank; Appraisal Report for UPBEP-II, 1997.
10. The Spirit of the Collective : UP mahila Samakhya Experince, Annual Report, 1997-98
11. Evaluation of the Shikshaghar Programme under UPEFA, Jan Kalyan Ashram, Shajahanpur, 1998.
12. Shishu Shiksha Kendras : an UPBEP Initiative, evaluation by NCERT, New Delhi, 1998
13. Development of BRC and CRC as key nodal centres under DPEP in UP; NALANDA, Lucknow, 1998
14. Financing of Basic Education in Uttar Pradesh; Jyotsna Jha, UP DPEP, Lucknow, 1999.

NUEPA DC

D14505



Acknowledgements

The completion of this report has been possible with a lot of academic and logistical support from several corners both within and outside the project. Thanks are due to Prof. Shyam Menon (University of Delhi, Delhi), Dr. Shailendra Sigh, Dr. Archana Shukla (both from the Indian Institute of Management, Lucknow), Dr. P. N. sharma and Dr. Vani Vinayak (independent consultants), Lucknow for their cooperation and contribution. They were part of the teams that conducted three especially commissioned studies for the purpose of developing a plan for sustainability of BEP interventions. The team of research associates and field researchers attached to the different research teams also deserve mention, as collecting both quantitative and qualitative set of information was not an easy task and could be performed because of their sincere efforts.

The study was taken up on the initiative of Ms. Vrinda Sarup, State Project Director, UP Basic Education Project. She actively contributed and commented upon development of design, formulations of research questions and draft study as well as synthesis reports. Without her active support and interest, it would have been difficult to undertake and complete this study. Thanks are also due to Dr. Verghese and Dr. S.M.I.A. Zaidi of NIEPA, New Delhi, who gave inputs and commented upon the design and framework for the study. Initial ideas were discussed with Mr. Dhir Jhingran, Deputy Secretary, DPEP Bureau, MHRD, New Delhi whose inputs helped in developing the design.

The personnel of the project at the state as well as from the sample districts deserve special thanks for their cooperation and hospitality extended to all research teams. We are grateful to members of the DPOs, DIETs, BRCs, NPRCs and VECs for proving their valuable time and insights without which the understanding would not have been complete. We are also indebted to teachers and children of the schools visited to have given their time to different study teams and responded to their queries. Dr. I.P. Sharma, the coordinator of this project at the SPO deserves special mention for coordinating with different agencies and individuals at different places with ease and efficiency. Thanks are due to Mr. D. B. Sharma and Mr. K. N. Singh for answering my endless queries and proving all desired information. We also acknowledge the support and hospitality provided by SIEMAT during our visits. The SCERT and SIE personnel also extended their cooperation. Thanks are also due to Mr. K.M. Tripathi, Additional Director, BEP, who provided support in more than one ways.

The draft report was shared with a number of high officials from education and other departments of the U.P. government. Their comments and contributions are also acknowledged.

Jyotsna Jha