

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)
SEVENTEENTH JOINT REVIEW MISSION

(22nd April – 5th May 2003)

Aide Memoire

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5. Orissa
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I Introduction

1.1 The Government of India (GOI) and the funding agencies review the District Primary Education Program (DPEP) through a Joint Review Mission (JRM) modality organized twice a year. Nominated educational specialists and other professionals are constituted into teams that visit State offices and selected districts of the States participating in DPEP.

1.2 The 17th DPEP JRM (henceforth referred to as the Mission or the JRM) was led by the World Bank and took place from April 22 to May 5, 2003. The Mission, building upon the findings of the previous two Missions, defined four main areas for exploration and observation: **(i) Interventions to achieve development objectives; (ii) Interventions to improve quality; (iii) Institutional capacity building; and (iv) Program implementation.** The Mission read recent research and study reports and other relevant documents, held consultations at the national, state and district levels, and observed classroom and other processes to arrive at conclusions on how the program is proceeding. The Terms of Reference for the Mission are detailed in Annex - II.

1.3 The Mission consisted of 18 members comprising GOI nominees and those of the various international funding agencies. The Mission, led by Prema Clarke (WB), visited eight States: S.K.S. Gautam (GOI) and Amarjeet Sinha (DFID) visited **Orissa**; (GOI) Venita Kaul (WB) and C. Chandramohan (GOI) visited **Uttar Pradesh**; Tejinder Sandhu (JNICEF) and Deepa Sankar (WB) visited **Uttaranchal**; Sudipto Mukerjee (DFID) and Eharati Baveja (GOI) visited **Rajasthan**; Geeta Gandhi Kingdon (DFID) and N.L. Jangira (WB) visited **Andhra Pradesh**; Najma Akhtar (GOI) and Sunil Batra (WB) visited **Jharkhand**; Jyotsna Jha (NL) and Sunisha Ahuja (GOI) visited **Gujarat**; S. V. S.Chaudhary (GOI) and Prema Clarke (WB) visited **Bihar**.

1.4 The DPEP, intended to facilitate the achievement of universal primary education, is in operation in 18 states in India and is now in its ninth year of functioning. Two of the projects, which have been part of JRM process thus far, are closing in June 2003. These projects are the District Primary Education Project and the Second District Primary Project. Since the Implementation Completion Reporting for these two projects will take place independently the two projects covering 11 states will no longer be part of the JRM. Thus the 17th JRM will concentrate on the remaining eight states mentioned above. The purpose of the JRM is to review progress in implementation and to ensure that the program is being implemented according to DPEP guidelines. The 17th JRM building on the findings of the previous Mission will focus on the following areas: (i) Interventions to

achieve development objectives; (ii) Interventions to improve quality; (iii) Institution capacity building, and (iv) Program implementation.

1.5 Since the last JRM a path breaking amendment to the Constitution, which ensures free and compulsory education of all children between the ages 6 to 14 received Presidential assent in December 2002. The first draft of the enabling legislation for the above Amendment and the EFA Plan of Action in the 10th Plan focusing on achieving the goal of universal elementary education are under review. The Plan intends to ensure that all children are attending school by 2003 and completing five years of schooling by 2006 with the gender gap reduced to 50 percent and increase in over all literacy to 75 percent. For the above goals the performance of the eight states in which implementation of UDPEP was reviewed by this JRM is critical.

II Interventions to Achieve Development Objectives

2.1 *Progress in providing access:* The progress made in meeting basic access requirements namely the provision of schooling facilities to children has been impressive in most DPEP states visited. This has been done both through the expansion of the formal education system and through the initiation of the Education Guarantee Scheme (EGS) and Alternative Schooling (AS) centers. Taking formal schools, EGS and AS centers together, all states except Bihar have crossed the Gross Access ratio of 90% with Andhra Pradesh, Jharkhand and Gujarat coming close to 100%. A substantial number of new formal schools have been opened in areas that fulfilled the state norms for opening new schools and states have also constructed a large number of additional classrooms. While there is progress in building additional classrooms, progress in the construction of formal schools is less evident in Bihar.

2.2 Except for Gujarat and to a lesser extent in Bihar, states have adopted the EGS scheme to address the issues of providing schooling for the hardest to reach and out of school children. There is a clear need to accelerate progress in building schools and expanding the EGS program in Bihar considering the large number of children in the age group of 6-11 years still out of school (nearly 24% in Bihar). Clearly, for this scheme to work the sustained community ownership and participation is important. While the JRM recognizes the significant contribution of EGS in improving enrollment and retention in many states, the JRM would like to encourage states that are in the process of adopting this scheme in a large way to also give thought to the continued education of children being educated in these centers.

2.3 States are introducing a variety of interventions to increase the enrollment of girls. In Uttar Pradesh, Bihar and Jharkhand the mission recognizes the significant impact that the Mahila Samakya has had on girls' enrollment. Considering the effectiveness of this program in empowering girls' participation in education and its limited reach thus far, DPEP could facilitate the expansion of this program by providing adequate facilities and facilitators. In states, which do not have MS operating, other schemes are in place to address the issue of girls' enrollment. Gujarat has provision of running exclusive girls

centers in areas where the number of out-of-school girls is 20 or more. Andhra also organizes residential courses exclusively for girls in such areas. In addition, Urdu schools are catering to the needs of girls from Muslim communities.

2.4 A good proportion of new schools, especially the EGS and AS centers started in school-less habitations, are located in SC/ST dominated habitations attracting the enrolment of students from these communities. In addition, a large number of Alternative Schools (AS) in the form of back-to-school programs of varying durations assists out-of-school children join age-specific grades in formal schools. Measures are being taken by states to increase enrollment of students from the tribal community. Apart from AS schools, the states with a substantial tribal population like Jharkhand, Gujarat, Orissa and Andhra Pradesh have developed teaching support materials/learning materials/textbooks in tribal languages/dialects. It would be useful for facilitating tribal students' belonging and interest in education to ensure teachers instructing these students are sensitive to their social and cultural history.

2.5 The mission takes note of states' interventions in the area of increasing enrollment among urban and minority students. Andhra Pradesh and Rajasthan have started a small number of mobile schools for working children in urban areas. Enrolling students from minority communities is being attended to in a few states. Uttar Pradesh for example has started AS centers in maqtabas. An additional instructor is provided to maqtabas to teach general subjects. Rajasthan has also started strengthening education offered in maqtabas by providing special training to maulvis to teach the formal school curriculum. Andhra is considering something similar. The mission encourages the expansion of efforts in this area. More states could consider developing strategies for urban deprived children and children from minority communities, as this remains some of the difficult groups to be reached in the context of universalisation.

2.6 *Measures taken to improve the retention of all students, girls, SC and ST students.* Apart from the discussion of quality in the next sections, which affects this area, three aspects can be discussed here that are crucial to the retention of students: the monitoring of student enrollment in schools at the village level, sufficient teachers in the system and relatedly appropriate teacher/pupil ratios. The monitoring of student enrollment has two aspects to it. One is the availability of data at state and district levels concerning hardest to reach students and the maintenance of information on each child at the habitation and school level. With reference to the former disaggregated data is important for planning and implementation. Presently, the level of disaggregation varies in different states and the extent to which disaggregated data is used is not clear. In order to address the needs of the most difficult to reach students it will be important to disaggregate data to the level available and to verify and validate the information collected at regular intervals.

2.7 Though states are supposed to maintain Village Education Registers or habitation level data to monitor student enrollment and retention, the extent to which this is maintained and used at the local level is limited. Given the complexities of educational opportunities for the hardest to reach children, girls, children from underprivileged social groups (SCs, STs, Minorities, etc.), disabled children, underage and overage enrolments,

as also the high incidence of repetition, up-to-date habitation level data would be a very useful monitoring and planning document for the community. In addition, to ensure that habitation level data is maintained and used, the mission would also like to suggest that this data be expanded to include students' year-to-year transition so that VECCs and schools can both monitor student movement through primary education and also project future educational needs for the community.

2.8 Schools whether formal, EGS or AS require sufficient number of teachers and classrooms to instruct students and, thereby, display progress in reaching the Development Objectives of the program. Despite having a scheme of para teachers referred to by different names in different states there is a dramatic shortage of teachers in many of the states reviewed. While vacancies in sanctioned posts might not be large, vacancies based on the acceptable Pupil Teacher Ratio (PTR) of 40:1 are considered. The additional teacher requirements are nevertheless substantial. In all states except Andhra Pradesh a large number of vacant teacher posts remain, even after the appointment of para teachers. The mission would like to commend Bihar on recently appointing over 17,000 Panchayat Shiksha Mitras (PSM), which has eased the situation of overcrowded classrooms considerably. Teacher vacancies are also high in Uttar Pradesh. The gap between the yearly demand of trained elementary schoolteachers and requirements generated by DPEP and Sarva Shiksha Abhiyan is large in most states since sufficient trained teachers are not available for recruitment. Insufficiency of teachers is directly limiting project states' ability to improve enrollment and retention. Estimation of teacher requirements based on appropriate PTRs, attrition due to retirements, additional enrolment, and the positioning of these teachers in schools in the beginning of the new academic session needs to be ensured by the states.

2.9 Non-availability of adequate number of teachers in remote and backward areas and correspondingly a large number of teachers employed in urban schools is a common issue. School based rationalization of teacher positions appears to be the only solution. With EMIS data available in all districts, it should not be difficult for states to initiate this process. In states where this procedure has begun, such as Bihar, it is critical to accelerate and complete this process as soon as possible. In some remote areas, the issue of non-availability of women teachers is cited as a reason for low girls' participation rates. The states may consider deploying at least one woman teacher in all schools especially in those areas where participation rates are low for girls.

2.10 Including children with disability in the schooling system has received adequate attention under DPEP in all states over the last year. It was made an important element of household surveys conducted in all districts. Some states like Andhra Pradesh, Gujarat, Uttar Pradesh, Jharkhand and Uttaranchal have followed it up with medical check-ups, provision of aids and appliances and the development of teacher training materials for integrated education. Bihar, Orissa and Rajasthan have plans for similar activities, which need to be implemented in a more systematic manner.

2.11 Substantial numbers of children were found to be not attending schools regularly, because of ill health in some AS and EGS center in Uttar Pradesh. Many states have a

system of annual health check ups of all students in formal schools and the same should be extended to AS/EGS centers as well. The states that do not follow any such practice could also consider starting this in order to enable regular attendance and progress of children in schools.

III Interventions to improve quality

3.1 *A holistic vision of quality and equity:* Considerable work has been done across the eight DPEP states visited on this mission on reviewing and expanding interventions related to quality. Basic elements related to quality are fairly well defined and have been extensively implemented across states. These elements include textbook renewal and timely distribution, teacher training, student evaluation, monitoring school quality and in addition the introduction of discrete interventions that may or may not be related to the critical outcomes of education: a student having a mastery of the curriculum communicated to him over five years of schooling and completing the cycle of primary education in the stipulated amount of five years. With reference to textbooks and curricula, Uttar Pradesh, Uttaranchal, Orissa and Rajasthan have undertaken a creative reorganization of the curriculum introducing the integrative approach. There is one textbook now for class one and two, and for the remaining classes science and social studies have been integrated. Jharkhand a new state has decided to procure NCFE textbooks in order to enable students having textbooks until the time the state sets up its own textbook production.

3.2 All states have made substantial efforts in the training and development of teachers. Some states have imparted several rounds of training focusing mainly on activity centered learning and TLMs. This investment in training was evident in some teachers who were clearly dedicated and well-trained, for instance in the preparation and use of TLMs. On the one hand, the use of TLMs must be recognized as a major step forward, on the other hand a factor noted universally by all teams was the weakness of teachers' classroom practice. In schools visited, students were usually exposed to mere information and not to conceptual understanding. Few 'hands on' activities by children were observed, and subjects like science and mathematics were being taught only through the 'chalk & talk' mode. Clearly there is need to move beyond that to higher order teaching-learning activities. This is the area where most effort is needed in the near future. Better teacher training in pedagogy and classroom practice is the key potentially achievable input within the project.

3.3 Subject mastery by teachers is critical for student learning but in most states the extent to which teachers are proficient in the subjects they teach are not assessed. Some states have begun subject content training such as Bihar and Jharkhand. SPOs may wish to assess more systematically teachers' mastery of subject knowledge in order to identify weak areas and provide training accordingly. Concerted emphases needs to be given to *classroom based training* and support to teachers, which is probably the most pernicious in terms of preventing the translations of the state's pedagogical vision into classroom

practice. The teachers will not only need to be provided more appropriate training but will also need greater academic support and training *within* classrooms.

3.4 States have also embarked upon several interventions to improve quality. These interventions are useful and where implemented somewhat extensively, appear to improve teaching and learning in classrooms. Jharkhand, for example has introduced the use of worksheets in EGS and new schools and Rajasthan and Gujarat are planning to introduce workbooks. Though not widely used due to lack of radios, Andhra Pradesh supports Class III, IV and V learning by a 30 minute DPEP funded radio broadcast program. Few states have introduced library hours and books, though this intervention is nascent at this stage and could be developed so as to nurture students skill and desire to read.

3.5 Most states have some form of final evaluation of students and schools. Final evaluation of the student usually takes the form of end of the year examinations, which has little impact on guiding instruction and helping teachers instruct better during the school year. In addition, end year examinations do not allow students to gauge their own performance and work accordingly. While the mission is aware that there is considerable thinking and discussion in the area of continuous and comprehensive evaluation at the state and national level, in the classrooms visited there is limited evidence of this activity. It is critical for these states to be facilitated in developing and implementing continuous and comprehensive evaluation in project schools.

3.6 As far as monitoring and grading of schools is concerned, in some states, school grading does not yet include the criterion of learning achievement of children. However, in many states (Uttar Pradesh, Uttaranchal, Bihar and Jharkhand) are attempting to implement a much more sophisticated quality monitoring of schools. In Jharkhand, for example, the grading system based on such monitoring seemed to be a positive force with teachers knowing which grade their school belonged to, and those who achieve high grades having white flags displayed on the school building. This effort at quality monitoring, though, still remains at a pilot level and data collection and analysis is slow and the extent to which they capture essential aspects of school and classroom functioning is limited. The states appear to be receiving limited technical support critically needed in this area.

3.7 *Basic learning conditions:* States have thus far clearly worked on several aspects of improving quality. However, the mission would like to note that states are insufficiently focused on achieving outcomes through these quality interventions. While the outcomes of increase in enrollments are fairly clearly enunciated, the striving for and achieving learning outcomes is not as well communicated and implemented. Furthermore, the focus on ways in which training, textbooks and the discrete interventions described above together lead to a development of students' understanding and knowledge is not common among the states. More specifically, there is no clear definition of basic and desirable learning conditions. In states where these have been conceptualised they have been defined mainly in terms of physical facilities (appropriate

classrooms, playground, boundary wall, drinking water, toilets, fans, electricity etc.) and educational facilities (text books, TLM, blackboard, stationery etc).

3.8 The mission suggests that an outline of basic learning conditions be prepared in each district based on past experience and *through a consultative process with teachers*. This could later be aggregated into a comprehensive framework at the level of the state to ensure quality outcomes for students in the system. This framework would necessarily involve expanding the definition of basic learning conditions to include processes and non-physical indicators that could be linked to (and communicate) a vision of quality. The presence of a clearly articulated vision and its dissemination to teachers, BRC/CRC coordinators, DIET staff, and VEC/school education committee members should help in focused planning, and it also simplifies the task of BRC and CRC coordinators in monitoring and supporting teachers and classes. This mission would like to emphasize the importance of communicating and helping communities comprehend the comprehensive framework for quality outcomes. An understanding of the basic learning requirements could be one of those factors that could empower and facilitate participation in improving school quality in addition to fostering accountability at this level.

3.9 Most states reported the use of TLMs and in many places classrooms were attractively decked with colorful posters and models, with children's work also displayed in some. While schools were well resourced in several states, in certain states classrooms had no shelves, cupboards or almirahs for keeping TLMs, no display boards to put up children's work, no tat-pattis or furniture for children to sit on, and no story/reference books. These inputs have a role to play in improving both child schooling participation and child learning outcomes, and also in the more all-round development of the child's personality including confidence and self esteem. Some of these physical inputs affect the tolerability/attractiveness of school for children and teachers (e.g. availability of tat-patti/furniture/fan); others influence classroom orderliness and teacher efficiency (e.g. shelves and storage space in classrooms, display boards for children's work); yet others can influence child learning directly (e.g. availability of story- and reference-books, radio broadcasts and song cassettes). Subject to DPEP guidelines, states may wish to explore the possibility of procuring some of the above items for schools and classrooms.

3.10 Transition and completion at a broader level could be considered to be indicators of quality. States have begun to do their own analysis of transition and completion. They will require technical assistance in order to analyze this data at more complex levels. In addition, making connections between transition and completion and instructional practices in classrooms will become important.

3.11 *Teachers:* Teacher management needs to be decentralized and strengthened to ensure accountability of regular teachers. In virtually every state, the SPOs said with conviction that para teachers were teaching more diligently and seriously than the regular teachers. The few studies of the relative effectiveness of para and regular teachers (for example, in West Bengal and Madhya Pradesh) suggest that para teachers are as or more effective than regular teachers in imparting learning to students, despite their relatively lower educational qualifications and lower salaries. This highlights the centrality of

teacher employment contracts that encourage *local level* accountability. Lack of commitment among regular teachers was sometimes hesitantly cited by SPOs as one of the key reasons for the poor performance of children. The accountability of teachers in the regular government school system is an issue that needs to be addressed. With regard to para teachers, while their accountability must also be ensured, the career progression and future prospects of para teachers raised by previous JRM's continues to be an important issue.

3.12 Presence of under-age children in schools, especially in Class I has been reported by many states possibly exacerbated due to the provision of the mid-day meal in schools. This adversely affects the instruction and learning of children in Class I. Under-age children include both enrolled and un-enrolled children accompanying their siblings. A distinct lack of awareness of this issue exists at all levels starting from the school to the community. This problem is exacerbated in contexts that have no anganwadi or corner Education Centers (ECE). Although most states have started a small number of ECE centers under the project, the coverage of ICDS and ECE remains limited and furthermore, made worse due to distance between these centers and the school. The review mission would like to highlight the importance of dealing with the issue of under-age children not only to prevent spurious enrollment but to also enable Class I students to master the required subject content without disturbance. A variety of strategies could be explored in this regard such as introducing more ECE centers in schools where the problem is more apparent; and the involvement of the VEC in understanding the issue and providing childcare.

3.13 *Community participation:* DPEP has encouraged formation of a range of community/stakeholder organizations like the elected School Education Committees (Andhra Pradesh, Orissa, Uttaranchal), elected Vidyalaya Shiksha Samitis (Bihar, Jharkhand), VECs at the Panchayat level (Uttar Pradesh, Uttaranchal, Gujarat, Rajasthan), Mother Teacher Associations (MTAs), Parent Teacher Associations (PTAs), Women's Monitoring Groups (in Uttar Pradesh), Bhawan Nirman Samitis (Banswara, Rajasthan), etc. These organizations have been entrusted responsibilities for school construction, use of School Improvement Grants, monitoring teacher attendance, bringing all children regularly to schools, etc. While these have been effective in improving school facilities and developing community-school partnerships, their effectiveness with regard to influencing teacher accountability and efficient educational administration system, is still weak. While these community organizations display high motivation in many states they do not have the matching authority or understanding to improve the collective responsibility for improving the outcomes of the schooling system.

3.14 Giving these community organizations the authority and responsibility to recruit and employ additional para teachers in Uttar Pradesh and Andhra Pradesh is a step in the right direction as it allows such groups to have a more effective role in adequately providing for schooling of satisfactory quality for all children. In most states VECs have been given statutory powers to monitor teacher absenteeism. For example in Bihar, all the VECs have been transformed to Vidyalaya Shiksha Samitis and have been given statutory powers over school functioning. Most significantly, teacher attendance has to be verified by the VSS officially in order for teachers to be paid. The extent to which this will be

implemented depends upon a variety of factors and whether they are facilitated in this task. The Mission recommends that concrete steps be taken to enhance the motivation and involvement of community organizations to improve the accountability of the school and its effectiveness. This is likely to improve the autonomy of schools and their accountability to local communities.

IV Institutional Capacity Building

4.1 The last JRM had highlighted the need for each State to develop a holistic vision of quality with equity, framed within the Constitutional commitment of elementary education as a fundamental right. It had identified the need for defining and meeting the basic learning conditions, provision for the diverse learning needs of all children, and development of a collective responsibility for quality and equity, as crucial elements of the holistic vision. Institutional capacity development in community organizations (PRIs, MTAs, VECs, SECs, PTAs, BNSs, WMGs, etc), decentralized educational management systems (HMs, DIs, SIs, BEEOs, DEEOs, DPOs, SPOs, Directorates of Education, etc.), and in institutions for quality and excellence through teacher development and effective assessment of pupils' progress (CRC, BRC, DIET, SCERT, SIEMAT, etc), is central to the attainment of Universal Primary Education of satisfactory quality.

4.2 The Mission takes note of the significant efforts made in all the DPEP States visited by the 17th JRM, to develop institutional capacity for quality with equity. EMIS data collated and analyzed at state and district levels provide information on the overall performance of the project. The conduct of Household and School surveys in all the States affords an opportunity for effective, context specific planning. There is greater awareness about the out of school children among the community organizations and in every State, school level information is available on these children, both gender and social category wise (not further disaggregated as mentioned above). Many states, as discussed above, are also conceptualizing and implementing a quality-monitoring tool to understand school level processes and performance. For more effective planning for achieving learning outcomes the SPOs and DPOs could explore linkages between the EMIS, Household data and the data generated during quality monitoring.

4.3 Cluster and Block Resource Centres are DPEP institutions that have grown over the years. Since these are peer group institutions for supervision and teacher development (they are filled up from among the teachers), they require a rigorous and transparent selection criteria in order to acquire legitimacy in the community of teachers. In the absence of strong DIETs, BRC/ CRC carry out a large number of teacher development functions (Jharkhand, Bihar). In States like Gujarat, while the role of CRCs are well defined, the BRC has as yet not emerged as an effective institution for quality. Uttar Pradesh, Uttaranchal, Gujarat, and Andhra Pradesh have been able to define relationships among the CRC/ Mandal, BRC, DIET set up. In States like Orissa, Bihar and Jharkhand, this is still to happen. The Mission recommends State specific action to develop a collective responsibility for quality outcomes, involving the School, CRC, BRC, and the

DIET levels. This integration with clear functions is necessary for establishing a more accountable system of teacher development that is outcome focused.

4.4 The continued neglect of DIETs in terms of staffing through a rigorous selection criteria, compromises their ability to provide academic leadership. There is evidence of their greater involvement in DPEP interventions from Orissa and Uttar Pradesh. While some DIET faculty members have played an important role in selection of motivated District and Block Resource Groups (Orissa), as an institution, it is still not adequately focused on outcomes. The Mission recommends urgent action to improve the motivation, effectiveness and selection criteria in DIETs in order that they emerge as centers of academic excellence. This is necessary to achieve the objective of universal elementary education of satisfactory quality.

4.5 While greater involvement of SCERTs in the DPEP interventions in some the states is a positive development, this relationship and the linkages with DIETs/ BRCs/ CRCs needs to be strengthened. SIEMATs have been established in Uttar Pradesh, Bihar and Orissa and are under active consideration in States like Gujarat, Uttaranchal and Jharkhand. The Mission recommends that States take decisions with regard to SIEMATs and their structure, in the context of State specific needs, with a clear outcome focus. Overall, based on the clearly evident need for technical expertise at the state level, the Mission suggests that greater attention be given to the development of state level institutions that can effectively support project activity.

V Program Implementation

5.1 *Physical targets:* The implementation period for DPEP in the nine states included in the 17th JRM ranges from 2 to 6 years. Overall 70% of civil works have been completed in the nine states reviewed by the 17th JRM. Out of a total of 19,514 school buildings to be constructed 12,514 schools have been completed; of the 31,676 additional classrooms 23,284; of the 9,627 resource centers 7025; and of the 32,624 toilets 17, 218, have already been completed. However, there is variation among states. Progress of civil works is impressive in Uttar Pradesh and Andhra Pradesh while it is slow in Bihar due mainly to the very short construction period available due to rains and floods and due to the insufficient release of funds in the beginning of the year, which is the peak construction season. Another constraint in Bihar is the difficulty in site selection and non-availability of land in time. In Rajasthan DPEP II and Gujarat expansion districts civil works have just started, but repair works are yet to start. The progress is also slow in the expansion districts of Orissa where there is shortage of project staff due to delay in appointments. The states with slow progress need to accelerate the pace of creating physical infrastructure to match the surge in enrolments due to community mobilization. Furthermore, these states also have the most children out of school and therefore civil works completion is crucial. The mission commends the commissioning of evaluation of civil construction by the Elementary Education Bureau (EEB) as a quality control mechanism and the use of lessons learnt in completing the remaining works. Eight states have already been covered and two more are to be evaluated.

5.2 *Staffing:* There are still 10-60% unfilled project posts in states, the highest being in Bihar and the expansion districts of Orissa. In Rajasthan DPEP II vacant posts have been filled recently and the pace of work has picked up. The problem is acute in Bihar and Orissa where a large number of posts in District Project Offices remain vacant. In these states where there is a shortage of staff, existing staff are also burdened with the expectation of SSA. The shortage of project staff does not only affect implementation of civil works but also overall project implementation. In several states implementation of the quality component is also adversely affected.

5.3 *Mid Term Review:* MTR for Uttar Pradesh and Uttaranchal UPDPEP III and Rajasthan II are scheduled for the next two JRMs. These states may ensure timely completion of the required studies.

5.4 *Expenditure:* There are wide variations in expenditures among states. Of the EFC cost, in Jharkhand and Bihar, which have only six months to close the expenditure is 40 percent and 36 percent respectively. It is 64 percent of the EFC approved cost in Andhra Pradesh, a project, which closes in another 11 months. Expenditure is more on schedule in Gujarat (49 percent), Orissa (23 percent) and Rajasthan (20 percent) after two years of implementation. The situation in Uttar Pradesh and Uttaranchal, on the other hand after only three years of implementation is 66 percent and 50 percent respectively. Low expenditures in several states reflect slow implementation progress. Clearly in order to not to allow savings at project closing, the pace of implementation needs to be improved in these states. These states may identify reasons for slow implementation and remove impediments. Reallocation of unspent funds across districts and activities may also be considered.

5.5 In UPDPEP III the pace of implementation has been much faster and some districts have reached a stage where they may have to close the project before the date of closing. The state authorities informed the mission that the issue has been flagged to the Elementary Education Bureau. The mission would like to suggest that the reasons for this level of expenditure be examined by GOI. Various alternatives may be examined by the state and GOI to ensure continuity of the project in the event of premature closure through allocation/reallocation of funds from appropriate sources.

5.6 *Availability of funds and fund flow:* Overall fund flows from EEB to the states have been smooth last year. GOI allocated Rs.1.20 billion in FY 2003-04 against 1.28 billion in FY 2002-03 in budget. This provision, though marginally less than the previous year, is to be seen in the context of two major multi-state projects DPEP and DPEPII closing on June 30, 2003. According to the expenditure pattern in preceding years the provision seems sufficient to meet this year's requirement. States have also provided their share in full in all states. While fund flows from GOI to the states have improved, providing sufficient funds to states that are under spending especially during periods when civil work is in progress will be crucial.

5.7 *Project extension requests:* Government of Bihar requested for extending the project for two years and Government of Andhra Pradesh (GOAP) for one year. The EEB informed that they are not aware of GOAP's request. The Mission suggests that decisions on extensions may be taken early by GOI and the funding agencies in order to enable project directors to adjust AWBPs for FY 2003-04 accordingly.

VI Recommendations:

- 6.1 In most of the states reviewed in this mission a substantial proportion of out-of-school, hard to reach students remain; in addition states continue to wrestle with the task of ensuring the retention of all students. In order for communities and institutions (i.e. the school and cluster) to understand the magnitude and seriousness of these issues it is critical that **Habitation** or **Village level data** be maintained systematically and to be consistently updated by the school and community each year. The mission urges that priority be given to the maintenance and updating of such records across the states.
- 6.2 The shift required now in states from focusing only on enrollment to ensuring five years of good quality education was outlined in the next steps of the last mission. While indications are evident that this is taking place mainly through training, and school facilities, states need to now develop a **comprehensive framework for monitoring quality**. It will be important to communicate and implement this framework across the different levels (school, parents, local level community groups, BRC/CRC, district and state) of the project.
- 6.3 **The importance of developing accountability** across different levels of the system not only for ensuring the goals for enrollment but also for adequate learning for every student especially those from the most disadvantaged communities requires attention. Collective accountability of the para and regular teacher, the CRC and BRC coordinator, district and state level officials to make certain that students can master curricular content and skill is now a pressing need for project districts.
- 6.4 **Teacher and staff vacancies:** In order to address any of the above areas it is imperative for states to provide an adequate number of teachers in classrooms especially in states such as Bihar, Jharkhand, Uttar Pradesh and Rajasthan. While official teacher vacancies may have been filled, the need for providing sufficient number of teachers to allow for appropriate pupil teacher ratios within each school is an urgent need in these states and requires attention at both state and national levels. Similarly, staffing levels in district and state offices in many states are grossly inadequate and require immediate attention.

Annex – I

ABBREVIATIONS

ABSA	Assistant Basic Shiksha Adhikari
ABT	Activity Based Teaching
ACR	Actual Completion Rate
ADI	Assistant District Inspector (of Schools)
ADPO	Additional District Project Officer
AEO	Assistant Education Officer
AIE	Alternative Innovation Education
ALS	Alternative Learning School
APPEP	Andhra Pradesh Primary Education Project
AS	Alternative Schooling
ATI	Administrative Training Institute
AV	Audio-visual
AW	Anganwadi
AWH	Anganwadi Helper
AWP&B	Annual Work Plan & Budget
AWS	Anganwadi Supervisor
AWW	Anganwadi Worker
BAG	Block Action Group
BAS	Baseline Assessment Study
BDO	Block Development Officer
BEO	Block Education Officer
BEP	Basic Education Project
BLCC	Block Level Coordination Committee
BLRC	Block Level Resource Co-ordinator
BMIS	Bihar Management Information System
BPEO	Block Primary Education officer
BRC	Block Resource Centre
BRCC	Block Resources Centre Co-ordinator
BRCF	Block Resource Centre Functionary
BRG	Block Resource Group
BSA	Basic Resource Group
BSPP	Bihar Shiksha Pariyojna Parishad
BSTBPC	Bihar State Text Book Publishing Corporation
BTC	Basic Training Centre
CAC	Cluster Academic Co-ordinator
CAG	Cluster Action Group
CB	Capacity Building
CBO	Community Based Organisation
CBTs	Computer Based Tutorials
CC	Continuous Comprehensive Assessment
CDI	Child Data Indicator
CEM	Centre For Education Management
CEO	Chief Executive Officer
CLRC	Cluster Level Resource Centre
CLRG	Cluster Level Resource Group
CRCC	Cluster Resource Centre Co-ordinator
CRCF	Cluster Resource Centre Functionaries

CR4	Completion Rate in 4 Years of Primary Education
CR5	Completion Rate in 5 Years of Primary Education
CRF	Completion Rate in five Years
CRG	Cluster Resource Group
CTE	College for Teacher Education
DAG	District Action Group
DDO	District Development Officer
DEEO	District Elementary Education Officer
DEO	Distance Education Officer
DEP	Distance Education Programme
DFID	Department for International Development
DI	District Inspector
DIET	District Institute of Education and Training
DIS	District Inspector of School
DISE	District Information System for Education
DLO	District Level Officer
DLRG	District Level Resource Group
DOT	Design of Training
DPC	District Project Co-ordinator
DPEP	District Primary Education Programme
DPEO	District Primary Education Officer
DPI	Directorate of Public Instruction
DPO	District Project Office
DPSC	District Primary School Council
DPU	District Project Unit
DRG	District Resource Group
DRU	District Resource Unit
DSERT	Department of State Education Research Technology
DTERT	Department of Teacher Education Research and Training
EC	European Commission
ECCE	Early Child Care and Education
ECE	Early Child Education
ECR	Ever Completion Rate
EE	Elementary Education
EEB	Elementary Education Bureau
EFC	Education Finance Committee
EGS	Education Guarantee Scheme
EMIS	Education Management Information System
EMIT	Education Management and Training
ET	Education Technology
EVS	Environmental Studies
FAS	Final Assessment Study
FMIS	Financial Management Information System
FMS	Financial Management System
GCERT	Gujarat Council of Education Research and Training
GER	Gross Enrolment Rate
GIEMAT	Gujarat Institution of Education Management and Training
GIS	Geographic Information System
GOAP	Government of Andhra Pradesh
GOA	Government of Assam
GOB	Government of Bihar

GOG	Government of Gujarat
GOI	Government of India
GOJ	Government of Jharkhand
GOR	Government of Rajasthan
GOUP	Government of Uttar Pradesh
GOWB	Government of West Bengal
GP	Gram Panchayat
GPS	Gram Panchayat Samiti
GTBB	Gujarat Text Book Board
GVVK	Girijana Vidya Vikasa Kendram
ICDS	Integrated Child Development Scheme
IDA	International Development Agency
IDP	Institutional Development Plan
IED	Integrated Education for the Disabled
IEDC	Integrated Education for the Disabled Children
IGE	Index of Gender Equity
IGNOU	Indira Gandhi National Open University
IIE	Indian Institute of Education
IIM	Indian Institute of Management
INSET	In-service Teacher Training
IPMIS	Integrated Project Management Information System
IRM	Integrated Project Monitoring System
IRE	Internal Review Mission
JRM	Index of Social Equity
JRY	Joint Review Mission
KRP	Jawahar Rozgar Yojana
KH	Key Resource Person
LJP	Listening Handicapped
LP	Lok Jumbish Project
LSA	Lower Primary
LSS	Lok Sampark Abhiyan
MAS	Lower Secondary Scholarship
MBC	Mid-term Assessment Survey
MCDA	Most Backward Castes
MD	Model Cluster Development Approach
MEO	Managing Director
MGLC's	Multi Grade Learning Centres
MGT	Multi-Grade Teaching
MH	Mentally Handicapped
MHRD	Ministry of Human Resources Development
MIEPA	Maharashtra Instituted of Educational Planning and Management
MIS	Management Information System
MLL	Minimum Levels of Learning
MLT	Multi Level Teaching
MPSP	Maharashtra Prathmik Shiksha Parishad
MRC's	Mandal Resources Centres
MRG	Mandal Resource Group
MRP	Mandal Resource Person
MS	Mahila Samakhya
MSA	Mahila Shiksha Abhiyan

MSCERT	Maharashtra State Council of Educational Research and Training
MSP	Mahila Samakhya Project
MT	Master Trainer
MTA	Mother Teacher Association
NCB	National Competitive Bidding
NCERT	National Council of Educational Research and Training
NCLP	National Child Labour Project
NCTE	National Council of Teacher Education
NER	Net Enrolment Rate
NFE	Non-Formal Education
NGO	Non Government Organization
NIC	National Informatics Centre
NIEPA	National Institute of Educational Planning and Administration
NPRC	Nyaya Panchayat Resource Centre
NPS	New Primary School
NSDART	National Society for Development Administration Research and Training
NSSO	National Sample Survey Organisation
OBC	Other Backward Castes
OPEPA	Crissa Primary Education Project Authority
PEC	Panchayat Education Committee
PEEP	Panchayat level Elementary Education Plan
PIP	Project Implementation Plan
PMIS	Project Management Information System
PMU	Programme Monitoring Unit
PRA	Participatory Rural Assessment
PRD	Panchayati Raj Department
PRDD	Panchayati Raj and Rural Development Department
PRI	Panchayati Raj Instruction
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
PTTI	Primary Teacher Training Institute
PWD	Public Works Department
QMT	Quality Management Team
RCI	Rehabilitation Council of India
RCPE	Rajasthan Council of Primary Education
RES	Research and Evaluation Studies
RGSP	Rajiv Gandhi Swaran Jayanti Pathshala
RGSM	Rajiv Gandhi Shiksha Mission
RPM	Reflection-cum-Planning Meetings
RSTB	Rajasthan State Textbooks Board
RT	Resource Teacher
SAG	State Action Group
SAMIS	Student Attendance Management Information System
SARG	State Academic Resource Group
SC	Scheduled Castes
SCERT	State Council of Educational Research and Training
SCR	Student Classroom Ration
SDI	School Deputy Inspector
SDMC	School Development and Monitoring Committee
SEC	School Education Committee
SEEM	State Elementary Education Mission

SEMIS	State Education Management Information System
SI	School Inspector
SIC	
SIEMAT	State Institute of Educational Management and Training
SIERT	State Institute of Education Research and Training
SIET	State Institute of Education Technology
SIM	Self Instructional Material
SIS	Sub Inspector of School
SISE	State Institute of Science Education
SKP	Shiksha Karmi Programme
SLIP	School Based Learning Improvement Programme
SLM	Self Learning Materials
SLO	State Level Officer
SM	Shiksha Mitra
SMART-PT	State-wide Massive Training for Primary Teachers
SMC	School Management Committee
SPD	State Project Director
SPIU	State Project Implementation Unit
SPO	State Project Office
SRG	State Resource Group
SRY	Swayam Rojgar Yojna
SSA	Sarva Shiksha Abhiyan
SSG	School Support Group
SSK	Swayam Shiksha Kendra/Karmasuchi
SSR	School Student Ratio
ST	Scheduled Tribe
STR	School Teacher Ratio
TAS	Terminal Assessment Survey
TBC	Text Book Corporation
TC	Teacher Centre
TLM	Teaching & Learning Material
TLP	Total Learning Package
TSG	Technical Support Group
TSR	Teacher Student Ratio
UEE	Universal Elementary Education
UP	Upper Primary
UPBEP	Uttar Pradesh Basic Education Project
UPE	Universal Primary Education
VCC	Village Core Committee
VCWC	Village Civil Work Committee
VEC	Village Educational Committee
VER	Village Educational Register
VLC	Village Level Committee
VNS	Village Nirman Committee
VRP	Voluntary Resource Person
VS	Vidhya Shayak
VV	Vidhya Volunteer
WB	World Bank
WBBPE	West Bengal Board of Primary Education
WEC	Ward Education Committee

INDIA

DISTRICT PRIMARY EDUCATION PROGRAMME

Seventeenth Joint Review Mission
(April 22-May 5, 2003)

Terms of Reference

Introduction

The District Primary Education Program (DPEP) was designed to assist in achieving Universal Elementary Education (UEE) outlined in the revised National Policy on Education 1986 (as updated in 1992) and the Program of Action, 1992. The objectives of the DPEP program, which is to be replicable, sustainable and cost-effective are:

- (i) *to reduce differences in enrolment, dropout and learning achievement among gender and social groups to less than 5%*
- (ii) *to reduce overall primary dropout rates for all students to less than 10%*
- (iii) *to raise average achievement levels by at least 25% over measured baseline levels and ensuring achievement of basic literacy and numeracy competencies and a minimum of 40% achievement levels in other competencies, by all primary school children*
- (iv) *to provide, according to national norms, access for all children, to primary education classes (I-V), i.e. primary schooling wherever possible, or its equivalent non-formal education*
- (iv) *to strengthen the capacity of national, state and district institutions and organizations in relation to planning, management and evaluation of primary education.*

DPEP started in November 1994 focusing on decentralized management, improved service delivery and system-wide reform. At the national level the National Elementary Education Bureau oversees the program. State Implementation Societies and District Project Offices are responsible for implementing the program at state and district levels respectively. DPEP is monitored twice a year by a Joint Review Mission (JRM), which has been led, in rotation, by the Government of India (GOI), the World Bank (WB), the European Commission (EC) and the UK Department For International Development (DFID). The purpose of the JRM is to review progress in implementation and to ensure that the program is being implemented according to DPEP guidelines.

Since the closing date for the first and second DPEP projects implemented in about 130 districts in 11 states is June 30, 2003, these two projects will not be supervised

during 17th JRM. The implementation performance of the remaining DPEP projects in Andhra Pradesh, Uttar Pradesh, Uttaranchal, Rajasthan, Orissa, Bihar, Jharkhand and Gujarat will be assessed during the 17th JRM.

Mission Objectives

The 17th JRM building on the findings of the previous Mission will focus on the following areas: (i) Interventions to achieve development objectives; (ii) Intervention to improve quality; (iii) Institutional capacity building; and (iv) Program implementation. The distinctive contexts and stage of implementation will be considered when reviewing the program being implemented in the different states. The review will be based on documents provided to the mission, national consultations and state visits.

1. Interventions to achieve development objectives

- Assess progress made in meeting the basic access requirements for students in districts and states.
- Assess measures taken by states to encourage students from SC and ST backgrounds to enroll in school.
- Assess measures taken by states to encourage female students to attend school.
- Assess status of early childhood, IED, AS, bridge courses and the expansion of the EGS programs to reach children at-risk because of child labor, or migration or remote location.

2. Interventions to improve quality

- Assess the extent to which states and districts have developed a holistic vision of quality and equity and the extent to which inservice training and classroom practice promotes this vision.
- Are states and districts defining the basic learning pre-requisites for classrooms and students and assess the extent these conditions are being met.
- Assess the status and capacity building of para teachers in project districts.
- Assess strategies adopted by states to improve community participation in education
- Assess the extent to which states are collecting and using data on completion rates.

3. *Institutional capacity building*

- Assess the information monitoring systems in place and the extent to which household surveys are being incorporated into the planning process.
- Assess role and status of SCERTs, SIEMATs and DIETs;
- Assess the capacity building of BRC and CRC personnel; Also how are the roles and responsibilities of the SCERT, SIEMAT and DIETs linked to the work of the BRC and CRCs.
- Assess the extent to which, institutionally, the two important aspects of DPEP are being addressed --quality improvement and equity. Are there specific manifestations of this at different levels since the last JRM.
- Assess the research capacities in the state and the extent to which evaluation and research are being used as a tool to improve implementation.

4. *Program Implementation*

- Examine the physical and financial progress made and the extent to which progress is being measured against project outputs (objectives of the particular input) and outcomes (project objectives).
- In the new districts assess whether project management structures are set up with adequate personnel.
- Assess fund flows from GOI to the states and the status of state share releases

Preparation

Funding agencies and the EE bureau agree on the Mission framework; objectives of the Mission outlined in the TOR; and states and districts to be visited during the 17th JRM.

The mission TOR, the states and districts to be visited are shared by GOI with the states and districts.

Relevant documents are provided by the EE Bureau to the members of the JRM.

Mission Tasks

Individual state teams will be responsible for the state reports, which will be annexed to the Aide Memoire.

The team will be responsible for highlighting and summarizing state reports for the Aide Memoire.

A core team with representatives from the different agencies will draft the Aide Memoire to be discussed first at the pre-wrap up meeting and presented at the final wrap-up.

States to be visited

Since Rajasthan DPEP is rated "unsatisfactory" and undergoing Midterm Review, a full team will visit the state from April 4-14 to appraise progress and the state's proposal for restructuring. A separate detailed TOR will be developed and agreed to this effect. The states to be visited are Andhra Pradesh, Uttar Pradesh, Uttaranchal, Orissa, Bihar, Rajasthan, Jharkhand and Gujarat. Each team will comprise of two people.

Mission Composition

The Mission will consist of 16 members, (8 teams of 2 members each). The composition of the team will be: GOI- 6, WB-5, DFID-3, UNICEF-1, and Netherlands-1.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAM
SEVENTEENTH JOINT REVIEW MISSION

Andhra Pradesh State Report
(April 22 – 28, 2003)

1. Introduction

1.1 A Mission team comprising Geeta Kingdon (DFID) and N. K. Jangira (WB) visited Andhra Pradesh from April 23 – 28, 2003 to review implementation progress with focus on (i) interventions to achieve development objectives; (ii) interventions to improve quality; (iii) institutional capacity building; and (iv) Program Implementation.

1.2 At the state level the Mission team held intensive discussions with secretary education, commissioner education, the state project director and her team, and assistant project officers from 23 districts that were not visited by the team who shared innovative interventions piloted in their respective districts. The Team also visited the district of Vishakapatnam where project implementation and related issues were discussed with the district collector, assistant project officer and other district level officers involved in DPEP implementation. The mission team could not observe schools in action since summer vacations were brought forward due to drought. However, the team did meet some children and interacted with members of school education committees, panchayats education committee members, Parent Teacher Association representatives, women's groups, parents, teachers, mandal resource persons, mandal education officers, DIET faculty and community members. The team also had the opportunity to interact with a group of girls undergoing a bridge course for eventual mainstreaming in schools. A final wrap-up meeting was held with the state project director and her team of professionals.

1.3 The Mission team wishes to thank all state and district level officers and other stakeholders for meaningful interaction and the sharing of frank opinions on different aspects of project implementation, and the warm hospitality extended throughout the visit.

1.4 The Sixteenth JRM recommended additional learning materials for student with learning difficulties, revisiting objectives and modalities of teacher centers, gender disaggregation within social groups, an analysis of the characteristics of class 5 completers and non-completers, development of plans for especially targeting tribal communities in order to increase their participation in primary education and revisiting role of the gender coordinators. Additional material for children with learning difficulties has been prepared for classes 2-5 and will be used from the new academic session from June 2003. Teacher Centre roles have been oriented towards stimulating teacher reflection, inter school collaboration and providing teachers in-school support using revised tools for monitoring and supporting efforts to improve retention, attendance, completion and student learning. The secretaries and assistant secretaries are being

oriented to perform revised role. Gender disaggregated data for social groups has been generated, but a study of the characteristics of completers and non-completers of primary schooling has yet to be initiated. The Mission suggests that such an analysis would be quite helpful in designing strategies for improving retention and completion rates. During the Visakhapatnam visit the Team was informed about the convergence of inputs from different tribal development schemes to further tribal children's participation and learning. Language books in tribal languages have been created in 8 districts. The mission feels that special training of non-tribal teachers could be helpful in tuning teaching to the cultural context of tribal children. Motivating such teachers to learn to deal with tribal children in a culturally sensitive manner is a challenge to be addressed by the SPO. Continuous monitoring of teacher behavior in the context of tribal culture and supervisory support is considered critical. The Mission noted progress on all recommendations of the Sixteenth JRM and this will have to be sustained for further improving the outcomes.

2. Interventions to achieve development objectives

2.1 *Access:* The state has made very significant strides towards ensuring access for all children to primary schooling or its equivalent. Of 72009 habitations, 65894 habitations now have a regular primary school within one kilometre radius and there are 5556 alternative or integrated schools. Thus, 71450 habitations have access to primary education, implying 99% coverage. This compares with the availability of primary schooling in only 69% of habitations at the start of the project in 1995-96.

2.2 In the 5-15 age group enrolment is a very encouraging 96.4%. This represents clear progress of 10 percentage points over the baseline year. It would be useful if net enrolment rates could also be provided. Given near universal enrolment, it is natural that the project focus has shifted to monitoring drop-out, retention and primary school completion. While drop-out rates in classes 1 to 5 have seen good progress (they have fallen by 15 percentage points, from 51% to 36%), they are still high in relation to the project goal of less than 10% drop out rate. Cohort studies show low completion rates: of all children enrolled in class I in 1995-96, only 31% completed class V. Out of school children are concentrated among tribals, girls (specially from minority communities) and in urban slums.

2.3 The SPO has made major efforts to identify all out-of-school children through the 'social audits' which take place in every habitation twice a year under the *Janm Bhoomi* programme and through inspection of household data (under the Multi-Purpose Household Survey, MPHS). Through these, a habitation-wise list of the names of out-of-school children is available. However, there is poor correspondence between data from EMIS/DISE, social audit and MPHS data for a variety of reasons. The SPO has started a process to reconcile data from various sources in Chittoor district. The SPO's efforts to reconcile data from different sources will help credible estimates and effective targeting of out of school children.

2.4 Identification of out of school children is the first step in the strategy to enrol all children. For non-enrolled children, efforts are then made to provide alternative schools with Vidya Volunteers if the child is in a school-less habitation of more than 10 children or Integrated schools (pre-primary and primary) in habitations where there are less than 10 school age children, or instruction through 'Mobile Schools' (on a specially equipped bus). For dropped out children and child laborers aged 9 or more, efforts are made to enrol the child in a residential or non-residential bridge course (or in a National Child Labour School funded by Labour Ministry) which provides intensive fast-track coverage to enable the child to join mainstream school again. 1,68,000 children were studying in bridge courses. The SPO may find it useful to know how effective the bridge courses have been in mainstreaming children and what the drop-out rate is among bridge course returnees.

2.5 Children with special educational needs (SEN) were identified in a door-to-door survey and validated in February 2002. This showed that there were 46,441 children aged 5-15 with physical and mental disabilities. As government primary schools were closed for summer holidays prematurely due to drought conditions in the state, we did not come across a school with any disabled child. However, the SPO's inclusion strategy here has been assessment camps, supply of aids and appliances, provision of ramps in schools to facilitate movement of physically handicapped children and training of one Resource Teacher per mandal for 45 days on education of disabled children. The focus of including children with disability is to be on their education and learning and interaction with other children. It will be useful if teacher student interaction in classroom is encouraged through observation and feedback by MRPs.

2.6 Early Childhood Education provided by ECE centres is supplemented with partial financial support of upgraded anganwadi centres running under the ICDS. 5133 ECE centres were converted into anganwadis during 2002-3 for sustainability after the project is over. It will be interesting to find out the relative effectiveness of anganwadis and ECE centres attached to primary schools in influencing education indicators like enrolment, attendance, retention and learning.

2.7 One major intervention in the 2002-3 year has been the introduction of the cooked mid day meal as from January 2003 in all primary schools. It is thought that this incentive has increased child participation in schooling to a great extent and will also potentially have a positive impact on child learning outcomes in due course.

2.8 *Equity:* Although gender disparity in school access and achievement was never too high in Andhra, further progress has been made during the project. The gender gap in school enrolment fell from 8.5% in 1997-8 to 5% in 2001-2. Similarly, the gender disparity in drop-out rates has remained nominal, or has even favoured girls: it was nil in 1996 and minus 2 percentage points (i.e. favoured girls) in 2001. Similarly, there is no gender difference in primary school completion rates. This outcome seems to have been achieved through a range of strategies to encourage school participation of the girl child including Balika Sadhikarita Sudassu festival and a number of other initiatives. Girls from minority community have been identified as the most difficult to enrol in schools

after tribal children. The existing strategies for enrolling and retaining them will need to be supplemented with special new strategies for achieving the goal of universal primary education.

2.9 While gender disparities have been falling, it appears that inter-caste disparities in some educational outcomes have been rising. The inter-caste gap in language and maths achievement levels has remained small and virtually unchanged between the baseline and midterm assessments. While the gap in the retention rate between ST children and 'ALL' children fell sharply from 24 to 15 percentage points between 1997 and 2001, the gap in *drop-out* rate between ST and 'ALL' children *rose* from 23 to 28 percentage points between 1996 and 2001. It is not clear why retention and drop-out show divergent trends since one is roughly the opposite of the other. It would be useful to give the definitions used for retention and drop-out. In order to see the gaps in educational participation between different social groups more clearly, it would be useful in future to disaggregate the 'ALL' children category into each one of its four major components (SC, ST, backward caste, and general caste) to present figures separately for children in each one of these social groups, rather than only for SC, ST and ALL. Clearly the drop-out rate difference between ST and general caste children will be greater than 23 and 28 percentage points (the difference between ST and 'ALL' in 1996 and 2001 respectively).

2.10 The equity concern in relation to the low participation of scheduled tribe (ST) children was noted in the previous JRM and the state has taken a number of steps to address this issue, in particular the provision of bridge courses. The Tribal coordinator at the SPO visited 59 tribal villages to interact with community members and working out strategies for ensuring special efforts to be made by teachers. Bilingual material has been developed in tribal dialects in 8 districts.

3. Interventions to improve quality

3.1 The low achievement levels suggest that school quality is an issue that needs attention. The state is taking a number of initiatives to improve quality. Firstly, it has begun grading schools into three categories A, B, and C based on performance in terms of enrolment and retention rates (the SPO will shortly be incorporating achievement levels in these grading exercises). Interactions revealed that MRPs believed that such grading will help to identify the weaker schools and thus help to target quality interventions towards them. The SPO may like to examine whether grading schools is the best way to improve school effectiveness. Some school heads in Visakhapatnam expressed concern about exploitation of this authority by the MRPs. The purpose is to monitor quality and providing systematic feedback and support for school improvement which can be done even without formally grading schools.

3.2 Teacher training is an important plank of the DPEP strategy to improve teaching practice and learning rates in the classroom. DIET staff in Visakhapatnam felt that the main reason for limited transfer of training to classroom practice was 'transmission loss', i.e. the fact that while they imparted good training to the MRPs, the latter were not

effectively transmitting that training to the teachers in schools and in MRCs. The SPO informed the Mission team that one level of the cascade training has been reduced. The training to be organized during this summer will be provided by the District Resource Group directly, with the help of State Resource Persons to be followed up by the MRPs who will also be trained to perform their revised role. This is a positive step. It would be good if it were possible to move towards providing training to teachers in the classroom itself. The SPO will be providing a DVD player to each MRC in order to facilitate training.

3.3 During interaction with stakeholders, the issue of lack of teachers' subject mastery came out prominently as one potential reason for low student achievement levels. Subject mastery by teacher is critical to student learning. The SPO may plan a program to assess teacher mastery of subjects they teach. This should be helpful in identifying teachers that require upgrading of skills/knowledge.

3.4 In our interactions with teachers and parents in the Visakhapatnam district, teachers associated low achievement with children's irregular attendance at school; lack of parental help with homework; indifferent and illiterate parents; poverty and consequent need for child labour; multi-grade teaching and the burden of non-teaching duties. However, parents said that children did invariably attend school. Academic studies on Indian data show that school drop-out and school achievement outcomes are influenced by both demand factors (parental poverty, illiteracy, and/or indifference) and supply-side factors (school and teacher quality). Supply-side factors are usually more policy amenable in the short term than demand-side factors. It would be useful if the state could commission a quantitative analysis of the demand and supply side factors that inhibit children's schooling participation and lower child learning achievement levels. It may also be useful for the SPO to know the time use of teachers within school to discover the loss of teaching time because of non-teaching work.

3.5 There was evidence that diverse schemes are in operation to address quality issues. These include mobile science labs, science museum, school complexes where teachers in all habitations within a village gather together to discuss quality issues; teachers researching issues of school quality (416 studies were undertaken by teachers on topics such as the relationship between pupil achievement on the one hand and teacher pupil ratios, alternative versus regular schools, ECE centres and bridge courses on the other).

3.6 The teachers' and MRPs' assessment of basic learning pre-requisites were modest. For example, while none of the schools visited by the Team in Visakhapatnam had story books or furniture (or even tat-pattis) for children, these were not mentioned as learning pre-requisites. As the state moves towards a focus on quality schooling, it is desirable to provide schools with certain other facilities to improve their learning environment, such as some means of sitting down (which avoids sitting on the bare floor), shelves in classrooms for holding TLMs, slates and stationery, and display boards for the display of children's work. Since the curriculum of classes III, IV and V is being supported by a 30 minute DPEP-funded radio broadcast by All India Radio every school

day in the state, the provision of a radio-cum-tape-recorder (together with electricity connection) would enable schools to take advantage of the radio broadcasts, and also of the 6 cassettes of children's songs. These should enable the playing of educative songs that also enhance the enjoyability of school for the primary age children. In some of the schools visited, school education committee parent-members and teachers said that if a fan was provided to the classrooms, they would pay for the running costs i.e. for the electricity bill. Finally, ECE centers can benefit from one-off provision of play materials such as see-saws and slides. Expenditure on these child-oriented inputs will help to increase teachers' and pupils' self-esteem and learning conditions as well as helping the utilisation of unspent monies. In the context of learning pre-requisites, it is useful to mention that school grants were released to only 47,318 schools out of the 77,000 primary schools in the state. The Mission team suggests that grants for the remaining schools be also released early.

3.7 Community participation in the local school has been strong in the state. For instance, during the social audit exercises once every six months, the whole community enumerates the out-of-school children. The community is also involved through membership of the School Education Committees. Community participation is helped because the state government of AP and its Chief Minister are themselves committed to promoting basic education, providing an enabling environment. Various state agencies (social welfare department, labour department, ICDS, etc) are aware that the government is behind the promotion of primary schooling and this facilitates their working together with the education department.

4. Institutional capacity building

4.1 The impact of community mobilization on school enrolment, identification of out of school children and taking responsibility for bringing children to schools was clearly visible. School Education Committees are actively involved in the task of identifying un-enrolled and drop out children, counselling parents for sending children to schools regularly and working with teachers to improve school facilities. Community contribution of Rs 28 crores in Vidya Nidhi indicates their concern for education of their children. This effort seems to be the outcome of orientation of SEC members in education for all efforts. Their involvement in initiatives to improve the quality of education needs to be further increased. The term of these committees is to end in July this year. New committees will be formed. New members will have to be oriented to the task of primary education and skills to be meaningfully involved in school improvement. The SPO informed that improvement of retention classroom transition rates, completion rates and student learning will be the focus of orientation and training. It is a gigantic task to train about 250,000 new members to meet the challenge of improving education quality. It will require additional allocation to this item of expenditure under this category.

4.2 The Mission team noted the efforts to monitor progress of schools on indicators of access and environment of learning through visits by the MRPs and teacher centre/school

complex meetings. However interaction with MRPs and teachers revealed that skill of MRPs to work with teachers to improve classroom practices and student learning need to be further improved. The secretary education and the SPD informed the mission that the format for monitoring and tools for providing systematic feedback to teachers and designers of teacher training are being developed. The state and district resource groups are being strengthened to acquire and provide practice-oriented skills to school heads and teachers. In order to reduce transmission loss in training at the mandal level one level has been reduced. The district resource group trained by the state resource group reinforced by state resource group professional will provide training to teachers. The MRCs are to be equipped with videos of documented good practices in project schools and school libraries will form the training packages. These centres are being equipped to use non-print materials to supplement print modules. Library books are also to be procured.

4.3 With increased involvement of DIETs in building capacity of MRCs and school complexes/clusters and facilitating action research by teachers as an instrument of analysis and reflection on practices influencing student learning, the DIET faculty need high quality training. The mission team suggests identification of institutions and persons within or outside the state for arranging their training. Staffing of DIETs in the light of their redefined role also needs to be addressed.

4.4 The SCERT is involved in education quality program and activities, especially curriculum and textbook renewal, development of materials for continuous evaluation of students, training of key persons, etc. It has been decided that SIEMT will be developed from SSA resources. Till then other institutions will be utilized for training staff in planning and management.

4.5 There is evidence of strong links established with a large number of NGOs and corporate houses within the program. The NGOs/firms prominently involved in supporting educational initiatives include Nandi Foundation, the Rotary Club, Azim Premji, Aga Khan Educational Service, and Reddy Labs, among others.

4.6 Strong and committed leadership of the senior managers in the SPO and Education Department is showing improvement in the pace and quality of project implementation. Staff stability is considered as critical for building capacity and continued success of the project.

5. Program implementation

5.1 Against the project cost of Rs 726 crores for DPEP component of APERP, expenditure to date has been Rs 466 crores (64%). The project is scheduled to close in March 2004. The SPD informed the Mission that GOAP has requested for extension of the DPEP component for one year. The reasons for the large unspent balance given by the SPO are: (a) continued severe drought conditions for three years and two cyclonic cycles that slowed implementation in several districts; (b) special focus on creating access (building schools, additional classrooms; alternative schools, etc..) in order to cope with the fast increasing enrolment in the first two years; (c) the focus on mobilization of

the community and teachers to increase access, including equipping MRCs and small school complexes/clusters; and (d) piloting of quality interventions for scaling up in order to ensure cost efficiency. With access and enrolment issues substantially addressed the State wishes now to focus on quality (retention, class transition, completion and student learning levels) single-mindedly. The SPO has prepared a two-year plan in anticipation of the requested project extension to be appraised by GOI. This plan envisages re-allocation within and across category. If the project is extended for another year, 90-95% of the unspent balance could be used on essential inputs for enhancing quality. In the event of project closing in March 2004, utilization may at best reach 80-85%, limiting scaling-up and consolidation of the quality component. The Department of Elementary Education and Literacy informed the mission that they are not aware of the extension request from the State. The Mission suggests that GOI appraisal for reallocation and AWBP for 2003-04 be undertaken early. Accelerated implementation pace will have to be supported by ensuring flow of sufficient timely funds.

5.2 The mission team noted that one third of the districts have reached an expenditure levels on quality subcomponent which make them eligible for the enhanced civil works that have already been completed. It was suggested that disbursement claims for civil works in these districts may be submitted and this practice may be continued for other districts as well.

5.3 The state share has been paid in full to date. The Team was informed that sufficient provision has been made by GOAP for the current year.

5.4 The SPO has identified three districts with relatively slow implementation progress for closer monitoring and supervision. This is a step in right direction. However, the mission team noted that 27 posts (19%) in DPEP I districts and 36(11%) in DPEP II are vacant. Some of these vacant posts are in the four slow performing districts. These posts may be filled in order to ensure sufficient staff in district project offices for timely completion of activities.

6. Next steps

- Strengthened efforts to improve the educational participation of tribal children and girls (especially from minority communities) and children in urban slums, by developing additional strategies for these groups. (Action SPO by July 31, 2003).
- Make extensive and sustained use of prominent educational experts from within and outside the state for building the capacities of DIET staff and other trainers in order to strengthen classroom practice of teachers. (Action SPO)
- In order to improve the learning environment of the children, it is suggested that child-oriented facilities such as furniture/tat patties, library books, display

boards, shelves in classrooms, radio-cum-tape recorder and cassettes, electricity connection and fans could be provided to schools. (Action SPO)

- Studies that could usefully be undertaken to buttress efforts to improve quality are:
 - a study of the demand and supply factors that determine child school attendance and primary school completion in AP. (b) a study of teacher proficiency in and mastery of the subject matter contained in the primary syllabus. (Action SPO)

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
SEVENTEENTH JOINT REVIEW MISSION

BIHAR STATE REPORT
(April 22-28, 2003)

1. Introduction

1.1 The seventeenth Joint Review Mission (JRM), consisting of S.V.S. Chaudhary (GOI) and Prema Clarke (WB) visited Bihar from 23rd to the 28th April 2003 to assess progress made in implementing the Bihar District Primary Education Project (DPEP III) since the sixteenth JRM carried out in November 2002. The team visited Dharbanga district. Discussions were held with the District Magistrate and project team in the district. The team also visited Block Resource Centers (BRCs), Cluster Resource Centers (CRCs), schools and classrooms, pre-schools, *Mahila Samakhya* components, and Vidyalay Shiksha Samitis (VSS) or Village Education Committees. At Patna the team interacted with the Development Commissioner, State Education Secretary, the State Level Office (SLO), and district teams from Munger and Sitamarhi. Visits were made to State Council of Educational Research and Training (SCERT), State Institutes for Education Management, Administration and Training (SIEMAT), and Bihar State Textbook Publishing Corporation (BSTBPC).

1.2 The mission thanks the SLO and the District Level Office (DLOs) for the efforts made in providing up to date and detailed documentation of the project to inform the JRM. The mission thanks the teams from Dharbanga, for their candidness and hospitality. The team also thanks State, District and Block officials, teachers, VSS members, members of the Mahila Samakhya (MS) and the children for their co-operation, courtesy and participation in the mission.

1.3 Two interim missions have visited the state after the last JRM to assess the appointment and training of para teachers. The findings of both missions have indicated that the state has fulfilled its intentions of employing para teachers to a large extent. The project is scheduled to close in September 2003. A request for an extension of the project for two years has been received. Without an extension, this would be the last time this project is supervised. An extension of the project will be considered over the next few months. The mission's experiences and discussions with project officials indicate that, if the improvements over the last two years are sustained, this project is poised towards significantly meeting its development objectives. A number of extra-project events, which have adversely effected project implementation are showing signs of settling down, allowing project activities to resume with more rigor and commitment. Decentralization and the staff appointments according to reservation policies could be identified as two such events.

1.4 The project staff has addressed most of the issues identified in the Sixteenth JRM. The next steps that have been dealt with include the filling up of teacher vacancies, and a re-estimation of expenditure requirements for a possible extension, and developing a reorganization plan for SIEMAT. The study on enrollment has been commissioned could be completed by the next JRM hand. The study on the sustainability is to be undertaken.

2. Interventions to achieve development objectives

2.1 For the first time positive trends in the progress toward development objectives are reported. Provisional Disc data for 2002-03 indicates a substantial increase (about 20 percent) in enrollments over the last year. This increase is mainly attributed by the project staff to the enrollment drives *Namankan Pakhwara* conducted in September 2002 and January 2003 in addition to the compilation of village plans. Village Education Plans or *Gram Shiksha Yojna* are being developed with a focus on bringing out-of-school students to school. Better implementation of the civil works component has facilitated enrollment. 62 new schools and 194 additional classrooms have been opened over the last six months in addition to 240 toilets and 140 water pumps. The mission suggests that project staff confirm these large increases and explore further, reasons for this improvement.

2.2 The Mahila Samakya (MS) has played a significant role in improving girls' participation in the DPEP districts in Bihar. Below six year olds and adolescent girls have been targeted in the MS program raising general awareness of the importance of girls' education. Girls who have not been part of the formal education system are provided education through a variety of schemes. The MS operate the Jagjagi centers for adolescent girls, which are also performing well. Gender coordinators in each district motivate parents to send their girls to school. With reference to SC and ST students, household surveys, which have earlier identified the out of school children especially from SC and ST communities were targeted during the enrollment drives. The Centers opened by the MS also caters largely to SC and ST background students. While there is no study done the representation of parents of students from disadvantaged backgrounds on the VSS could be facilitating enrollment of SC and ST students.

2.3 About 24 percent of the students are out of school. The Alternative Schools are expanding in project districts. 1354 *Apna Vidyalayas* for girls between 6-11, 1621 *Angana Vidyalayas* for girls above nine years old are in operation. The number of EGS schools continues to be low in Bihar, 107 schools have been established so far. The established of *Lok Shishan Samitis* (comparable to VECs) is one reason for the slowing down of the establishment of EGS centers. The project intends to expand the provision of EGS and for this purpose un-served habitations have been identified. An important component of the EGS program, which has contributed to its success in other States could be explored in Bihar namely the encouragement of communities to decide whether they want an EGS and to facilitate the process of acquisition by communities. The review mission would like to emphasize the importance for project staff to focus on the rapid expansion of this component so as to reach all out of school children. 41 new ECE

centers were set up making the total 806 over the project period catering to about 44000 children, of which 11904 have been mainstreamed. A study was conducted on the performance of ECE children in primary schools compared to the performance of students who had not been through an ECE program. In language the ECE group performed 16 percentage points higher than the non ECE group and in mathematics about 15 percentage points. About 9000 children from the 753 Baljagjagi centers operated for preschool children are by the MS have been mainstreamed. Overall about a lakh of students have been addressed through AS centers in the project districts. For the first time the House Hold Survey has collected detailed information on students with disabilities and are planning interventions for students with different types of disabilities.

2.3 The mission suggests that the project explore ways to limit the attendance of underage students in Grade I. There appears to be two categories of underage children. Those underage that are enrolled and those that are much smaller and are just accompanying their siblings to the classroom. It was also apparent that the latter group did not accompany siblings except in Class I. The mission observes that Class I students were finding it very difficult to concentrate and teachers to teach mainly because of this large number of small children in the class. Establishing ECE centers is one strategy already being implemented by project staff to address this issue. In addition, the participation of the VSS in this endeavor could help provide alternative childcare and thus facilitate learning for Class I students.

3. Interventions to improve quality

3.1 The focus on enrollment appears to dominate the vision of staff across levels of the project and rightly so. The interventions necessary to increase enrollments (identification, enrollment drives, school facilities etc) appear to be fairly clearly enunciated by project staff and school level personnel. However, the vision and measure for enabling progress toward increasing retention and learning appears to be less clear. On the one hand, training provided to teachers, VSS members, master trainers and so on are highlighted, on the other hand, a vision of the outcomes of the training by BRC and CRC coordinators and teachers and ways to ensure these outcomes of training are implemented in classrooms is not as apparent. Again, interaction with teachers and VSS members conveys a vision in which physical infrastructure predominates and elements essential for student learning are rarely highlighted. The vision for quality education was more clearly enunciated in the MS program. The mission takes note of the remedial programs being offered through the MS program to increase student learning and suggests that possibilities for introducing remedial training across project districts be explored. The expansion of MS is emphasized by the Mission.

3.2 Visits to classrooms reiterated the limited vision of quality of education provided to students. While students appeared to possess textbooks (distributed for the first time in the project at the beginning of the school year), systematic written work and teachers' feedback on student work was not evident. The mission commends the focus on the evaluation of student learning by project and district level staff. End year examination results are also maintained in the schools visited. Notwithstanding, the monitoring of

student learning and the teachers maintenance of individual student profiles of performance are not visible in classrooms. Conversations with project staff and teachers indicated the automatic promotion of student if they just appeared for the examination at the end of the school year. This process of automatic promotion and the absence of records maintained on student learning during the school year suggest that students are proceeding to the next grade without mastering the content prescribed for the previous grade. The mission would like to emphasize the importance of the following basic characteristics of functioning classrooms and schools apart from textbooks, notebooks and writing instruments: teacher attendance for a minimum number of days in the school year (teachers at a CRC center suggested it be 180 days); instructing students for a minimum of four hours each day; systematic feedback on student individual work; maintenance of records of student learning.

3.3 The Government Order issued in June 2002 for the hiring of 43000 para teachers or *Panchayat Shiksha Mitra* (PSM) was enacted in November 2002. The minimum qualifications for the PSM is secondary education (Class 10) with 45 percent marks and they are paid Rs. 1500 a month. The interim missions conducted by the Bank confirmed the hiring of 12341 teachers. A further 4517 teachers have been hired in the last month bringing the total to over 17000. According to official records teacher vacancies are 16926, which indicates that all official vacancies are filled. The state intends to fill the remaining PSM positions in the next few months. Project staff conveyed to the mission that the sanctioned posts had not been revised for a number of years and therefore did not sufficiently address the high Pupil Teacher Ratios (PTRs) in classrooms. The state will first embark on the rationalization exercise of teacher positions to be completed in the next few months and then explore the possibility of hiring more teachers in order to reduce PTRs. Training of PSMs is proceeding slowly in project districts. It will be important to monitor the funds are transferred to Panchayats for PSM teachers' so that they can be paid in a timely manner.

3.4 The Bihar State Panchayat Raj Act has entrusted the responsibility to supervise and managing elementary education to the Gram Panhayats. This act instituted the formation of the Village Shiksha Smitis (VSS) instead of Village Education Committees. About 24009 VSS have been reconstituted and have now started functioning. The VSS has fifteen members. Nine parents and three others are elected by the Gram Sabha and another two are nominated by the Panchayat. The school principal is an ex-officio member of the VSS. VSS are involved in preparing village education plans, collecting household data, supervising schools, engaging PSMs, distributing mid-day meals, identification of land for civil works and so on. Teachers' salaries are to be drawn based on VSS verification of teacher attendance. The project intends to provide training for all VSS during the coming year. The mission suggests that project assist VSS in the verification of teacher attendance and also explore the use of NGOs to vitalize VSS groups and to help formulate and implement a vision for elementary education.

3.5 The mission was provided details on completion and transition rates. Overall the completion rate has increased from 29 percent to 39 percent from the base year of 1997. Similarly grade transition rates from Class I to IV has increased from 40 percent to 51

percent. A cohort study is being conducted by SIEMAT in two districts to analyze the completion rate of children. The dropout rates continue to be very high in many districts. Clearly, if the project is able to improve school quality at the classroom level it is likely that the dropout would decrease.

4. Institutional capacity building

4.1 The project has indeed enabled the focus and collection of good quality data on key educational indicators in Bihar. EMIS data collected each year and is now being compared to data collected through the Household Survey conducted in 2001 at the state and district levels. There is a serious shortage of staff that can deal with large data sets and analysis. In spite of this the mission was provided with some interesting data by district staff on private school enrollment, transition and completion. Thus, in addition to computing gender and social equity levels, district level personnel are attempting to analyze and comprehend trends and patterns in the data. Clearly, state and district project officials have internalized the importance of data on the development indicators and to some extent are aware of ways to analyze data. The current level of functioning need to be further developed with additional staff. The mission was concerned that SAMIS for monitoring attendance developed by the state is not being used in the state, justifiably due to the magnitude of the requirements of data collection and analysis. The mission strongly recommends that the project simplify this instrument using consultants with an expertise in software development and use it for sample checks across project districts at regular intervals. Overall, it will be critical to develop data collection and analysis capacities at the various levels to become much more sophisticated at this task. It will also be important to develop connections between the databases for example, the connections between alternative schools, the EMIS and the information on quality in order to understand whether all children are in school and learning in all districts.

4.2 The SCERT in DPEP, throughout the project has been plagued with insufficient and unskilled staff. Apart from providing some training and preparation of course materials for the project this institution does not provide the project with the required technical advice and support. Unless this institution is integrally transformed it is unlikely that this will change in the near future. The role of SIEMAT in DPEP appears to be much more positive. The mission was appraised of the various interesting projects that the few staff employed were working on. It would be essential to strengthen this unit and to appoint staff skilled and experienced in research. Since Dharbanga did not have a DIET the mission did not visit a DIET. According to the information provided by project staff about 7-9 lecturers have been appointed in each DIET by the state government and are being trained. The way in which these personnel will support the project is yet to be seen.

4.3 The mission interacted extensively with BRC and CRC personnel during the district visit. The BRC coordinator is also the Block Education Officer (BEO). Training and meetings are taking place well on schedule and personnel at the Block and Cluster level appear to be performing tasks assigned to them. While there was considerable

enthusiasm and motivation expressed by the coordinators and during the meetings of teachers at the CRC level, the lack of impact in classrooms described above suggests that the framework in which the BRC and CRC operate needs rethinking specifically with regards to implementing the outcomes of training. The institutional location and the effectiveness of the BRC/BEO require attention. Both at the block and cluster level the accountability and systematic monitoring of the project needs to be improved.

4.4 It will be critical at this juncture and useful for the project to avail the services of technical specialists in the field to understand how these two institutions –the BRCs and CRCs-- can be reformed so as to ensure change at the classroom level and increase in learning for the individual child. The mission suggests that the intense focus on TLM be reduced and an increased attention be given to the basic elements of a functioning schools and classrooms. These elements include as mentioned earlier and reiterated again a basic number of working days, working hours, working blackboards, sufficient textbooks and notebooks, classroom management, maintenance of individual student profiles, homework for the higher grades, and consistent feedback to students. Within this revised framework, it will also be important for BRCs and CRCs to be provided clear performance expectations in addition to necessary support including technical and infrastructure aspects.

4.5 Monitoring of quality has begun in DPEP on a small scale and the mission commends the project for initiating such an effort. In this effort schools are being graded based on a set of criteria related to school management, classroom processes and school facilities. Again, though, the capacities and skills to fine-tune the instruments and to analyze the data are limited. The understanding of this task and its implications for project monitoring and implementation is also limited and would need to be developed. The role of the VSS in monitoring quality has immense potential, which would need to be developed. Most importantly, the VSS' legal sanction to verify teacher attendance could be implemented. In addition, to verifying teacher attendance, it will be useful to communicate to the VSS members the basic elements of functioning schools and classrooms and to elicit their support in monitoring these aspects.

4.6 With the limited capacity available within DPEP, the mission is appreciative of the amount of work that has been done so far. Furthermore, there is evidence of the use of the information generated by these studies. Due to the absence of sufficient staff, the project could explore further out sourcing of good research studies. Furthermore, in order to deepen project implementation and impact at the point, it will critical for DPEP to involve research institutions and individuals within the state and outside the state in trying to understand aspects of the project at a more complex level. Clearly, due to lack of staff it will be difficult for DPEP staff to commission and monitor such studies and perhaps, the SIEMATS could be used for this purpose for identifying and commissioning worthwhile studies on DPEP.

Program Implementation

The pace of project implementation has been sustained since the last JRM. In 10 districts the project targets for BRC, CRC, additional classrooms, have been met. However, the targets set for new school buildings, toilets and drinking water facilities have not been met. Project staff responsible for civil works reported that slow school construction was due to major difficulties in acquiring land for construction and floods. In addition, the provision of toilets and drinking water facilities through convergence was another reason identified for the non-completion of the provision of these facilities. While the mission commends the use of convergence funds, completing work sanctioned under DPEP could allow more schools to receive toilets and drinking water. It will be important to complete all civil works as soon as possible. The mission suggests the continuation of teacher grants for constructing TLMs. Visits to classroom indicate that on the one hand some teachers are not using this grant appropriately and that on the other hand teachers are often not providing utilization certificates (indicating problems with its use) and thus limiting further expenditure on this item.

5.2 Expenditure over the project period is given below. Considering expenditure as a percentage of the funds released by GOI, expenditure in the project has been high, which indicates serious problems with GOI fund releases to the project. GOI conveyed to the mission that delay in GOI releases were also due to low expenditure. When expenditure as a percentage of AWPB is concerned the levels are very low. Two problems could be identified. The AWPB projections are unrealistic or the low staffing levels across districts could be effecting project implementation. It is likely that all these issues together effecting low project expenditure -- unrealistic budgeting, insufficient fund transfers from GOI and insufficient skilled staff to implement project components.

Expenditure over the project period (in lakhs)

Year	AWPB	Resources available*	Expenditure	% expenditure against GOI fund released	% expenditure against AWPBs
97-98	3198.00	3198	358.03	10%	11%
98-99	10235.75	4248.74	4765.50	105%	47%
99-00	16376.51	6592.02	5566.30	115%	34%
00-01	13666.19	4367.87	4448.51	161%	33%
01-02	11962.65	6394.45	6072.00	111%	51%
02-03	13249.32	5578.45	4766.41	101%	36%

*includes GOI, GOB and UNICEF

5.3 The project has received counterpart funds due from the State until March 31, 2003. The legal agreements including Jharkhand in the project has been signed by GOB. The plan for a possible two-year extension of the project was given to the mission. The improved performance of the project and the hiring of PSM teachers indicate the usefulness of extending the project for two more years. While the mission supports the additional or revised project interventions discussed in the plan such as full time cluster

For the coordinators and VSS training etc, the budget suggests that there could be some project savings. The mission suggests that this budget is revisited and does not exceed much more than annual project expenditure over the project period. The expenditure predicted for the next six months before project closing also appears to be high (about Rs. 60 crores). In order to ensure the construction of new schools is according to what is budgeted, at least in the first year of the extension, it would be useful to acquire land first before the item is included in the budget.

4.3 Next Steps

1. Conceptualize a plan that focuses on the roles and responsibilities of the full-time CRC coordinator, the BEO and the two resource persons to be hired for full-time work at the BRC level to ensure improvement in school quality.
2. Based on the above plan, experimentation on a pilot basis, strategies to ensure the minimum requirements for quality education.
3. Broadening the study on Grade I enrollment to include documentation of enrollment data and the presence and effect of underage students in classrooms.
4. Revise project budgets for possible project extension so that expenditures are not much higher than annual expenditure during the project period. In addition, the plan could include projections for achieving development objectives at the end of two years.
5. To ensure land availability for new schools to be constructed and complete school construction during the first year if extension is granted.
6. The revision of the SAMIS software to be more realistic and appropriate.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)
SEVENTEENTH JOINT REVIEW MISSION

Gujarat State Report
(April 22 – 28, 2003)

1. Introduction

1.1 The 17th JRM was represented in Gujarat by Jyotsna Jha (Netherlands Embassy) and Sunisha Ahuja (Government of India). As per the agreed Terms of Reference of the Mission there were four focal areas (i) Interventions to achieve development objectives (ii) Interventions to improve quality (iii) Institutional capacity building and (iv) Programme implementation.

1.2 The JRM team held detailed discussions with the State level DPEP officials, GCERT faculties and Text Board officials before their district visit. This JRM is focused towards implementation of DPEP IV in Gujarat and the team visited Kutch district between 23-26 April 2003. Kutch is one of the three DPEP IV districts being supported by the Netherlands government. It is the largest district in terms of area in the state (one of the largest in the country) covering vast marshy lands. It was also the worst affected district during the earthquake in 2001. The Mission visited 8 schools, 2 CRCs, 3 BRCs and the DIET. During the BRC visits the Mission held detailed discussions with all the CRC coordinators of those BRC's. During the school visits the Mission interacted with VEC / PTA/MTA/ Parent Council members. Separate discussions were held with the teachers during all school visits. Since the examinations were going on the classes were not being held in any of the schools. Hence the Mission could not observe any classroom transaction. On its return from the district, the Mission also had the advantage of presentations made by teams from three other DPEP IV districts (Surendranagar, Sabarkantha and Bhavnagar).

1.3 The Mission acknowledges the assistance and generous hospitality extended by the State and the District team of Kutch. The team had detailed discussion with Mr. Varesh Sinha, Education Secretary, GOG and it helped in developing a better understanding of the government's approach towards primary education in the state. The team benefited from the discussions held with Mr. J.P. Gupta the SPD, who accompanied the Mission during its districts visit. Extensive co-operation was received from Mr. Pallas, DPEO Kutch and his team, DIET faculties, BRC and CRC co-ordinators teachers, children and community representatives.

2. Action taken on the last JRM's Recommendations

2.1 The state provided an Action Taken Report on the recommendations of the last JRM. Discussions were also held on the issues raised by the last JRM with state and district level functionaries. Almost all the suggestions made by the last JRM are part of

the Terms of Reference for the present JRM and hence are being discussed in detail in the relevant sections. The last JRM had suggested widening of the agenda from universal enrolment to include regular attendance and universal retention, especially in context of children coming from disadvantaged situations. Available evidences indicate that the state is giving more importance to regularity in attendance and these are being discussed in detail in section 3. In response to the JRM's suggestion of defining basic and desirable learning conditions, the state has taken some initiative but there is need for further work which is being explained in section 4. The JRM had also mentioned the need for a well-thought-out vision of an active classroom in a manner that use of books, TLM, etc. are to achieve that vision and not an end in itself. The observations on this aspect are elaborated in section 4. The issue of strengthening reflective practices at all levels and a focus on disaggregated analysis is being discussed in sections 1 and 5.

3. Interventions to Achieve Development Objectives

3.1 *Access Related Facilities:* The state's situation in terms of meeting basic access requirements is quite impressive. Almost all villages and habitations that qualify the norm for opening of a formal school have primary school and the few remaining ones are now being covered under DPEP. Almost all schools except those that have been recently opened have pucca buildings and adequate space to accommodate all children. All DPEP IV districts, especially the three being supported through external funding (Kutch, Surendranagar and Sabarknatha), suffered extensively during the earthquake but reconstruction activities undertaken on a massive scale have helped to compensate this loss in most cases. The visit to Kutch district suggested that almost all school buildings have already been reconstructed/repared.

3.2 The state has an overall PTR (Pupil Teacher Ratio) of 1: 41 and the majority of DPEP districts have similar PTRs. The districts that have sparsely populated habitations have lower PTRs (For instance, Sabarknatha, a tribal majority district, has a TPR close to 1: 30 only). However, some districts also have higher PTRs (For instance, Bhavnagar, a state government funded DPEP district, has a PTR of 1:46) and that needs to be corrected. A substantial number of teachers' posts are vacant in all districts and once these positions are filled, the PTR will not remain an issue. Till the time all positions are filled (see section 3 for measures taken), another related issue also deserves attention. The number of vacant posts is higher in remote areas as teachers do not volunteer to go there in the process of counseling through which the placements are made. It may be worthwhile to find some solution to this issue till all posts are filled. One way could be to temporarily freeze some of the posts in schools where the PTRs are very low and open these only when posts in interior areas are filled. It may be mentioned that one major reason for the comfortable PTR situation in the state is the fact that they consider grades I to VII as a complete primary school and only about one-fourth of the primary schools in the state consist only four grades from I to IV.

3.3 In this context, it also deserves a mention that teachers were often found to be living in remote rural areas and not commuting from distant places. This is mainly due to the fact that teachers are recruited as Vidya Sahayaks in Gujarat and are regularised only

after a few years of service on vacancy of regular positions. In some cases, they face difficulty in getting accommodation and the state government has started a scheme of building complexes of teachers' quarters in remote habitations where teachers from neighbouring villages could stay together. In Kutch, Some NGOs have built teachers' quarters as part of their earthquake rehabilitation work and the presence of a number of men and women teachers in the remote area has had a positive impact on people's interest in education.

3.4 Non-availability of women teachers in remote areas, especially in places populated by Muslims or other social groups who have traditionally not been sending their girls to schools, acts as a deterrent in sending girls to schools. The issue deserves attention and the state may think of appropriate measures in terms of having at least one woman teacher in every primary school.

3.5 *Strategies to enhance school enrolment and attendance (especially of girls, SC and ST community children):* The state has adopted multiple strategies for enhancing participation of girls and children coming from socially or economically disadvantaged backgrounds. All these interventions have been tried in DPEP II districts.

- a. Alternative Schooling (AS- Back to School) centres. Opening AS centre in areas where 5 or more children are out of school is one of the most critical strategies. The number of students in an AS centre can go only up to 20 and a new centre is opened if the number exceeds 20. Students are mainstreamed after completion of age specific grades. AS centres are opened only for girls if the number is close to 20 and the community demands exclusive centres. These centres are run by women Bal-mitras. Out of about 7000 children currently enrolled in AS centres in DPEP IV districts, nearly 56% are girls. District visit and discussions with the remaining district teams suggest that majority of AS centres are located in remote habitations populated by tribal, Muslim and certain OBC communities (Koli, Rabari, Darbar, etc.) where girls' schooling participation rates are significantly low. In DPEP II districts 18 AS centres located in access-less habitations were converted into formal schools and the same could happen in DPEP IV districts also if the need arises.
- b. Community specific Sammelans/ Campaigns. There are many specific communities (such as Vadi, Jagatia, Koi, etc.) belonging to different caste groups such as Rajput (upper caste), OBCs, SC or ST who have traditionally not been sending their children, especially girls, to schools. Specific campaigns and sammelans are being organised for these communities in Sabarkantha and Surendranagar. The rationale is to involve community leaders in the process and influence the community through them. In addition, specific campaigns such as Maa-beti sammelan, etc. are organised in low female literacy blocks and clusters.

- c. Involvement of Community bodies. Three community based bodies, Mother-teacher Association (MTA), Parent-Teacher Association (PTA) and Parents Council (PC) exist for every school in the DPEP districts. While MTA has only women members, PTA has only men members. PC has been formed especially for integrating children with disabilities with representation of their parents. MTA and PTA members are not necessarily parents of currently enrolled children. In addition, Village Education Committee (VEC) exists at revenue village/gram panchayat level. An encouraging development between the last and present JRM is that VECs and VCWC (Village Civil Works Committee) have now been made statutory bodies.

In addition to regular VEC training, women sarpanches and women panchayat members are being given separate training in every DPEP district. The focus in this training is more on their role in increasing girls' participation unlike general training where the responsibility relating to use of school development grant receives more emphasis.

Interactions with MTA/PTA and VEC members in different villages during the district visit indicated that MTAs and PTAs have been formed separately mainly to ensure that both men and women participate, and there is no difference in their roles. MTA, PTA and VEC appeared to be collectively responsible for ensuring universal enrolment and attendance. A shift from focus on enrolment alone to enrolment plus regular attendance was visible in the field. However, it appears that wherever teachers, especially the head teacher took more interest and organised personal as well as mass meetings in the village rather than in the school premises, the results were more encouraging. Involvement of women panchayat members and sarpanches seem to have generated positive results. Nonetheless the level of enthusiasm and interest shown by these bodies is not uniform.

- d. Change in vacation timings. Seasonal migration of children along with their parents for cotton cultivation and sugarcane cutting is very common in certain areas of Gujarat including a number of DPEP IV districts. The period of migration is usually from November to March. Bhavnagar district has initiated a change in summer vacation period and classes are to be continued during May and June in two schools on an experimental basis. In case the results are encouraging, the initiative could be extended to other schools as well. There is already a demand for the change in the school calendar from 22 more schools. Bridge courses were conducted at several places in DPEP II districts to help these children make up for the lost learning time and then continue in school. This intervention has not yet been started in DPEP IV districts. The districts also propose to introduce Migration cards to facilitate children's admission in place of migration. It was suggested to them that they could also try self-learning materials for children.

- e. Early Childhood Education (ECE). All DPEP IV districts have proposed opening of ECE centres in those areas that are not covered by Anganwadi. However, the department of Women and Child Welfare has expressed an inclination to open their centres and in that case the project would not open ECE centres. The state is trying to move all anganwadi centres in school premises and a good proportion are already located in the same premise as primary school. Anganwadi centres provide list of children to be admitted from their centres to school and help in maintaining continuum. In view of the fact that majority of out of school girls in the three externally funded DPEP IV districts are primarily not in school because of household work and sibling care (as per household survey data), the ECE deserves much greater attention. The State is considering developing comprehensive policy on pre-school education as it is also critical for improving retention rates in primary schools.
- f. Incentive schemes. Apart from cooked midday meal and free textbooks for all children, the state has several specific schemes for girls. Free uniforms are provided to tribal, SC and OBC girls from respective departments/directorates. Recently the state government has started a scheme called Vidya Lakshmi, under which every girl being enrolled in primary school in blocks with less than 20% female literacy district gets a bond for Rs.1000.00 from the government. This bond is given to parents once the girl completes her primary school. The response to this scheme has been very positive and many districts succeeded in generating substantial extra resources through community contribution which was used to extend the scheme to those areas where female literacy rates are above 20%.

3.6 In addition to the above, the state has taken certain school and school system related measures that have implications for participation of girls and SC/ST children. These are being discussed in the next section on quality related interventions. It is obvious that the state has initiated numbers of measures to encourage participation of girls as well children facing other disadvantages in school both under DPEP and as part of state policies. More intense activities have been organized at the community level in pockets with lowest female literacy, referred to as the Focus Areas Approach. This often naturally means going to areas that inhabited by tribal, Muslim, SC, OBC and selected other groups.

3.7 A perusal of school attendance registers and discussions with teachers and community representative bodies suggested that in majority of places there existed some 'most difficult to reach' children who remain either non-enrolled or have dropped out after coming for some period. Specific interventions such as change in vacation timings or alternative schools are applicable in cases where the problem is general (e.g., whole village migrates or majority of people do not send their girls) but not in cases where the problem is confined to only few children (few families migrate, few children engaged in home or outside work activities). Community bodies also usually have no representation from such families. The Mission would like to reiterate its suggestion of developing

monitoring indicators of school functioning in a manner that these are pegged to schooling participation of most difficult groups and providing this as challenge to all schools/community bodies. In general, the level of community participation is high in terms of contributions made to school infrastructure in Gujarat and it is likely that they would respond positively if given a definite agenda of bringing most difficult children into the fold of schooling. The objective of universalisation exists currently but it does not provide clear focus. More effective use of available information would also help in this respect and this aspect is discussed in section 5.

4. Interventions to Improve Quality

4.1 *Holistic vision of quality and equity:* The State has defined its goals in terms of education for all children. While NERs are now around 93% and more, the focus is on universal retention and regular attendance of children. The state has initiated a number of interventions keeping the issues of quality and equity as focal points. The districts reported developing teaching learning material like flash cards and glossaries in local dialects like Kutchii in the Kutch district. Training programs for teachers to transact and communicate in Kutchii in classes I and II have been organized. An audio-cassette with children's songs in Kutchii has been developed at the DIET. Surendranagar district has organized gender sensitization workshops with teachers' as the participation of girls is a challenge in the district. The district also has pockets with very low female literacy rates.

4.2 The mission members did get to see a large variety of teaching learning material at the school level, including materials developed by teachers and those purchased from the school grant. The teaching material was made out of durable material and a large number of these were for children to use. This effort to move away from 'demonstration' TLMs to 'usable' TLMs is appreciated. The schools were also found to be well stocked with children and teachers' magazines and books. However, interactions with the teachers revealed that these books and magazines were not optimally used and had scope for use in classroom transactions. Since the schools have access to a variety of material in form of libraries, creative activities need to be developed at the school level for children, at the CRC level for the teachers and at the Block level for the CRC coordinators to make best use of the available resources.

4.3 The Textbook Board has recently translated all teacher edition textbooks up to classes III in all those languages that are used as mediums of instruction in the state. These teachers editions have detailed instructions for use of textbooks in the classrooms and act as teacher guides as well as teacher training modules. This is a welcome step and would facilitate improvement in transaction for all children, especially those who belong to linguistic minorities. The state has introduced English as a subject in class 5. Training programs are being organized by the DIET faculty. The teachers are being provided with support material in the form of audio cassettes.

The state has recently launched a Reading project at class III level in schools. The project is aimed towards encouraging reading among children followed by discussions with other children and the teacher. A study has been undertaken to assess the impact of the project.

The scope for including main features of the project within the usual classroom activities of transacting the curriculum could be explored so that it does not remain a separate project in isolation.

4.4 While there are several initiatives and activities launched in order to improve the quality of education at the classroom level, discussions with the teachers revealed that steps need to be undertaken at the CRC, BRC and DIET level to build perspective and further strengthen reflective capacity of the teachers on various issues. These aspects relate to classroom transaction, reflection and review of activities implemented, discussions on learners' evaluation tools and processes, all with specific reference to children coming from more difficult backgrounds. Such interventions would prevent processes from becoming mechanized and routinised.

4.5 The districts have also identified children with disabilities, those with 40% or less will be included into the formal schooling system. A four - day training on providing a supportive environment to the child in the classroom and school has been organized for teachers at the CRC level. Those children identified with higher degree of disability will be supported through the Government of India's IEDC scheme. Since the state has taken this programme to scale, it may now consider next steps of including learning disabilities in the process of identification and taking suitable measures for addressing them in the classroom.

4.6 AS centres are being run by local teachers (minimum 10th pass) known as Bal Mitras with the help of activity/lesson cards developed on the basis of formal school textbooks. Since the Centres are new, it was difficult to assess the quality of transaction. However, some of the inputs given to formal school teachers are needed in AS centers also. For instance, the issue of orientation to Kutchi dialect is valid for AS teachers in Kutch.

4.7 *Basic learning pre-requisites for classrooms and students:* In response to the last JRM's recommendations, Gujarat has recently defined Basic Learning Conditions. However these have been defined only in terms of educational (text books, TLM, library books, blackboard, stationery, sports material) and physical facilities (appropriate classrooms, head masters room, playground, compound wall, drinking water and toilets, electricity in the schools). It is proposed that all these facilities should be available in all schools. These do not include any indicator on teachers' availability and classroom processes. It seems that these indicators have not been developed through a consultative process and hence have these lacunae. Since the overall focus of the state is on universal retention and regular attendance of children in school, the state may consider including issues like PTR, actual number of learning days in a year, effective use of teaching learning material by teachers and children, creative use of library books and other material, community support received, etc.

4.8 Despite limitations, the fact that these basic learning conditions have been communicated to the VEC members, is already showing results. A 22 point checklist has been included in the VEC training module based on which the VEC is expected to

prepare a school improvement plan. The school improvement plans have been developed in villages where micro-planning has been completed. It was evident during the visit that efforts are being made by the program to ensure these basic learning conditions.

4.9 As mentioned in Section I, the availability and conditions of school buildings is fairly satisfactory in the state. The number of building-less schools is very small. This will be addressed through the Civil works component of the district plans. The state provides free textbooks to all children. The mission was informed that the textbooks for the next session due to begin in June 2003 have already reached the schools. The State has now proposed to provide workbooks to all children in primary classes throughout the state.

4.10 *Status and capacity building of Vidya sahayaks:* The GoG has the policy of appointing pre-trained teachers initially on a consolidated salary of Rs. 2500.00 per month, known as Vidya Sahayaks. These teachers have the same qualifications as regular teachers and as and when there are vacancies arising due to retirement of regular teachers, these teachers are regularized. The policy has now been in practice for more than five years. The parameters of the scheme have been well thought out and it is perhaps one of the most progressive scheme on teachers appointments and regularizing them in the country today. Vidya Sahayaks cannot be transferred till they are regularized and this results in Vidya Sahayaks staying in the village of their appointment. This has resulted in regularity of teachers and teacher's absenteeism becoming negligible. Almost 25 – 35 % teachers in a district are Vidya Sahayks.

4.11 The state still has a shortfall of teachers, as all persons who had undergone PTC training at DIET's, in the state have been absorbed. A number of measures are being taken to address this shortfall. One is increasing the number of new colleges recognized to implement the PTC training, around 75 new colleges have been given recognition for this purpose. Discussions are on with IGNOU for 100 seats in the Bachelors in Education Programme. With these efforts the state will have an additional 1500 teachers available for recruitment. This year the state will be able to recruit 6000 teachers against a shortfall of 18,000 teachers.

4.12 The GCERT had revised the teacher training curriculum in 1998. The minimum educational qualifications for those appearing for the PTC admission test was raised from class 10 to class 12 and the minimum pass percentage for a student to apply to the course was also raised from 33% to 50%.

4.13 The pre-service training program for the Vidya Sahayaks has incorporated training on the aspects of computer literacy, community mobilization, formation and working with the different village and school level committees. Students in the PTC program are placed in villages with lowest female literacy rates as part of the pre-service training. Currently this placement is for 10 days but a proposal to extend this period to 4 months is being discussed at the state level. It is a welcome step as it would increase opportunity for real life experiences. These four months could be divided into two phases

of two months each allowing enough preparatory and follow up desk activities and discussions.

4.14 *Vidya sahayaks:* are treated at par with regular teachers once they are recruited. *Vidya Sahayaks* undergo a 5- day orientation and content based training soon after they join a school. The training program orients them to DPEP as well as use of teachers' handbook. Vidya Sahayaks also attend meetings at the CRC along with other teachers. The state in its recruitment policy of appointing CRC's has provided opportunity to Vidya Sahayaks to be appointed as CRC co-ordinators. The policy is of appointing persons on the basis of merit and this has resulted in a large number (almost to the tune of 50%) of CRC coordinators being Vidya Sahayaks.

4.15 *Strategies adopted to improve community participation in education:* The focus of the capacity building activities for community bodies has been on helping them to perform their responsibilities towards ensuring access and regular attendance of all children effectively. The community members have also been involved in identifying areas where AS and ECE interventions are required. In some of the villages community members are actively participating in providing furniture, computers other materials to schools. In one of the schools we also saw items like mikes and tape-recorders donated by students from the outgoing batch of grade 7. The state government has a policy of providing matching number of computers to a school. If the community provides one computer to a school, the government also provides one. It has generated a lot of response and we could see a number of schools having received computers from community.

4.16 It was evident during school visits that the committee members have also started to take interest in issues like shortage of teachers especially women teachers if any at a school. The VEC, PTA and MTA members also discussed issues of irregularity of students at school apart from use of the school grant. Some members also mentioned that they monitor teachers attendance and do not hesitate to point out to teachers if they were regularly found to be coming late to school. However the involvement of the committee members in addressing issues of equity in the classroom, transaction in the classroom, use of innovative methods and resources both inside as well as outside the classroom are yet to come on the agenda of their regular meetings.

4.17 The VEC members reported that the participation of women members in the VEC meetings was low in high female illiteracy areas. This was largely due to socio -- cultural context of the communities. Since the VEC now has statutory powers it is important that ways are found through which women's participation on a regular basis is ensured. Some of the schools reported that they had started calling the PTA and the MTA meeting along with the VEC meeting so that the women members are more in number and feel comfortable in attending.

4.18 *Collecting and using data on completion rates:* The state uses crude retention rates (number of children in grade V in year n as against the number of children enrolled in grade I in n-5 year) as completion rates. Since DPEP IV is being implemented only for

the last three years, the EMIS data are available only for the last two years. The state office did share data on transition rates from one grade to the other for the three districts. The data are disaggregated by gender and it could be further disaggregated for different social groups and gender groups within social groups. A close analysis of transition rates will enable identification of those specific classes in which children are stagnating or dropping out. This will help in planning strategies for support to children which may be specific to a class or a particular group of children.

5. Institutional Capacity Building

5.1 *Information Monitoring Systems and Use of Information in Planning Processes:* Educational Management Information System (EMIS) is operational in all DPEP IV districts. It covers all government, aided and private schools and hence provides a complete picture. The annual data being generated are used to gauge changes in enrolment rates and school facilities. These information, especially those relating to physical facilities, are used for planning construction and other related interventions. However, no evidence was visible regarding disaggregated analysis of enrolment related information to understand positions of most disadvantaged groups such as girls within different social groups.

5.2 Household surveys were conducted in all villages in all districts as part of SSA planning process. Information generated through household surveys have been processed to provide gender wise out of school children and a bifurcation of never-enrolled and drop-outs among them. In addition, the number and enrolment position of children with disability have also been generated. The information on the number of out of school children is being used to plan for alternative schools and those on disability for forming Parents' Council and other related interventions. The focus on girls' enrolment is in tune with the fact that their proportion is much higher among all out of school, and the most important reason for remaining out of school turns out to be household work in all three externally funded DPEP IV districts. However, additional information relating to caste/social group have not been processed and hence data cannot be analysed to understand the schooling position for different groups. No evidence was visible regarding any effort to find the correspondence between household and EMIS data and act upon that.

5.3 As part of the micro planning process at the time of household surveys, village mapping exercises were conducted and School Improvement Plans (SIPs) were developed. However, the SIP includes only limited aspects relating to physical infrastructure and availability of furniture, books and other materials. It does not include aspects such as improving enrolment, retention and attendance rates. All out of school and irregular children were mapped by household in the mapping exercise. A Village Education Register (VER) was also developed with details of out of school and irregular children. The VER, however, is not dynamic and there is no plan to update VER annually with the help of VECs. Household survey is viewed as a massive exercise to be repeated after five years. Annual Village level upgradation of VERs through MTA/PTA/PC/VEC needs to be encouraged so that monitoring of children's participation in terms of

enrolment and attendance could be followed more closely and seriously. Enlargement of SIP to include participation and learning indicators should also be attempted.

5.4 Though the state has recognized the significance of regular attendance of children and has also incorporated it as one of the important responsibilities of the community bodies, it is yet to develop comprehensive indicators and mechanisms for attendance monitoring. Different schools are following different norms for identification of children irregular at school. In order to attain universal retention standardized norms need to be developed, communicated and followed. The process should help teachers and community understand who are these children and what needs to be done to ensure their regular attendance.

5.5 The state has recently initiated a scheme of identifying three 'best' schools in every block and recognize them by giving some award. The process will also be used to identify three 'weakest' schools and they will be subjected to additional monitoring for some period. It was suggested to them that the scheme could be used to develop a process of grading schools based on comprehensive indicators taking enrolment, attendance, completion, achievement levels and other objective indicators in account. A challenge could be put before every school to move from one grade to the other in a stipulated period of time.

5.6 *CRC, BRC, DIETs, GCERT and SIEMAT* : The CRC has emerged as an important support institution for both school and community related activities. CRC coordinators are selected through a process from among all teachers including *Vidya Sahayaks* posted in that circle the of pay centre. Discussions with a large number of CRC coordinators in Kutch district suggested clarity regarding their role and responsibilities. The state had initiated a practice of organising weekly CRC meetings of teachers on the basis of grade and subject. However, this meant many teachers got a chance to meet only once or twice a year. This is being changed to one monthly meeting at each CRC where all teachers of all schools will come and organise grade wise meetings. CRC meetings are used to present model lessons followed by discussions. While retaining the model lesson format, if it is seen as beneficial, the discussions could be made more open to include constraints that are being faced by teachers in classrooms. CRC meetings could play an enabling role in promoting creative use of resources available at school as well as outside the school.

5.7 CRCs work in close coordination with DIETs in context of organising these meetings. CRC coordinators meet once a month at DIETs and discuss the focus of the next CRC meetings. The Kutch DIET has developed a monitoring format for CRC meetings which is filled by the teacher who presents the model lesson and also by an observer selected from among teachers present. The format has interesting details about the lesson preparation, conduct, use of materials, involvement of participants, etc. It appeared to be an interesting analysis and could also be used to observe classroom practices in schools and share the analysis with teachers.

5.8 BRC Coordinators for DPEP IV have been selected only recently. Discussion with BRC coordinators indicated the need for further clarity in their role and

responsibilities. It appeared that the majority of teacher training activities are taking place at CRC level in these districts. Even if certain training programmes are organized at BRC, a BRC is not likely to be used for more than 50-60 days. In such a situation it may be desirable to think of appropriate roles for BRCs and BRC coordinators. Considering the fact that the BRCs will have their own infrastructure in coming years, the state may decide to develop them as mini DIETs and Resource Centres for teachers with adequate library and other materials. It may be mentioned here that the state has appointed several women BRC coordinators, which is not a common practice so far in any state.

5.9 Each district DIET has been developing district specific modules and materials on their own. For example, Gujarati is not spoken in most blocks of Kutch and the Kutch DIET undertook a major exercise of developing a module and training teachers on Kutchi dialect. While the GCERT and DIETs are autonomous they all have a shortfall of staff. The state is yet to give a formal approval to recruitment rules for GCERT and DIETs. This will enable it to cover the significant shortfall in the faculty positions. The issue needs urgent attention. Gains made so far by the GCERT and DIETs will be difficult to sustain, the institutions will only be able to attend to routine matters and the research and innovations that are required to ensure continuous improvement in the quality of education may be lost and a stagnation may come.

5.10 GCEKT is the institution responsible for implementing all pedagogy and quality improvement activities for DPEP at State level. As highlighted in earlier JRM reports the GCERT has been undertaking a number of activities relating to development of teacher training modules, teacher support print and audio material, pupil evaluation, research and DIET development. However it appears that there is a need to link all these activities to a larger pedagogical vision encompassing the goals of equity and quality. The issue of equity cannot be separated from quality and hence all related interventions need to be reviewed from this angle. The issue of developing teachers capacities to handle diversity in the classrooms was raised by the last JRM and remains valid even now.

5.11 The state had proposed to establish SIEMAT cell but it has not been initiated so far. A consultant has been given the responsibility of developing a project report. The state is looking for a commitment from its state to pay salaries and other recurrent expenditure and has the education department has put such a proposal to its finance department. However, there is an urgent need to expedite the process and also for developing greater clarity regarding expectations from this cell.

5.12 *Research Capacities and use of Evaluations for programme improvement:* DIETS have initiated a number of action research projects using CRC coordinators in DPEP II districts. Separate budgets have been earmarked in DPEP IV districts also. These topics often relate to local educational issues and help in enlarging the understanding. Dissemination and follow up on these research projects should be encouraged. Other than mandatory studies, such as Social Assessment and Learning Achievement studies, very few research or evaluation studies were conducted by or through state and district DPEP offices. A number of component evaluation studies have now been commissioned for

DPEP II districts. In this initiative the state has involved a number of universities, research institutions and selected NGOs.

5.13 Only one report on "Impact of Teacher and School Grants on Effectiveness of Classroom Transactions" was made available to the JRM. The draft of this report was made available to the last JRM and most of the comments remain valid even now. The design of the evaluation studies should include participation from project personnel and help in building reflective exercises. The evaluation studies should also provide feedback on impact on school functioning, classroom processes and other outcome indicators. Greater care is needed at design stage if investments in research and evaluation are to be made useful for programme implementation. Also important is to have concurrent evaluations of different programme components during implementation phase rather than wait till the end of the project. It is especially valid in case of DPEP IV districts.

6. Program Implementation

6.1 *Physical and financial progress made* : The Annual outlay for the year 2002-2003 for the three districts and the state was at Rs.3286.88 lakhs. The expenditure upto March 2003 was Rs. 1388.39 lakhs. The expenditure is only 42.2% of the total planned. DPEP was made responsible for implementing school reconstruction work after earthquake. Funding support for the earthquake reconstruction programme was provided separately. Almost six months of this last year were spent in completing the earthquake related works. It is expected that the program will catch up on the activities and in the current year the expenditures rates will be higher.

6.2 The areas of under-spending include Alternative Schooling. The AS centres were started towards the end of the year and therefore the districts have been unable to open all the centres as planned in the AWP&B. In order to enroll all out of school children this component will need to be addressed with urgency. Progress made will ensure reaching out to the most deprived and disadvantaged children this being a major challenge in universalisation of primary education. The civil works initiated under DPEP were started during the year and very few have been completed as is evident from the data provided by the SPO. It was reported that most of these works are expected to be completed during the year 2003-2004. The SPO and the DPO should ensure successful completion of these works as a large number of them are related to repairs, providing of toilet facilities and drinking water facilities.

6.3 *Project management structures*: Though most of the critical positions at the DPO level have been filled there still are vacancies at the District office. Some of the positions initially proposed were also not approved during the approval of the plans. The new districts could consider addressing capacity building of the project staff through regular interactions with the personnel of Phase II districts. Cross visits could be organized to the phase II districts, theme based interactive workshops and visit by personnel from Phase II districts to the new districts could be also be organized. The Mission was informed that all BRC and CRC positions are now been filled.

6.4 *Fund flow from GOI to the states and the status of the state share releases:* Release of funds from the Government of India and the release of the State governments share are not an issue. Similarly release of funds from the State office to the district office has also been smooth and timely. The project has empowered the DPCs to take a number of financial decisions in order to facilitate smooth flow of funds within the district.

7. Next Steps

- The state has been implementing a variety of activities to ensure universal enrolment and retention of all children and improve the quality of teaching learning processes. This has resulted in a greater focus on these issues at the community and school level. However all these activities and further initiatives need to be developed around a comprehensive vision around equity and quality. Expanding the scope of basic learning conditions to include processes and non-physical indicators could be linked to this vision based on equity and quality. This could be developed through a consultative process and would also need to be disseminated to all levels upto the community. Presence of a clearly articulated vision helps in focused planning and prioritizing, and it also makes the monitoring simpler.
- In order to closely monitor the progress made by the project and also undertake corrective measures, participation and outcome related indicators need to be planned carefully. As mentioned earlier, these indicators could be pegged to the needs of children coming from most disadvantaged situations. While reaching out to the most difficult children, the programme would automatically achieve its goals in relation to other less difficult groups.
- There is an urgent need to build capacities to view and reflect upon various information coming from multiple sources, at all levels. The data currently available does not reflect disaggregation beyond gender groups. In order to address issues of equity disaggregated analysis of both quantitative and qualitative data is a must. A clear stand on GIEMAT would help in this context as presence of such institution could help in building these capacities. A number of decisions relating to institutions are pending with the GOG and these need to be expedited.

INDIA
District Primary Education Programme (DPEP)
Seventeenth Joint Review Mission

Jharkhand State Report
(April 22-28, 2003)

1. Introduction

1.1 The Seventeenth Joint Review Mission to assess the overall progress made in the implementation of the District Primary Education Programme (DPEP) in Jharkhand visited the state from 23rd to 28th April, 2003. The team consisted of Najma Akhtar (GOI) and Sunil Batra (World Bank). The objectives of the mission were to review the progress made towards the achievement of programme objectives and outcome with particular reference to (i) interventions to achieve development objectives; (ii) interventions to improve quality; (iii) institutional capacity building; and, (iv) programme implementation. The visit in the state began with a meeting in Ranchi with the SPD, key state level functionaries and the DIET staff in Ranchi. The mission also met with the Minister, HRD, GOJ; the Development Commissioner and JEPC Chairperson, GOJ; Secretary Education, GOJ, state level officials, DPC, Chatra and other district and block level officials. The mission visited the District of Chatra. In the district, the mission had opportunities to observe proceedings of and interact with members of the DIET, VEC, the PEC, Mahila Samooh, training workshops at BRCs, regular primary schools, EGS centers, Mahila Shiksha Kendra, ECE centres and alternative schools. The team also interacted with district project staff from all the DPEP project districts.

1.2 The mission appreciates the efforts made by the officials of the SLO and DPO in compilation of the material and data for sharing with the JRM. The mission thanks officials of the SPO and DPO in Chatra for facilitating its district visits and interaction with all the significant stakeholders of the DPEP. The JRM is thankful to the officials of the state and district for enabling a smooth and comfortable visit and for the hospitality and care provided. Thanks are also due to the members of the community of Jharkhand, the students, the teachers, the parents, the VEC and PEC members and to concerned citizens for sharing their perceptions and participating with the mission.

1.3 The mission is sensitive to and appreciative of the significant progress made so far by the implementation of the project. The mission commends the project staff at the state, district, block, cluster, school and village levels for their commitment, drive and eagerness to achieve programme objectives.

2. Actions Taken

2.1 DPEP Jharkhand has improved the gross access ratio from 51-86% to 97-100% for children between 6 and 11 years of age through its regular schools, new primary schools, EGS centers and other alternative schools. Ranchi district has achieved universal coverage. In order to ensure equity, the programme has made special provisions for girls, SC and ST children. Notable amongst these are the “jagjagi” centers, Residential Mahila Shiksha Kendras and Residential Camp Schools for girls. Substantial data is now available on children with disabilities and outreach programmes have been initiated to include their needs in overall programme services. Workshops for state and district level functionaries and regular in-service for teachers has resulted in increased sensitization towards the implementation of programme objectives. With new initiatives at the village, school and cluster level, the state requires specific steps to develop its cadre at the cluster, block and district levels. Institutional capacity development is one of the key requirements for Jharkhand state. Although policy decisions have been made to initiate the SCERT and SIEMAT, specific steps towards implementation of this policy are awaited. A report of the visit to the state follows.

3. Interventions to Achieve Development Objectives

3.1 *Data:* The EMIS and household data were partially shared with the Mission. EMIS data is compiled at the district and state level and Household data is compiled at the district level and analysed at the state and district levels. The process of sharing of the data at block, cluster and school level is informal. Sharing of data with block and school level functionaries with data understanding skills for use in block and school development plans is desirable.

3.2 The disaggregated EMIS data showed 662940 and 24148 SC boys and ST boys are enrolled against 572863 and 192039 SC girls and ST girls, respectively. The SC/ST enrolment is 11.9 and 35.07 % respectively of the total enrolment in primary schools.

3.3 *Special efforts for SC/ST/Girls:* Measures to increase access for SC and ST girls have been initiated through EGS centers, jagjagi centres & bal jagjagi centers, ECCE centres in SC/ST population and remote locations. An Urdu medium primary school and ECCE centres were also visited by the mission members where 75% enrolment is of girls from the minority group. The mission witnessed enthusiasm in the ECE and EGS centers in locations where SC and ST girls have a noticeable attendance. Bridge courses and Mahila Shiksha Kendras are attracting girls from SC, ST and other tribal groups. Free text books are being provided to all enrolled SC, ST girl students.

3.4 *Learning conditions:* Classrooms are attractive, clear and airy with the innovative school design. A relatively friendly environment was found in most of the classes visited by the mission, with active children, worksheets, group work, science experiments, field excursions and weekly tests conducted to make learning conditions better. An improved

PTR has also helped as there are only 164 single teacher schools and 4667 two teacher schools out of a total 9779 primary schools in the state

3.5 On the basis of the EMIS data, the state shows a completion rate of 35.27 % (SC, 31.9% and ST, 34.55%). The average repetition rate for all is 10% in Classes I-V (Boys 9.6% and Girls 10.2%). The drop out rate is as high as 54.73% with not much difference for the SC and ST children.

Boys	Girls	All	SC	ST
53.91	55.94	54.73	58.1	55.45

3.6 A cohort study conducted by the DPO in Dumka shows that the dropout rate for Dumka is lower than what is reported in the EMIS data. In place of 55.77% dropout rate as indicated in EMIS data, the study found that only 24.53% children had actually dropped out. The Dumka study found that a substantial number of the children who left the government schools were either enrolled in nearby private schools, EGS centers or had migrated to other locations.

3.7 *School:* The mission saw duly completed attendance registers in the class rooms with good average attendance. The children demonstrated better maths skills than language skills. Observations of the monthly test note books revealed the need for further training to understand marking procedures and schemes and follow-up efforts with students to ensure remedial support. No study and analysis of performance of ST, SC children and girls has been done yet.

3.8 Village education registers are not maintained regularly at all places. ECE and Bal Jagjagi centres are vibrant places with trained didis and balmitras. Training workshops of ECE didis were visited by this mission and much enthusiasm and involvement was observed.

4. Interventions to Improve Quality

4.1 *Teacher recruitment:* As noted by the previous JRM, teacher shortage has slowed the pace of progress in primary schools in Jharkhand. After last year's advertising and a subsequent delay owing to court cases, a selection examination is now scheduled for 27th May, '03. This task is being conducted by the Jharkhand Public Service Commission. The GOJ shared with the JRM that teachers will be deployed by the end of June and the project will then work towards undertaking the necessary induction training. Of a total of 12,000 positions expected to be filled, about 6462 are for teacher positions in DPEP districts. By recruiting over 3,000 community teachers in the new DPEP primary schools and existing overcrowded classrooms of other government schools, the state has brought the average PTR down to 1:43. However, in Hazaribagh district, the ratio is much above the state average, at 1:62 and in Chatra it is 1:50.

4.2 *Community teachers:* The project in Jharkhand has, through direct support from the VECs and the community, engaged 9464 community teachers. Of these, about 60% are placed in EGS centers, 20% in new primary schools established by the DPEP project, 13.5% in government schools and 6% in other alternative schools. The mission notes that the state will also need to evolve a policy to address the long term needs of its community teachers, both for sustainability of its programme and for cadre development.

4.3 In addition to a residential training of the community teachers, the project has undertaken a follow-up training programme in collaboration with AIR to address their continuous learning needs. Called “Tarang”, this distance learning programme is broadcast every Friday on the state radio channel. Scripts are being prepared in progress through workshops conducted at the DIET, Ranchi. This programme has emerged subsequent to the popular response that the state received for a radio programme called “Navabihan”. Navabihan is a distance mode capacity building programme broadcast for the purpose of motivating and establishing a direct interface with VECs. The programme has received encouraging responses from families through phone-in calls, post cards and letters. The success of Navabihan was evident during a recent broadcast where the Chief Minister of the State was also present.

4.4 *Training of teachers:* The mission had opportunities to observe training of teachers in the Block Resource Centres in the districts of Ranchi, Chatra and Hazaribagh. Observations of the training and interaction with the teachers revealed that a fair amount of thought and planning has been put into the training processes. In addition to the training of instructors for the ECE centers, the mission observed training for maths, language and science teaching. Notable amongst these was the development of a Santhali language development module for use in areas that have a high Santhali population. The challenge for the training and pedagogy department is to take this module beyond the entry level year and to integrate it with the development of language skills in Hindi and English. An innovative two days science training programme also involved students of middle classes as participants for teachers to interact with and evolve teaching methodologies. While some inputs for training are exemplary, it is equally important that the SPO and DPO develop institutional capacities to strengthen these inputs at the cluster and school levels. Follow-up could include up-gradation of subject matter knowledge, teaching methodology skills and classroom management techniques. The state has taken a positive initiative of introducing skills upgradation through a distance education programme in collaboration with IGNOU. Approval is awaited for the same from the GOI and the WB. At present, the state has teleconferencing connectivity at nine locations and has conducted one trial teleconferencing programme.

4.5 *Quality interventions:* This mission had opportunities to observe the quality initiatives undertaken by the state and noted in the previous JRM. Notable amongst these is the use of worksheets in the EGS centers and the new primary schools. Several centers have witnessed an increase in enrolment and attendance in school by the children (supported by studies conducted in Dumka, West Singhbhum and Ranchi districts). As the state prepares to implement the practice of using worksheets in a larger number of government schools, adequate attention must also be placed on resolving the “inherent

pedagogical and managerial limitations” of using worksheets. In schools where the students are conducting simple science experiments, it would help if students are encouraged to think critically and question rather than being told answers. That science is found outside “predetermined” science projects is a construct that must be placed at the core of the science training programmes. The use of library books will become more apparent when children get easy and regular access to the books purchased for the school libraries. The fixing of library hours is a positive step in this direction. Consistent and regular use will ensure more effective use of the library resources. The state also intends to implement regular exposure visits to nearby areas such as post offices, nurseries, PHC centers and veterinary centres. In one case, teachers of a school in Unta village in Chatra district took students to Gaya for a day trip, transport for which was provided by the VEC. The SPO has recently also revived the practice of conducting co-curricular activities in the schools on a regular basis. A detailed calendar has been provided to the DPEP schools to conduct a wide range of activities through the school year. The state also organized the first state level Bal Utsav on 27-28th February, 2003.

4.6 Interaction of the mission members with the children in the schools and centers that were visited revealed an interest in learning, evolving skills in mental math computing and eagerness to participate in co-curricular activities organized at the school. However, language teaching in both Hindi and English requires closer attention. Teachers will benefit from learning to use “active language learning” strategies and integrate the use of library books and co-curricular activities organized in the school.

4.7 *Textbooks:* Till recently, arrangements were made for students to use old textbooks. It is anticipated that the delays that emerged in the past will not recur because the state has eventually succeeded in procuring textbooks directly from NCERT.

4.8 In its drive to work towards quality education, the state has also undertaken the preparation and printing of worksheets for students in the EGS centers and new primary schools. Given the manner in which the worksheets have elicited positive responses from the children and the parents, it may be worthwhile to build the cost of production in the project budget and to increase outreach cost effectively.

4.9 *Quality monitoring:* Quality monitoring tools have recently been created for use in the cluster and school levels to monitor essential pre-requisites. These include maintenance of records of VECs meetings and activities undertaken at the cluster and school levels. In addition to developing an adequate feedback mechanism, it is necessary that the monitoring tools also document qualitative inputs and responses at the school level. A further refinement of these tools and open ended documentation will also allow space for greater diversity in the field and document efforts made to address these needs. This will, in turn, help identify areas for further need based training of the teachers. Similarly, in addition to the need to monitor the number of days that children take to comprehend a lesson, it is also equally important to identify “learning steps” that they require remedial support for. Owing to the absence of adequate BRC level functionaries, it is noted that several desirable linkages between the block, cluster and school levels

remain untapped. These can only be addressed once block level functionaries are in place and adequately trained to use and evolve new monitoring tools.

4.10 Interaction with the cadre of master trainers who have been appointed as Cluster Resource Centre Coordinators reveals the need for rationalization of their time and responsibilities and the need for adequate school based support to teachers. Where the coordinators are themselves having to take classes, they are unable to fulfill the requirements of their profile as coordinators. In addition, the need is to both identify and appoint additional cluster level coordinators and to orient them to fulfill the specific needs of school based support. This prerequisite will also help establish a firm sense of continuity for programmes under SSA. The mission has noted with particular concern the need to develop reliable cadres of qualified, experienced and trained personnel at the block and cluster levels. The mission also brought to the attention of the Deputy Commissioner, Chatra and the Development Commissioner, GOJ of the need to reduce non-teaching responsibilities of the teachers, with the objective of enabling a stipulated number of school working days in a school year.

4.11 Equity:

- *Girls:* The gender gap in enrolment has been reduced to 4.6% (state average). Efforts to increase enrolment and retention of girls have been initiated in the state through free distribution of textbooks to all girls and formation of 1619 Mahila Samoohs under Mahila Samakhya. Gender sensitization training has been imparted to 25128 teachers during the teacher training programme. Notable in the efforts for equity amongst girls is the establishment of jagjagi centers that operate under the monitoring of the Mahila Samakhya. These centers make special attempts to provide bridge learning centers for out of school girls. The state has also established 5 Residential Mahila Shiksha Kendras and 23 Residential Camp Schools for adolescent girls. The mission visited two such centers and noted their commendable work. Apart from self-care and bridge to formal primary learning, these centers also impart life skills to young girls to help them establish linkages for further education and/or future employment.
- *SC/ST:* In case of SC the enrolment gap has been reduced to 3.8% and for ST it has reduced to 0.04%. While the state notes the need to ensure that at least one-third SC and ST representatives are members of the VEC, integration of activities and inputs at the school level requires further mobilization on the part of the project functionaries. On interaction with the local people it was found that children of the SC and ST and general castes do not always sit together or engage together in school activities. While there has been a decline in the dropout rate for SC children, the same has increased for ST children in Chatra district. Further investigation of factors responsible for this increase or reliability of data collection is required to understand the trend in better detail.

- *IED*: The state has identified 13,711 children with disabilities between 6 and 14 years of age. The categories identified with disabilities include children with visual impairment, speech impairment, orthopaedic disabilities, mentally challenged and multiple disabilities. Of these, a little less than half the children have been identified with orthopaedic disabilities. The state is making efforts to train teachers in collaboration with Deepshikha, a Jharkhand based NGO. The training module uses material developed in collaboration with IGNOU. In convergence with the Department for Social Welfare at the state, the project has provided aids and appliances to 1667 children with special needs. The mission did not observe any children with identified special needs in any of the schools visited during the visit. It is recommended that the next level of training should include the integration of children with special needs with mainstream children.
- *Role of VECs*: The VECs in Jharkhand have so far played a significant role in increasing the overall enrolment of children in primary schools. The challenge for the state is to mobilize the formation and involvement of VECs to include children who are still out of school. For districts where the enrolment is near 100%, the VECs can play a significant role in working towards quality monitoring and support for the school teachers. The mission interacted with members of a VEC and a Panchayat Education Committee (PEC). Notable during this interaction was the awareness amongst the members about the role of the project and the need for further qualitative improvements. For the VECs to become significant contributors in this process, the project will benefit from a sustainable vision plan for its VEC training. It is hoped that the state's initiative to create a new module of training of VECs to enable them to take on the role of school managers will take the programme forward in the desirable direction.

5. Institutional Capacity Building

5.1 *At the village level*: At the village level the range of institutions have expanded and are well in position in several blocks. The mission saw adequate evidence of an active and involved VEC, Mahila Samooh and PEC. The involvement of these institutions in upgrading the quality of primary education was noticeable through the level of interest in the discussions and the range of suggestions. Interaction with a PEC (Panchayat Education Committee) provided insights about the role of this institution and the potential to interface with the PRIs. Chatra district has 125 PECs. The VEC training is further supported by a weekly radio programme broadcast for half an hour once a week, called Navabihan. The project has also organized excursion visits for VEC members and has brought together kits that define the possible roles of the VEC members in school education.

5.2 *Cluster/block level*: BRC and CRC building structures are the strength of the DPEP in Jharkhand. Located in attractive buildings, there are 374 CRC and 52 BRC in all

the 6 districts (bifurcated into 9) of the Jharkhand DPEP. CRCs have been working as teachers and master trainers and have now been appointed as full time employees at the cluster level.

5.3 Every CRC has a full year programme calendar and draws upon experienced teachers as resource persons from various schools to conduct trainings of VEC members, Primary Teachers, ECE didis and EGS community teachers. A meeting of the school teachers is held once a month at the CRC. These meetings are being facilitated by an agenda initiated by the broadcasting of Prerna, a distance education radio programme. The on-going training of VEC members and reflection meetings of teachers visited by the mission demonstrated enthusiasm and experiential sharing.

5.4 The Block Education Officers (BEO) in all the blocks in Chatra are working as ex officio Block Resource Centre Coordinators (BRCC). This also provides an opportunity for convergence with the state education department. Each BRCC is meant to be supported by three resource persons permanently located in the BRC. Other resource persons are drawn from a panel of experienced teachers. The mission had an opportunity to witness presentations based on action research on the use of worksheets conducted by BRCs in different districts. Several BRC and CRC have the distinction of 100% enrolment in schools. Issues of retention are now their prime concern.

5.5 **District level:** Jharkhand has 5 Primary Teacher Education Colleges (PTEC) and 4 DIETS (upgraded from PTEC). None of these are staffed adequately. The PTECs have not been conducting any training since 1986. The state will certainly benefit from the restructuring of these institutions. The DIETS will also benefit from central funding. To have a greater impact on primary education, both the institutions require full independent staff. This will also allow the districts to develop sustainable institutional capacities instead of having to draw upon resource persons from the field. A functioning DIET would provide inter-linkages between cluster level, block level and state level institutions on issues of training, research and quality monitoring. The steady increase in upper primary schools also needs DIET interventions and support at different levels.

5.6 **State level:** Jharkhand state does not have an SCERT and SIEMAT. For qualitative inputs to develop institutional capacities at the district, block and cluster levels, it is important that the state actively consider the setting up of state level support institutions to institutionalize teacher training, pedagogical development, curriculum development, educational research, planning and educational management. The GOJ revealed a high level of interest in the establishment of these state level institutions. It is anticipated that the state will facilitate action on this at the earliest. The mission suggests that the project could emerge as a proactive agency to facilitate the development of the two state level institutions.

5.7 **Data:** Partial Household data for 2002 and EMIS data for 2003 were made available to the mission. Data compilation is being done at the district level. The block level offices do not have the computer equipment nor the training to organize this data.

The data is used in making AWP&B which is expected to be ready by early May 2003. The use of information on out of school children has been used effectively for starting EGS centres, Jagjagi and Gram Shikshan Abhiyan Centres in remote unserved areas. Disaggregated information by gender of SC, ST, OBC and other children is available. Data on private schools (not updated) is available for 6-11 and 11-14 yrs. Data on unserved habitations with out of school children shows a substantial decrease in the last one year because of the joint impact of all alternative school initiatives and the addition of new primary schools.

Data available on children with special needs provides opportunities for further planning and implementation.

5.8 **Staffing:** Staffing at SPO and DPO is adequate. The DIETs and PTEC are sparsely staffed. The BRCs have no sustainable arrangement of staff and presently draws upon resource persons from the field. More permanent dedicated full time staff is needed for an important block level institution like the BRC. While the state has made efforts in this direction, it will benefit from a further clarity of role definitions and differentiation in the case of the master trainers, the CRCCs and the BRC staff. As the project nears completion, stability of CRC and BRC staff needs to be accorded high priority.

6. Programme Implementation

6.1 Physical and Financial Progress

6.1.1 *Civil Works:* Since the 16th JRM, the implementation progress made by DPEP in Jharkhand shows considerable improvement in civil works. Completion of civil work has been very fast and delays, if any, were due to want of funds. The civil work completed is attractive and of satisfactory quality as the mission visited several schools, CRC and BRC. None of the EGS centres in the state have any physical structure at present. They are all run under a large village tree. Constitution of EGS sheds have been included in the AWP&B and will be set-up in remote EGS centres where mission members experienced a demand from the community.

6.1.2 *Access:* The project has shown considerable progress in providing access through the establishment of EGS centers, bridge camps, jagjagi centers, new primary schools and convergence with Gram Shiksha Abhiyan Kendras. 136783 out of school children have been covered in the last one year. 2 BRCs, 121 CRCs, 401 additional classrooms, 231 New Primary School buildings and 248 toilets have been built till 31.3.03. 62 CRCs, 372 additional class rooms, 227 new school buildings, 192 toilets are under construction and likely to be completed in the next three months.

6.1.3 The DPEP districts now has 8152 government primary schools and 995 new primary schools besides 555 alternative schooling initiatives. In the last one year, EGS centres increased from 612 to 5667. However, as of March 2003, a total of 1,89,513

children between 6 and 11 years of age are still out of school. Strategies need to be developed to address this problem.

6.1.4 97.91% habitations have been provided with primary schooling facilities in the DPEP districts. Ranchi district has achieved 100% coverage. Several schools have earned the “green flag” incentive for attaining 100% access. However, the dropout rate at Class V level is still at 54.73%. Thus, the impact of quality interventions introduced this year need to be closely examined for long term sustainability of programme objectives.

6.1.5 *Expenses:* The approved budget for DPEP for 2002-03 was 6183.99 lakh rupees. GOI released 5100 lakh and the GOJ contributed 642.02. Out of a total of 5742.02 lakhs, 5028.58 lakhs have been utilized by the programme. The expenditure incurred in 2002-03 is more than three times than the amount spent in 2001-02 (1676.1 lakh) or 2000-01 (1475 lakhs). The noticeable increase in expenditure in 2002-03 is mainly in the area of alternative schooling (275.529 lakhs), civil works (610.447), girls’ education (22.51), project management (44.714), primary formal education (2135.65), VECs (137.627) and womens’ development programmes (26.065). Bulk procurement of NCERT books and TLM grant accounts for the substantial increase in primary formal education. A review of the financial statement reveals that this past year has witnessed an increase of close to 200% over last year’s expenses. An increase in project activities has also led to an increase in access, quality and innovative initiatives.

6.1.6 *Funds flow:* The AWP&B was not shared with the mission as it was not available with the SPO yet. The condition of 2002-03 was encouraging as GOI and GOJ shares were received and 97% of the expenses were made for the year.

6.1.7 *Submission of Utilisation:* Certificate of utilization of grant for 2002-03 has been submitted to the GOI and an audit report for 2001-02 was placed before the Executive Committee meeting held in October, 2002.

6.1.8 *Staffing and Institutional Development:* The staff and activities of the DIET in Ranchi are supported by programme funds. Simultaneously, the pre-service programme of primary teachers, suspended in the state since 1986 needs to be restarted to provide freshly trained batches of primary teachers. The state will benefit from the development of a sustainable funding plan for the upgradation of PTECs and funding of existing DIETs. The state needs to provide not only for the backlog of teachers but also for the projected increase in demand of teachers because of increase in enrolment, establishment of new primary schools and retirement of senior teachers.

6.1.9 The community assisted buildings are well made and well maintained. The physical structures of BRC and CRC are nearly complete. About 82 CRC buildings are expected to be completed in the first quarter of 2003-04.

6.2 Project Management Structures in New Districts

6.2.1 *DPO*: The six DPEP districts were bifurcated into nine when Jharkhand was formed. Three new district project offices need to be created for effective DPEP implementation in these new districts.

6.2.1. *Teachers*: Total teachers' posts sanctioned for new and existing primary schools is 33115 (1910 + 31205). In government schools there are a total of 24,743 regular teachers and 1280 community teachers. The remaining teachers are expected to be placed by the end of June.

6.2.2 *PTR*: In 2002-03 the state has achieved a PTR of 43:1 following the introduction of a large number of community teachers. However, districts such as Hazaribagh, at 63:1 and Chatra, at 50:1 still show a high PTR.

6.2.3 *Convergence*: Convergence efforts have been initiated with programmes such as ICDS, PHED, IGNOU and UNICEF (SWASTTH Project). However, for further academic growth and support, networking with other state and national level bodies is recommended, especially from the perspective of fulfilling institutional capacity requirements.

6.3 Next Steps

- Early establishment of state and district level nodal institutions (SIEMAT and SCERT) with necessary staff and a vision for sustainability of state and programme objectives.
- DIETs are required to be placed in each district with central funding and adequate permanent staffing arrangements.
- Legal agreements to be signed between GOI, World Bank and GOJ for DPEP funding.
- Continual process of identification and placement of talented and skilled teachers to develop and strengthen the cadre of model teachers, additional master trainers and cluster level resource persons.
- The distance education programmes for teachers and VECs present several exciting possibilities. A close monitoring of the content and enrichment of these programmes will be necessary for favourable impact and sustainability of programme objectives.
- Quality interventions initiated at the school and cluster levels require further enrichment of pedagogical interventions and support systems.
- Filling-up of teacher vacancies by June 2003 must be ensured as committed.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
SEVENTEENTH JOINT REVIEW MISSION

Orissa State Report
(April 23–28, 2003)

I. Introduction

1.1 On behalf of the Seventeenth Joint Review Mission of the District Primary Education Programme (DPEP), S.K.S. Gautam (GoI) and Amarjeet Sinha (DfID) visited Orissa from 23rd to 29th April 2003, to review the progress of the programme.

1.2 In Bhubaneswar, the Mission team met with the State Project Director OPEPA, the Director SCERT, and other members of the State Project Office (SPO) and staff from SCERT. The Mission team visited Koraput, Malkangiri and Nabarangapur districts in the backward KBK region of Orissa. These three districts are part of the eight DfID funded expansion districts where work began in December 2001 and where the Projects will continue till 2006-2007. DPEP is coming to an end in the eight DPEP Phase – I districts in June 2003. In the districts the team visited schools, EGS centres, training programmes of teachers and Education Volunteers, DIET Jeypore that covers four districts, DPEP offices, civil work sites, etc. It held discussions with members of School Education Committees, Mother Teacher Association Members, teachers, Education Volunteers of EGS, SIs, DIs and CIs of schools, BDOs, Sub Collectors, PO ITDA, and Collectors of some of the districts visited. On return, the team had wrap up meetings with the Secretary, School and Mass Education Department and the Secretary to the Chief Minister. The Mission also called on the Hon'ble Minister, Department of school and Mass Education. The Mission would like to thank all for the courtesy and hospitality extended during the visit.

1.3 Nabarangpur district in Orissa had been visited by the 15th JRM in April 2002. While increase in the level of activities has taken place in the expansion districts to varying degrees with Nabrangpur recording far greater progress compared to Koraput and Malkangiri, delays on approval of core Project staff, structure and selection criteria has surely delayed Project interventions. Shortage of teachers has also led to delays in selection and filling up of BRC/CRC positions as these are likely to further affect teacher availability adversely in a remote and backward district like Malkangiri. In spite of these limitations, the Project has made significant progress in changing the look of a School/ Aanganwadi Centre through the School and ICDS Improvement Grant, textbook availability, access to more than 5000 tribal girls to residential schooling, innovative start –up of new school designs, meticulous identification of District Resource Groups to create a pool of outstanding teachers, the significant expansion of Education Guarantee Schools (EGS) in remote regions under SSA, and conduct of an innovative Combined Annual Examination for all the classes and result / answer sheet sharing with parents in all the districts.

1.4 While some efforts have been made to follow up on the key recommendations of the previous Mission, more work is required to further increase the involvement of

women teachers/ MTAs in the schooling process. Commissioning of an independent, scientifically rigorous impact evaluation of DPEP and more systematic follow up on the unit tests/ annual examinations in schools based on child specific needs require immediate attention. *The key issue in Orissa remains effective institutional reforms, covering decentralization for greater autonomy in school functioning with local accountability, as also effective redeployment of educational administration system in order to meet quality, accountability and efficiency needs. The Organizational Review of the School and Mass Education Department has already been done and action on its recommendations under the directions of the Task Force under the Development Commissioner requires top most priority for effective and more accountable Project implementation.*

II. Interventions to achieve development objectives

2.1 DPEP is making efforts, though a little slow at the moment, to achieve its development objectives. Access is being improved through the establishment of new schools (830 have been opened in the expansion districts) and setting up of Education Guarantee Schools (funded outside DPEP funds, 10098 EGS Centres have already been opened in the State.). In the absence of adequate appointment of teachers, many schools are single or two teacher schools. This has serious implications for the effectiveness of the new schools. The innovative support for the residential schooling of tribal girls through the Tribal Welfare Hostels and Schools has helped in reaching out to more than 5000 tribal girls. The existence of low cost hostels in every Panchayat of the KBK region, as also the effective implementation of the Mid Day Meal Programme in this region has facilitated student participation. EGS has contributed to expansion of access. Other interventions under the Alternative and Innovative Education component, like residential and non-residential bridge courses for the 9-14 age children needs to be speedily implemented. Mainstreaming of these children and dropouts in regular schools may also be monitored. Similarly, setting up of EGS needs to be completed so that all children get effective access in 2003, as planned. *Given the large number of 9-14 age children who have remained out of school, residential bridge courses needs to be a top priority.*

2.2 Collection of household and school data has helped in ascertaining the extent of the out of school population and planning suitable interventions for them. As per the State data, 6.52 lakh children in the 6-11 age group and 6.21 lakh children in the 11-14 age group are out of school. The State has planned for their enrolment in new schools, EGS, AIE, etc. Though there is reflection of these numbers in the Village Education Information Board being put up in each school, Village Education Registers (comprising household data collection sheets with space for annual upgradation) have not been maintained at the school level as yet. The Project needs to complete preparation of Village Education Registers before the session starting in July 2003.

2.3 Since the districts visited have substantial tribal population, a lot of the attention is being given to the residential education needs of tribal girls. The EGS, located in remote regions, is also catering to the needs of the tribals living in outlying areas. The positive response of the community for EGS is a re - affirmation of the poor people's genuine commitment to educate their children. The poor households, even in the most inaccessible tribal districts like Malkangiri and Koraput, are giving

enough evidence of their willingness to educate their children. The 'school of their own' (EGS) is also a form of social assertion. It also reflects a certain sense of alienation of remote tribal habitations with the formal school and its structure on account of language and other issues. This imparts a certain sense of urgency in fulfilling people's aspirations for quality schooling. The School and Mass Education Department, the Tribal Welfare Department and the DPEP needs to gear itself up to meet the challenge of all children in the 6-14 age group in schools/ EGS/ Back to School camps by 2003. Appointment of para teachers to fill teacher vacancies needs to be expedited, both in School and Mass Education as also the Tribal Welfare Department. Due regard should be given to the vacancies likely to arise once BRC and CRC Coordinators are appointed from among the teachers. Making use of local tribal dialects compulsory in formal schools and making it mandatory for school teachers to learn the local dialects will help in reducing a sense of alienation in remote tribal regions.

2.4 There is evidence at the School level of the growing involvement of School Education Committees and the Mother Teacher Associations in the affairs of the School. Suitable efforts for capacity building, involving civil society organizations, of elected representatives and members of MTAs, together with devolution of more powers for school autonomy, will greatly improve their effectiveness. A proposal to this effect has been prepared under the TC funds and is currently under the consideration of the MHRD. Early decision in this regard will facilitate community effectiveness in school affairs.

2.5 Given the educational backwardness in many of the interior, inaccessible pockets of Malkangiri district, there is a demand for lowering the educational requirement for EGS Education Volunteers to Class – VIII as a very special dispensation, applicable only to selected villages of Malkangiri district. The Mission strongly endorses this request of the District Collector, with adequate additional provision for training and development opportunities to these Eighth pass volunteers.

2.6 Survey of children with disabilities has been done through the ICDS network. In Nawrangpur, appliances have also been provided to the identified children. More efforts are required for encouraging inclusive education of those with mild forms of disability. Focus should now shift in reporting how their educational needs in classroom are being met. The Mission was informed that the teacher training modules are taking care of it.

III. Interventions to improve quality

3.1 Some serious efforts to improve quality has been made, though there is still no clearly articulated vision of quality with equity at the district level. The successful conduct of Common Annual Examination for all children in the primary schools/ EGS and a system of sharing the answer sheets with parents is a very positive step in this regard. Questions have been imaginatively prepared by District Resource Groups in all the districts. Children answer on the question paper itself and parents get a chance to see the corrected papers. This enhances parental involvement besides giving children of government schools a sense of pride and confidence. The availability of the new textbooks in all the districts has facilitated greater use of new methods. Teacher development efforts have been institutionalised and the SCERT is now

taking the lead in preparing District and Block Resource Groups and in designing teacher training programmes. Slow start to teacher training in Koraput and Malkangiri is a cause of concern. Serious efforts need to be made to ensure that teachers are adequately trained to meet the learning of children in the new academic session. Nawarangpur has effectively utilised the services of a well – chosen District Resource Group to impart training to teachers.

3.2 The imaginative use of the Rs. 2000 School Improvement Grant has improved the environment of government schools. Enclosures, whitewashing, wall paintings, have become the identifying feature of every school supported by DPEP. Well kept and attractive schools is contributing to the image of the school. The community is also feeling involved in this process. Teacher grants have contributed to large-scale preparation of low cost teaching learning materials. Civil works for improvement of school facilities have started in all the three districts visited, though here again, the achievement in Nawarangpur is more than the other two. There are shortages of rooms in schools and early completion of civil works will facilitate greater enrolment and retention.

3.3 Besides the District and Block Resource Groups, there is an urgent need to complete the selection and positioning of BRC and CRC Coordinators. Given the fact that there is only one DIET at Jeypore, covering four districts, and that too understaffed, it is DRG, BRG, BRC and CRC personnel who can facilitate the focus on quality. The need for such personnel at all levels should be taken into account while working out the vacancies of teachers. Action on the institutional reforms suggested in the Organization Review Report of the School and Mass Education Department will also help in improving effectiveness and accountability of the arrangements for quality monitoring.

3.4 Interaction with Education Volunteers of EGS as also representatives of District Resource Groups indicated the usefulness of training modules developed in the State. A certain sense of urgency should inform teacher training activities, material preparation at district and sub district levels in local dialects, and in posting of BRC/ CRC personnel through an effective selection criteria.

3.5 The Mission felt the need for a special orientation of DIs/ SIs and other key personnel of Malkangiri and Koraput districts, in order to develop a holistic vision of quality. OPEFA should organize such district specific vision workshops in order to help them come up with a shared vision for quality.

IV. Institutional capacity building

4.1 Visit to schools and EGS indicated greater awareness among the School Education Committee and MTAs about their role in the affairs of the school. MTA members clearly took pride in their association with the school. The Mission felt that MTA members could be utilised more creatively in bridging the language barriers in many schools in tribal regions by taking the lead in promoting cultural activities in the school. MTAs organizing cultural events, teaching children how to sing and dance, compiling local folk tales and songs in tribal dialects, will improve this partnership. It will also put pressure on teachers to master the local dialects necessarily. As mentioned earlier, a massive programme for capacity development

among PRIs/ SECs/ MTAs needs to be undertaken involving civil society organizations, alongside efforts to institutionalise the role of these community organizations.

4.2 Instructions are required in order to improve the effectiveness of CRC/ BRC/ DIET in the institutional arrangements for improving quality. *In the absence of clear demarcations of power and functions, those who have the authority (DIs/ SIs) do not often have the motivation for improvement, while those who have the motivation (BRC/ CRC Coordinators) often do not have the authority to do so.*

4.3 A visit to DIET Jeypore indicated the key role that motivated staff can play in developing effective DRGs/ BRGs, etc. The performance of a few directly recruited staff indicated the need for motivated and willing staff in these institutions. As of now, BRCs/ CRCs do not have any direct link with the DIETs. There is a need to focus on this.

4.4 Since DIETs in Orissa were approved many years ago, there are only 13 DIETs for 30 districts. DIET Jeypore caters to 4 districts and that too with only 7 faculty members. The State Government needs to prioritise its personnel needs for DIETs like Jeypore in order to meet the challenge of institutional excellence for quality.

4.5 Careful selection of District Resource Groups has helped in taking the programme forward in Nawarangpur district. Since DRG/ BRG/ BRC/ CRC requires selection out of the pool of teachers, the selection criteria require a rigour in order to meet the challenge of peer group supervision. The State Government is yet to finalise its policy regarding selection of personnel for DRG/ BRG/ BRC/ CRC, though a proposal has been under consideration. This requires top priority.

4.6 While a SIEMAT has been established, decision regarding its autonomous character is still pending with the Government. Given the need for major institutional reforms, SIEMAT can play an important role in improving the efficiency and effectiveness of the education administration system. Its role needs to be suitably defined by the Task Force examining the Report on the Organizational Review of the Department of School and Mass Education.

I. Programme Implementation

5.1 As mentioned earlier, the progress has been slower than anticipated. Non approval of district and block level structures as also the selection criteria for BRC/ CRC, delays in effective field based monitoring and resolution of pending issues with districts, slow pace of teacher recruitment, have all contributed to some of these delays. As against a Budgeted provision of nearly Rs. 126 cores in 2001-2003, the eight expansion districts have hardly utilised about Rs. 27 crores (21.43%). The total outlay for the Project period (upto 2006-2007) is Rs. 313.80 crores. There is an urgent need to remove all constraints to rapid expansion with adequate physical and financial progress. District level workshops with intensive monitoring over the next two months can still help in providing access to all 6- 11 age children before the next session in July 2003.

II. Key Next Steps

1. Immediate approval by Government of Orissa regarding staffing at district/BRC/CRC level in the expansion districts;
2. Intensive district level visits by OPEPA staff to step up DRG/ BRG formation, training of teachers/ expansion of EGS and AIE (bridge courses), and preparation of Village Education Registers;
3. Follow up on institutional reforms by Task Force under the Development Commissioner, to facilitate effective decentralization, and an efficient educational administration system;
4. Thrust on filling teacher vacancies and opening of EGS/ AIE; special need of Malkangiri in very remote regions to lower educational qualification as a special dispensation. Teacher vacancies are both in the School and Mass Education Department as also the Tribal Welfare Department;
5. Development of supplementary learning materials in tribal dialects and ensuring its availability wherever required; and involving MTAs in the cultural activities of the school;
6. A special orientation of DIs/ SIs and other key personnel of Malkangiri and Koraput districts, in order to develop a holistic vision of quality. OPEPA should organize such district specific vision workshops in order to help them come up with a shared vision for quality;
7. Given the large number of 9-14 age children who have remained out of school, residential bridge courses needs to be a top priority.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)
SEVENTEENTH JOINT REVIEW MISSION

Rajasthan State Report
(April 23 – 28, 2003)

1. Introduction

1.1 A mission comprising Bharati Baveja (GoI) and Sudipto Mukerjee (DFID) visited Rajasthan from April 23 – 28, 2002 to review progress in the second phase of Rajasthan DPEP. The specific objectives of the Mission were to build upon the findings of the previous mission and review the following: 1) interventions to achieve development objectives; 2) interventions to improve quality; 3) institutional capacity building; and 4) programme implementation.

1.2 The team met with the Hon. Minister and Secretary (School Education), functionaries of the State Project Office and District Project Coordinators from all Rajasthan DPEP Phase II districts. The team also visited Bundi District where it interacted with the personnel of the District Elementary Education Office (DEEO) and the District Project Office (DPO), PRI functionaries, officials of the District Collectorate, several members of local civil society organisations, teachers and members of the management committees (including *Bhavan Nirman Samity*) of several regular and alternative schools, and those responsible for providing academic support from the District Institute of Education and Training (DIET), Block Resource Centres and Cluster Resource Centres.

1.3 The ongoing, end of session annual examinations limited any serious assessment of classroom processes. A brief visit was also made to neighbouring Tonk district to see *madrasas*, which are being supported through DPEP. The Mission is grateful to all concerned for organising the field visits, sharing their insights, providing a wide variety of useful information and for the generous hospitality extended throughout the Mission.

1.4 After the last JRM, the State had been put in the 'special watch' category. Since then, considerable efforts have been made by the Government of Rajasthan with active support from GoI, to improve performance on a number of fronts. These include: filling up of various vacant positions at all levels; completion of all MTR studies; formulation of Savings Plan; orientation programmes for District Collectors and elected PRI representatives; special orientation programmes for state and district officials on procurement, accounts and financial management; decentralised procurement of ECE kits; some distance education programmes using teleconference facilities; and initiation of the NCB process for printing of workbooks and which are likely to be available only in the next session. MTR studies are now proposed for sharing by June 2003 and the final decision on the purchase of Library Books is pending the General Council meeting, scheduled for May 2003. The recent joint GoI, World Bank mid term review of Phase I

districts had also noted that significant progress on several aspects had been made since the last JRM. The Mission notes the encouraging progress and urges that, the GoI consider lifting the state out of the 'special watch' list.

2. Interventions to achieve development objectives

2.1 *Access:* A wide variety of measures have been initiated to improve access. These include opening of new schooling facilities {such as *Rajiv Gandhi Pathshalas*, Alternative Schools (four hourly & six hourly), *Shiksha Mitra* facilities in small habitations, augmenting teaching facilities in *Madrasas*, Bridge Courses (*Balika Shikshan Shivirs*) and Mobile Schools for urban deprived children etc.} as well as deploying a number of special strategies (surveys and campaigns, special aids & incentives, appointment of motivators, opening of ECCE centres etc.) to encourage marginalized groups, such as SC, ST, girls and disabled children. The average Gross Access Ratio (GAR) at 90.8 is some 12 points higher than the baseline figure. Noticeable progress has been made in Dholpur, Bundi, Hanumangarh, Jaipur, Karauli and S Madhopur. Given the difficult physiographic characteristics of the state, the Mission considers this as an impressive achievement. Yet, despite such massive efforts nearly 26,719 children (1.16 lakh children across the state) are yet to be enrolled, most of who are either from extremely poor migrant families or are differently abled. An enrolment campaign with special strategies for different groups (disabled, migrants, overage and married) is proposed in May June 2003. A detailed action plan has been prepared beginning March 2003 to Sept. 2003 with the objective to enrol 'out of school' children and those who are attaining the age of 6 years. The action plan includes environment building, identification of left out children, actual enrolment and monitoring to ensure retention.

2.2 *Retention:* At the start of the project the retention rate was around 40%, which has since increased marginally (43%). Other than infrastructural improvements, improved PTR through hiring of parateachers and special incentives such as mid day meals and free textbooks, strategies to improve retention include special training to teachers to improve their child handling skills (*Guru Mitra*) and making members of the SMC responsible for regular monitoring of attendance (*Toli Nayak*) of irregular children. In limited instances, experiments of serving the mid day meals in two portions, once during the recess and once at the end of the school day is proving very effective in retaining children in school through the day. On an average attendance was reported at 80%. This seen in conjunction with the fact that schools operate on an average of 250 days a year, indicates that children enjoy satisfactory level of classroom exposure. Further, steps are being initiated to collect data on how many students appeared in the annual examinations to assess the actual numbers of dropouts.

2.3 *Integrated Education for the Disabled (IED):* Although some efforts with help of NGOs, have been made to improve schooling access for disabled children, through opening of special schools and provision of aids and appliances (linked to GoI sponsored IEDC), IED is yet to be taken up on a systematic basis in Phase II districts. The focus still remains confined either to enrolling of children with physical disabilities in regular

schools or to children with severe impairments, such as those afflicted by *Down's syndrome*, for whom special schools are being considered. Of a total of 15,984 children identified as disabled in these districts, 2451 are yet to be enrolled in any facility. It was not clear to the Mission how exactly are the educational needs of the affected children being addressed in the classroom. The Mission urges the SPO to initiate 'Classroom Practice' studies to gather this information. IED is a part of a six-day orientation training, which has been accessed by 18518 teachers. The Mission recommends that efforts be made to scale up such training, so as to equip all teachers with the capacity to identify children with different impairments and provide relevant support.

2.4 Detailed district wise data on retention, repetition, completion was not available to the Mission and neither is data on these aspects collated in disaggregated form that can reflect the relative performance across gender/ socio-economic groupings. Currently, most districts have developed good capacities in collecting and presenting data. However, a lot of the data collected is directly passed onto higher levels, leaving little opportunity for any meaningful analyses at source, which can then feed, into planning and strategy formulation. There is need to collect information on child migrants, dropouts or those who have shifted to private facilities. Also, holistic analyses of transition, achievement, dropouts and completion needs to be taken up using data disaggregated both socio economic category wise (including that on minority groups) and spatially. Data available indicates a reduction of 6 per cent points in Gender disparity although it may not be uniform across social groups.

2.5 In most districts of Rajasthan, difficult physiographic conditions, coupled with high levels of poverty and lack of access to basic infrastructure constrain schooling participation. Therefore, despite efforts by the Education Department, DPEP will fall short of achieving its development objectives unless there is greater cross-departmental synergy to facilitate schooling participation. The Mission noted the increased responsibility for project performance being given to the Collector SPO and feels that this move should strengthen convergence efforts. The SPO is proposing to benchmark performance of districts to instil a sense of competition. The Mission recommends that DPOs identify all ongoing programmes in the social and infrastructure sectors that can potentially complement DPEP efforts and explore ways to promote convergence.

2.6 Further, the harsh geoclimatic conditions of the state coupled with severe infrastructure gaps, it is unlikely that the development objectives can be achieved unless alternative resources are made available to meet the infrastructure needs.

3. Interventions to improve quality

3.1 Interventions to improve quality include: revision of curriculum and development of workbooks; provision of TLM grants and school improvement grants; appointment of appropriate numbers of teachers; training of teachers; regular academic supervision through BRC and CRCs etc.

3.2 A three-day training programme on TLM preparation has been imparted to all the teachers, supplemented by development and distribution of a guidebook (*Shivam*);

following which TLM grants were distributed and subsequently utilised. The use of TLM is also discussed regularly in the monthly cluster meetings. Content-based subject wise teacher guides (*Sandarshika*) have been prepared and distributed, but the Mission is unable to comment on their quality or their levels of utilisation. Several teacher guides and training modules being currently used were prepared for Phase I districts and have been commented upon by previous missions. All of these are now being revised in the light of the feedback received from the field.

3.3 Workbooks have been developed and will be introduced in the classroom in the next session. Similarly, modules based on hard spots of class content and methodologies, for in-service training of teachers and parateachers, have been developed and reviewed, and will be used in the extensive training programmes commencing in May 2003. Other regular teachers training programmes have been taking place, mostly as residential events and through the use of distance mode through teleconferencing. The State has also introduced the Guru Mitra approach (two components – physical and psycho social) to help develop interpersonal relationship of the teachers with the students and the community. Rajasthan has a lot of eminent ‘non state’ resource institutions and the SPO plans to use them for developing training materials in future.

3.4 Large-scale teacher training is planned during the summer vacation in May June 2003. A learner evaluation book has been developed. Resource groups have been constituted and all vacancies have now been filled-up at the cluster level. However, with an average number of twenty-four schools per CRCF there is limited possibility for effective supervision and adequate technical support. Recommendations by previous missions to rationalise have already been implemented in Phase-I. The Mission recommends that this issue be taken up urgently and steps initiated to bring the ratio down to a effectively serviceable level, through setting up of new CRCs.

3.5 Cluster level monthly meetings do not have the benefit of actual class situations, and there is limited provision for content enrichment. Moreover, cluster level meetings are held separately for parateachers. The project could do well to integrate parateachers, especially those of the RGPs with the mainstream academic support system. The Mission suggests that DPOs explore the possibility of holding cluster level meetings periodically in the RGPs, which should not only provide actual classroom situations, but also be mutually beneficial for both categories of teachers. While some indicators have been developed to evaluate the performance of parateachers, this needs to take place regularly. The State, over time, plans to use these evaluation systems to upgrade the parateachers to regular posts.

3.6 Lack of commitment among teachers is often cited as one of the key reasons for poor quality of teaching learning. Teacher management systems need to be strengthened to ensure greater accountability and better teacher attendance and punctuality. Further the current PTR is well above the national norm of 1:40 (ranging between 1:44 to 1:49 at district levels). A diverse menu of options that include hiring of local teachers, improved PTR through hiring of additional parateachers (especially in schools with high enrolment) and rigorous monitoring by the BRCs/CRCs etc. could be used. Also greater

involvement of communities in the day-to-day management of schools and in the selection of parateachers has helped to improve teacher accountability. Monthly progress (attendance, performance) reports of students are now regularly shared with members of the SMC and parents making them better informed to monitor quality.

3.7 Mobile schools are an innovative concept and are providing learning opportunities to urban deprived children. However, given the harsh climatic conditions, there is a need to explore ways to make the facilities more environmentally conducive to teaching learning. Further, the mobile school teachers do not have regular access to academic support and there may be a need to include them with one of the clusters. Mobile schools could also benefit from greater community involvement and efforts may need to be made to form PTAs, MTAs etc.

3.8 In the Madrasa visited by the Mission, the students were being exposed to mere information and not to conceptual understanding. No 'hands on' activities by children were observed, even subjects like science and mathematics were being taught only through the 'chalk & talk' mode. The teachers will not only need to be provided more appropriate training but will also need greater academic support.

3.9 Action research undertaken so far is centralised (through the District Education Research Forum) and prescriptive. This results in producing studies, which have little scope for application to classroom practices, or for further research. Further a number of research studies undertaken in previous years have failed to inform policy systematically. The SPO has initiated an exercise to summarise the findings from the different past studies to identify appropriate evidence based strategies. The Mission suggests that the Action Research strategy be revisited allowing teachers to identify 'practice based' problems for research and training be imparted in research methodologies.

3.10 New infrastructure being developed under DPEP is of reasonably good quality, largely on account of the involvement of the community in construction. In comparison to other states, variety of layouts being used is relatively limited. One prototype, which appeared to be most frequently used, provides for two classrooms and an open to sky enclosed court to serve as an additional classroom. While the design in itself is functional, in a few instances, lack of appropriate orientation have exposed the open courts to direct sunlight in summer thus rendering them unusable. Roof top water harvesting is also being introduced in a small proportion of buildings with provision for an underground storage tank below the Head Master's chambers. The Mission recommends that project engineers be trained on layout planning aspects as well as on use of local skills and technologies, so that the physical fabric of the teaching learning environment does not fall prey to maintenance problems that are beyond the competence of local communities. A greater variety of designs to choose from will also help to respond more effectively to the diverse site situations. Physical circumstances permitting, water harvesting facilities should be developed in all the sites.

3.11 The Mission sensed a great demand for infrastructure for Anganwadi Centres. Opportunities to provide the required infrastructure within the school premises may be

explored, perhaps through building of low cost structures in the shaded side of existing school buildings.

4. Institutional Capacity Building

4.1 A wide range of institutions are either directly or indirectly involved in the delivery of education under DPEP. These include state level institutions such as the State School Education Department, State Project Office and SIERT; the District Collectorate, Zilla Parishad, DPOs, DEEOs and DIETs at the district level; BRCs and CRCs at the sub district level; and finally the schools themselves and linked to them SMCs and BNS. Effective implementation of DPEP requires not only strengthening of these various institutions but also the overall governance framework within which these institutions operate.

4.2 A current planning process involves a lot of good quality data that is regularly collected through DISE, Household survey (Shiksha Darpan) and other special surveys. However, analysis and utilization are yet to be undertaken. The SPO has already developed guidelines on analysis application and dissemination of findings, which are expected to be operationalized from July 2003.

4.3 The State Project Office is now fully staffed, with several new members of staff. The SPO may find it useful to develop an induction programme for such new entrants to quickly bring them to speed with the project. Such a programme could help to retain the institutional memory given the high staff turnover especially at the senior levels. A culture of developing reflective journals could also serve as a useful resource for future reference.

4.4 The Mission did not have the opportunity to visit the SIERT or interact with any of the SIERT staff. However, the SPO is already considering plans for institutional strengthening of the SIERT in line with its expected role in supporting DPEP.

4.5 Although the Department of School Education plans to involve DIETs more closely in implementing DPEP, the Mission sensed little enthusiasm to that effect, from project staff. By and large, despite massive physical infrastructure DIETs are under resourced, poorly managed and remain underutilised. While current vacancies in DIET staff are expected to be filled up shortly, in most cases, remote locations with extremely difficult access coupled with poor quality maintenance, and low motivation levels of DIET faculty, may continue to inhibit their meaningful utilisation. The Mission was informed that institutional strengthening plans are being prepared and it remains to be seen whether some of the basic infrastructural and resource gaps are being addressed or not. Moreover, these plans should not be developed in isolation but on the basis of the operational links required between the various institutions, such as SIERT, DPO, DEEO for the implementation of DPEP. It was reported that the DIET at Bundi is currently developing a guidebook on School Management, aimed at Head Teachers.

4.6 The Mission is of the opinion that in most districts, DPEP is yet to be fully owned by the mainstream education set up, namely the DEEO. Steps to strengthen the functional relationship between the District Project Offices and the respective District Education Offices can potentially help not only in smooth programme implementation but also to sustain projects gains in future. At the block level, interactions between the BRCFs and BEOs are much more constructive.

4.7 A range of measures is being taken to improve the capacity of the DPOs. These include regular workshops and monthly meetings at the SPO. Senior SPO functionaries are tasked with monitoring the work of specific DPOs. Some financial delegation has helped to reduce the dependency on the SPO for day-to-day works and procurement. At the same time, a current ceiling on the POL/vehicle allowance is reported to severely constraining supervisory works of the DPOs and thereby quality of programme implementation. The Mission recommends that the SPO take up this issue with the Department of Finance, in order to revise the ceiling for the project.

4.8 Despite a large recruitment exercise, some positions at the BRC level are lying vacant. These include 41 positions of LDCs and seven RPs for mathematics. While the work of LDCs are being managed through hiring of people on short term contracts, it appears unlikely that the positions of the mathematics teachers can get filled up early. With these institutions now nearly fully staffed, efforts must be made to quickly train all the new recruits in time for them to start providing support for teaching interactive learning processes at the beginning of the new session in July 2003. The Mission was informed that duty charts and terms of reference have been developed for the BRCs and CRCs.

4.9 School Management Committees and within them *Bhavan Nirman Samities* have come to play a critical role in creating a supportive environment within which children can participate in schooling on a sustained and regular basis. SMCs have a representational character and members are selected through consensus at the Gram Sabha. 'Process based' refresher training every year supplements an initial three-day training. CRCFs attend SMC meetings regularly briefing them on school related issues. However, while SMCs are playing a major role in expanding schooling participation, improving attendance and in infrastructure works, they are yet to be fully equipped to play an active role in improving quality and its monitoring.

5. Programme Implementation

5.1 Until March 2003, 3827 EGS, 304 AS (198 six hourly and 106 four hourly) and 171 ECE centres had been opened and 4694 parateachers have been appointed. The total increase in enrolment in the same period is 280,184, out of which 144,581 are boys and 135,603 are girls. Also, during the same period, 25,684 teachers were provided TLM grants and 13,679 schools had received facility grant. 4459 Anganwadi workers and helpers were trained and an amount of Rs 80,516 per month was paid as additional honorarium. Total civil works include construction of 313 buildings for buildingless schools, 1372 additional Classrooms, 301 piped water schemes, 2995 toilets, 2789

repairs, 668 hand pumps, 610 CRC buildings, 6 BRC buildings, 215 AS buildings and 443 ECCE centres.

5.2 Twenty-six *Madrasas* were taken up for strengthening under DPEP. 164 Girl Child Motivators were appointed, 952 Balika Manchis, 10789 Bal Melas and 29 Balika Shikshan Shivirs (of which 16 were in Dausa alone) were organised. A total of 7098 SMCs and 10978 MTAs were formed.

5.3 Since the last JRM candidates to fill up all vacancies at the SPO and DPOs have been selected through 'walk in' interviews. While most new members of staff have joined on deputation or on contract, few are yet to be relieved from their parent departments and the posts remain effectively vacant. Some fifty-two positions in BRCs still remain vacant.

5.4 The phase II districts have managed to spend a total of Rs 67.55 crores in 2002-03, which works out to an average of 65.32% of the AWPB projections. Smaller districts like Hanumangarh (79%), Bundi (72%) and Dholpur (75%) show better expenditure performance than the larger districts such as Jaipur (56%), Churu (59%) and S Madhopur (56%). Some of the relatively low spend is on account of delays in filling up of staff vacancies, gaps in estimates and unexpected savings generated as a result of competitive procurement processes. In some activities such as Bal Melas, Mahila meetings, formation of SMC and MTAs physical targets have been exceeded. The state has already released its share of 15% of total expenditure. With nearly the entire complement of staff now in position Phase II districts seem well placed to achieve both physical and financial targets in the 2003-04 fiscal.

6. Next Steps

6.1 The Mission acknowledges the significant progress made since the last JRM, thanks to the committed efforts of both the state and district staff. Now that bulk of the access requirements have been met, the project must focus mainly on issues of 'quality with equity' (especially on strengthening of the pedagogic and IED components, favourable PTR etc.). In addition to the yet unaddressed recommendations of the 16th JRM, the following next steps should help the phase II districts achieve their potential:

- Develop strategies and timebound targets to provide access to the 26,719 'out of school' children, especially as the bulk of them belong to the historically education deprived classes;
- Ensure that the ambitious training programme scheduled for May-June 2003 is effectively delivered involving both teachers and BRC, CRC personnel;
- Ensure that the workbooks are printed and distributed to all schools before the start of the new academic session;
- Initiate the development of a comprehensive 'Institutional Development Plan' covering SIERT, and DIETs emphasising how collectively 'quality issues will

be addressed' – this has also been recommended by the recent MTR of phase 1 districts; and

- Initiate efforts to rationalize 'school based' Pupil Teacher Ratios.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAM(DPEP)
SEVENTEENTH JOINT REVIEW MISSION

Uttar Pradesh State Report
(April 23-28, 2003)

1. Introduction

1.1 As part of the Seventeenth Joint Review Mission (JRM) of the District Primary Education Program (DPEP), a team comprising Venita Kaul (WB) and C. Chandramohan (GOI) visited Uttar Pradesh from April 23-28, 2003. The terms of reference of the Mission were to review progress of implementation under UPDPEPIII with specific reference to interventions to achieve developmental objectives and to improve quality and institutional capacity and to make an overall assessment of program implementation. The Mission also reviewed action taken on the recommendations of the 16th JRM and preparations for the mid-term review of the project, which is due by December, 2003.

1.2 During the visit, the Mission had the opportunity to interact with the State Project Director and other members of the State Project Office (SPO), the directors and staff of SCERT, SIEMAT, SIET and a representative of the Mahila Samakhya. The Mission visited Jhansi district, which is a project district for a more detailed field study from April 23-26,2003. In the district the Mission visited formal schools, EGS and Alternative schools, ECCE center, and interacted with the community members, including members of the VECs, head teachers, teachers, instructors and children. The Mission also observed a Leadership training of Head Teachers, training of teachers in IED and an induction training of para teachers and interacted with the respective trainees. The Mission had the opportunity to interact with the Assistant Director (Basic Education) Jhansi, the Basic Shiksha Adhikari , Jhansi district who is also the District Coordinator of the DPEP, the DIET faculty and the District Collector. The Mission also visited the District Project Office, and Jhansi DIET. In addition, the Mission met with the Divisional Assistant Directors of Kanpur and Bareilly and officials of four additional DPEPIII project districts i.e. Agra, Unnao, Kannauj and Pratapgarh and reviewed their progress.

1.3 The draft report of the Mission was shared with the Additional Chief Secretary and the Agriculture Production Commissioner and other senior officials of GOUP on April 28, 2003.

1.4 The Mission was heartened by the continuing enthusiasm and commitment as well as a growing sense of confidence demonstrated by the project staff, both at the state and district levels in implementation of the project activities. This however, needs to be nurtured and sustained for which continuation of project officials, and more particularly the state project director is critical, especially as DPEP now gradually moves into SSA within the next two years. The Mission would like to thank the project personnel, community members, teachers and children with whom the Mission met, for their warm

hospitality, courtesy and cooperation and also for the candidness with which they participated in the discussions.

2. Action Taken on Recommendations of the XVIth Mission

(The phenomena of 'high drop outs between grades ½ and ¾ requires more detailed study followed by development of appropriate remedial strategies.)

2.1 A cohort study was conducted by SCERT on 100 schools from rural and urban areas, drawn from each of the 32 project districts. The study looks at completion rates in five years and in six years, cohort dropout rate, repetition rate and correlation with other variables. The study validates the observation of the last Mission by indicating a cohort drop out rate at 56.48 percent and repetition at 16.79 percent. However, due to limitations of design, the study does not provide additional information on the extent of genuine "drop outs" or factors responsible for children not continuing to be in the same school. The Mission has therefore again recommended a quick sample study to probe further into the geographical areas/social groups identified as more problematic in the study and cull out factors for which appropriate, need based strategies may be devised.

(There should be a shift in focus of training programs towards a whole-school approach to school improvement, emphasizing role of head teacher.)

2.2 The SIEMAT has developed a training module for Head Teachers on the basis of which training is now being conducted by the DIETs. The Mission had the opportunity to observe one such training in Jhansi DIET and interact with the trainees. The feedback from them was that they found the training useful and it also inspired and energized them for taking up their responsibility with greater vigour. It would be useful for the state/district officials to follow up on the training with further support to the head teachers in terms of planning and management towards a whole school approach.

(The staffing of DIETS be brought up to agreed levels)

2.3 The concern regarding shortfalls in staffing of DIETS particularly in the context of their envisaged roles as mentors in the school improvement program, continues. The Jhansi DIET visited had vacancies of Principal, Vice Principal and some senior lecturers. Of the other districts interacted with, only Unnao had a more or less satisfactory position with regard to staffing. The status of staffing is detailed later.

3. Preparation for the mid term review

3.1 The mid-term review of the project is due by December, 2003. In this context, as per the project agreement, the SPO is required to carry out third party evaluation of the following interventions (a) para teachers (b) double shifts (c) alternative schooling (d) early childhood education centers(e) impact of teacher training and support systems (f) VEC school management.(g) mid term assessment studies on learning achievement in all project districts. Since the innovation regarding double shifts was not carried out by the state, although it was proposed initially, only five studies will be undertaken in addition to the mid term assessment. The mid term learning assessment is in process and expected

to be completed by SCERT by September, 2003. Of the other five studies, SIEMAT has commissioned two studies on Training and VECs respectively and the TORs of the other three studies are with the SPO who will shortly commission these.

4. Interventions to Achieve Developmental Objectives

4.1 The issue of access to primary schooling has been addressed fairly extensively in the project districts. The state under DPEPIII has opened 2502 new schools in unserved areas which are expected to provide access to about 5 lakh children. In addition to that 3807 EGS/AS centers have been set up for smaller and scattered habitations in which 137091 children are enrolled. To address access needs of SC children in particular, new primary schools are being opened on priority basis in the 'Ambedkar villages' which have a concentration of SC population and which are currently being given top priority in terms of development works. The state government is also providing stipends to SC/ST children under another scheme of the Social Welfare Department.

4.2 In the meanwhile, the project districts are continuing with many of the tried and tested project strategies implemented under previous projects in the state, to create community awareness regarding importance of education of children, particularly of girls. These strategies include the model cluster approach, the Meena campaign, the *Ma Beti melas, kala jathas, prabhat pheris* etc. The Mission had the opportunity to see some of these in the district visited. These strategies have been found to be very effective in creating community awareness as reported and also evident to the Mission in all the villages visited. However, given the increasing enrolment figures reported to the Mission, particularly of girls and also the overwhelming positive community response as evidence, the Mission would like to recommend that these strategies be now confined to a more 'maintenance dose' status to sustain the momentum, but efforts in the next two years of the project be prioritised and converged in each district to (a) identify the specific clusters of children still out of school and devise, if necessary, 'out of the box' strategies to respond to their specific contexts to enable them to get them into schools. (b) identify magnitude of genuine drop outs from the system and specific areas/clusters of concentration, if any, locate factors responsible for this phenomenon and address these. (c) analyze the data on achievement levels within each district to identify specific low achieving clusters, probe into related factors and provide cluster/block level support. This becomes a still greater priority, in the context of the time frame provided by the SSA targets.

4.3 The state is in a position to identify these specific hard to reach groups with the improved availability of data now from various sources such as EMIS, Village Education registers, household data (which is going to be collected from across the state from May 1-25 under SSA on 0-14 year old children), and to some extent the cohort study undertaken on a representative sample. The mid term baseline learning assessment data from all districts is also compiled and currently under analysis and should be available by June, 2003.

4.4 The state is demonstrating enhanced capacity for compilation and analysis of data and is generating district report cards on their own. The data is now available in a

disaggregated way by gender and SC/ST categories. It also covers recognized private schools but does not still include the Alternative Schools and EGS centers. A separate MIS has been introduced for Alternative schools and EGS and data on these programs has been computerized. It is expected to be available by May, 2003. The EMIS data is being largely used to identify infrastructure needs, locate out of school children and single teacher schools or schools needing more teachers.

4.5 Regularity of students' attendance continues to be an issue, though the schools visited report some improvement in trends. In terms of specific measures undertaken to monitor attendance, some districts report use of different color stars to indicate the status of attendance of the child, which is expected perhaps to lead to self regulation. The Mission however did not get an opportunity to see this in operation in the schools visited and is therefore not in a position to assess its impact. In the schools visited, the attendance generally ranged approximately from 50-60 percent on the day of the visit. District officials however did share the concern that during specific months in the year children tend to be absent for long spells due to demands of agricultural work. Since there is no provision for a flexible calendar/timings in the formal school system, this issue does not get suitably addressed.

4.6 The Mission team analyzed the trends of the last three years in terms of enrolment and retention from the attendance registers of every school visited. There was a consistent decline observed in numbers from Grade I to V, particularly in the early years. While the factors responsible may get identified from the study recommended above as a follow up of the cohort study, the Mission would like to recommend that efforts may be made to sensitize cluster coordinators and head teachers, to analyze emerging patterns in the data contained in their own school registers and take appropriate follow up action at the local level. This possibly could be a more effective mode of ensuring contextualised support and solutions.

4.7 The state has made a significant progress in establishing Alternative Schools (1850) and EGS Centers (2307) to reach the children in remote locations and have specifically targeted areas like Jalesar (Etah), Khurja (Bulandshahar), Mirzapur Meerut & Jaunpur where the incidence of child labour is quite high.. The GOUP had also successfully established linkages with Maqtab/Madrasas (456) which enabled the children belonging to minority community to get formal education as per the regular system with supply of textbooks and also making arrangements for para-teachers from their own community. The Mission visited Madrasa in Jhansi district and observed about 80 children under going formal education for the first time. The DPEP has thus brought in 17333 children belonging to minority community under formal education under DPEP -III.

4.8 The team had an opportunity to visit an EGS center and an Alternative School in a Maqtab. A significant observation was the large numbers of children of mixed age group in these centers with only a single teacher available to them. However, despite the difficult conditions, the children were found to be learning and responsive which was very heartening. In both cases the teachers were local and female and very obviously dedicated to the task they had taken up. A more specific problem reported by the

instructors was the high incidence of illness among children, which brings the attendance figures down and also impacts on the learning. There did not seem to be adequate medical facilities available and most children were according to the instructors not even immunized, other than for polio. A school health component is there in the formal school system under DPEP-III and the mission had the opportunity of seeing the registers which recorded the report on each child in the schools visited. This is a very positive and much needed intervention. However, this needs to be extended to the AS centers EGS centers too on a priority basis.

4.9 The team also visited an ECCE center in the premises of a school and found a large group of children, some below three years. The ECCE worker and helper seemed both pleasant and child friendly but did not demonstrate skills of conducting ECCE activities, despite receiving both ICDS and DPEP training. However, the redeeming feature was the availability of play material for children provided by the DPEP with which the children were interacting freely and seemed quite involved. The overall positive feedback received from all levels regarding the positive impact of ECCE, both for older girls and for the younger children, suggests the need to consider possibilities of ensuring this provision, if required through multiple modes, across the system. The need for this component was particularly seen in the alternative schools and EGS center where the younger children were, in any case, seen sitting around. While ICDS has expanded to all the Project blocks, as reported to the Mission, it is not yet serving many smaller habitations.

5. Intervention to Improve Quality

5.1 The Mission appreciated the integrated strategy adopted by the GOUP to bring about a significant qualitative improvement in the content and process of elementary education under DPEP-III. The convergent approach envisaged improvement in preparation, motivation and deployment of teachers, improving the quality of textbooks, supplying of teaching aids, equipments and support services and the provisioning of infrastructure facilities including additional class rooms and toilets. The icing on the cake is the school-based intervention through decentralized, participative community based Village Education Committee (VECs), set up in all the villages. A training module for VEC training and Gram Shiksha Yojana handbook have been developed for effective functioning of VECs and a trainer's hand book for training VECs, MTA/PTA/WMG have also been developed.

5.2 While the efforts initiated towards quality improvement at the state level are very impressive, the percolation of their impact in the classrooms, though visible to some extent, is not as significant and a tendency to relapse into teacher centered, traditional methodology is still seen. A major reason for this situation is perhaps the rise in enrolments complemented by acute shortage of teachers resulting in high teacher pupil ratios which range between 1:65 to 1: 69 students in a class, which is a very clear deterrent to quality, child centered education. Although in the year 2000 , 8997 BEd. trained teachers were appointed as primary teachers against sanctioned posts and in the last two years 6040 para teachers have been appointed through the VECs in the project districts, the vacancies continue to be as high as 55,000. No further recruitments are

being made against sanctioned posts due to a High Court stay order. The Mission would like to flag this as a priority concern for the GOUP to address, particularly in view of quality being the key to successful attainment of all project objectives.

5.3 A significant feature in the appointment of para teachers is the appointment of 4281 females as Shiksha Mitras out of a total of 10231 para teachers in the entire state which adds upto 41.8%. The State depicted one of the very low sex ratio among teachers at primary level in the country. A large number of para-teachers with a significant proportion representing a females are currently undergoing training in various DIETs. The Mission visited DIET at Jhansi and noted with satisfaction the way these para teachers are trained systematically. Although the specified qualification for the para teachers is only intermediate, a large proportion of the trainees have higher qualifications including B.Ed. The Mission visited many primary schools and it is gratifying to note that the performance of the para teachers have been rated very high without exception by the regular teachers, MTAs /PTAs and the VECs. The training appears to have instilled confidence and has motivated the youngsters to take up the job right earnestly and the team noted a significant achievement in reading, writing and numerical abilities in para teacher's classes. The para-teachers, as observed by the Mission, appeared to be very sincere in using teaching aids, involving children and conducting activity based teaching particularly in Grades I & II .

5.4 In consonance with the 73rd & 74th Constitutional amendments, the GOUP have initiated various measures for greater decentralization of power that have significantly enhanced community /voluntary organization's active involvement in the efforts towards universalisation of elementary education. The GOUP had empowered and activated 23367 VECs. The striking feature is that about 95% of the VEC have been provided formal training. The VECs have been empowered to appoint Shiksha Mitras, check attendance in the schools, undertake construction activities, and distribute food grains under Mid-day Meals scheme and scholarship to the students and also to utilize the school grants. In the DPEP-III districts, MTAs/PTAs, have been established besides WMG. These setup village based institutions have been given proper orientation and motivated for mobilization of community support for education in general and girl's education in particular. Through devolution of power to local community and training enabled them to take responsibility for village mapping and micro-planning to make local people understand the problem of girl's education and also enabled them to design intervention accordingly. In six DPEP districts where Mahila Samakhya programme is operating, Sanghas organized the teacher-parents meetings and it also trained adolescent girls to enable adolescent trainees to pass Class-V examination. In the course of the district visit the Mission came across several instances of community contribution through VECs and the other districts interacted with also reported many significant contributions. These are largely in terms of infrastructure and occasionally provision of teachers. A specific school (Padri-Jhansi) worth mentioning which the Mission visited had a nice garden cultivated through community support by the VEC, which was actually being used by the VEC to generate revenue for the school through sale of the output. Such instances need to be video-documented and shared as best practice with other VECs during their trainings.

5.5 The GOUP had organized cultural activities, State wide School Chalo campaigns besides Meena campaigns for girls education. In DPEP – III districts, 1420 Meena Campaigns have been launched. The study team had noted the positive impact of Meena Campaigns in Jhansi district. Maa-Beti Melas have also been a very successful venture in promoting girls education. The Mission appreciated the efforts through *kala jathas* to bring about significant attitudinal changes in the traditional mind-set. This augurs well for reducing gender disparities in enrollment, retention and improving the literacy level among the females in the hard-core villages, which depict abysmally low educational attainments. The script has been drafted well and is capable of captivating the village audience. The troupe had well rehearsed and exhibited professional capabilities in staging the show.

5.6 The evolution of community based structures such as core teams MTAs/ PTAs/WMGs which operate in model cluster approach for promoting girls education in very low female literacy, SC/ST and minority pockets appear to be giving positive results with enhanced female enrolments in the primary schools. Efforts have been made to sensitise Moulvies in Madarasas to mobilize the minority community.

5.7 The efforts made by the State towards ensuring social and gender equity appears to be rewarding. There has been a significant achievement in narrowing of the gender and social gaps. While the overall GER is estimated at 88.4%, that for girls it has been higher at 90.8%. The GER for SCs is placed at 94.5%.

5.8 A very commendable feature observed by the Mission was a scaling up of initiatives in the area of Integrated Education of the Disabled in the form of development of a cadre of resource persons and master trainers, some with intensive training from special institutions, training of teachers (two of which were observed by the Mission and seemed to be well received by the trainees) and camps for detection, treatment and rehabilitation of children with special needs particularly, physically challenged children through distribution of aids and appliances. The Mission was apprised of the efforts of the GOUP to integrate physically challenged children in primary schools under IED programme of DPEP. During the field study in Jhansi it was noted that as against the estimated 1252 children with special needs, 953 children were integrated in schools after medical assessment camps were organized in the Blocks of Moth, Chirgaon, Baibna & Baragaon. At the time of field visits, 378 aids & appliances have been supplied at a total cost of Rs. 8.05 lakhs with convergence of Gramin Vikalang Punerwas Kendra & ALIMCO, Kanpur. The district coordinator organised various training programmes and the Mission had the benefit of interacting with the teachers who were undergoing training for integrating CWSN in Babina NPRC. There was also wide appreciation of this component in the community and the larger public. The training too had relevance and positive impact on the trainees. The results of an evaluation study recently conducted found that the CWSNs were received well and supported by peers in the class. Majority of the teachers were found to have positive attitude. The retention rates were also as high as 79% for the CWSN. The state has positioned IED coordinator in all the districts and IED has integrated 50780 children in 230 blocks

5.9 The project is also making use of distance education for quality improvement. The initiatives in this component include teleconferencing, training of script writers, production of software and its field trialling. A teleconferencing was organized in collaboration with IGNOU in November, 2002 on Community Participation in UP in which all community based organizations, teachers and education officers from the districts had the opportunity to interact with senior government officials from GOI and GOUP. Audio tapes have been provided to NPRCs for their monthly training and schools are being encouraged to develop their own wall newsletters. However, the mission was not able to see evidence of it in the schools visited and would urge the state team to intensify efforts to reach the initiatives taken to the field.

6. Institutional Capacity Building

6.1 During the Mission, the team had the opportunity to interact with institutions at all levels i.e. village education committees and mothers' groups, the cluster and block level officials and officials at district and state levels. Based on these interactions and on the basis of district and state reports made available to the Mission, there seems to be some evidence of improved capacity at most levels. This is seen in terms of greater clarity in role definitions, greater understanding of relevant issues and interventions, greater sense of involvement and confidence among the respective coordinators with regard to their components, clarity regarding the school grading system and so on.

6.2 *Village Education Committees*: This is covered under the section on Quality.

6.3 *School Improvement/Head teachers*: At the school level, efforts to develop a training module for head teachers has been commendable in that it has followed a systematic process of need identification, development of material and trialling. The comprehensive training focuses on management of teaching learning processes, infrastructure and physical resources, enrolment and retention, community participation, monitoring and supervision, school management, financial management and action research and innovation. The Mission observed a head teachers' training in Jhansi and the feedback elicited from the head teachers was positive.

6.4 The School Improvement system that has been instituted in the project districts, forms a functional chain of academic support and supervision which connects all academic resource structures such as NPRC, BRC, ABSAs and DIET. This involves a grading system to assess the functioning of primary schools with the help of DIET-BRC-NPRC chain. The grading of schools is reported to be based on 38 parameters. As per the latest report, about 13% of the schools were in A- grade, 48% in B-grade, 23% in C-grade and 16% in D-grade. There has been a gradual improvement in the rating of schools in A-grade, which accounted for only 8% in August, 2002. Conversely, the proportion of schools in C and D grades declined from 46% in August, 2002 to 39% in the latest grading. As compared to the scenario in the last Mission, there is certainly greater awareness regarding the grading system and its criteria at all levels. Teachers, VEC members are all aware of the grade assigned to their school and the reasons for the particular grade which, given the situation two years back, is a major leap forward. The

DIET faculty are expected to provide academic mentoring to the field personnel but the large number of vacancies in DIETS continues to hamper progress on this front to some extent. The Mission observed that the current system of assigning an aggregate grade to the school which covers all aspects such as availability of teacher, physical infrastructure, quality of teaching, children's performance etc. though comprehensive, does not indicate specific responsibility for improvement towards the relevant individual or individuals and therefore it is normally looked upon as teachers' responsibility even if it is based on conditions beyond her control. The Mission suggests that this system be further reviewed to promote collective responsibility among all stakeholders at the school level such as teacher, VEC, NPRC, BRC and BSA through improvement in the grading system by developing a composite index with specific sub-group indices with appropriate weighting diagram for major indicators so that there is proper accountability for those who are charged with the specific responsibilities. It is hoped that this would also allow for schools to be graded not in comparison to other schools for which baselines may be different, but in terms of efforts made and value added to improve the status of the school from the past assessment.

6.5 *BRC/NPRC*: In UPDPEP III districts, the BRCs and NPRCs are functional in all districts. BRCs have been staffed with one coordinator and two assistant coordinators. The BRC/NPRC coordinators are given training in pedagogy along with the teachers. They are also given a separate package of training on school supervision and the BRC coordinators get yet another training on financial management. The NPRC hold monthly roster trainings which are reported to be largely need based. The Mission observed a roster training in progress in a school in Jhansi district and was very impressed with the concept of the 'hands on' and reflection oriented training being conducted by rotation in each of the schools in the cluster. The training involved demonstration by teachers followed by peer review and reflection which was very well handled by the resource persons. The Mission recommends that this training may be extended to the instructors of AS schools and EGS centers also, if community can provide a community member to substitute for the instructors on that day. Given the fact that these teachers are not trained, this regular opportunity for developing their understanding and skills would be very useful.

6.6 *DIETs* : The Mission was heartened to see greater involvement of the DIET faculty in DPEP than in the past in the DIET visited. If this is true of other DIETs it is also a welcome development. There was also a clear acceptance of responsibility of their mentoring role in the discussions the Mission had with the faculty. The major issue in DIETs is the acute staffing shortfalls which have been flagged by previous Missions as well. Out of 26 DIETS in the state, 9 posts of Principal, 11 posts of Vice Principal, 121 posts of senior lecturers, 186 posts of lecturers and 5 work experience teachers are still lying vacant. The Jhansi DIET which the Mission visited did not have a Principal or Vice Principal and only one out of six Senior Lecturers posts was filled. This is an issue which the Mission would again like to raise as of top priority for success of the project initiatives in school improvement. In response to the previous Mission's recommendation regarding capacity building of DIETs, SIEMAT has developed a training package specifically for DIETs in Research methodology. It is also worth mentioning that for enhancing the quality, Total Quality Management (TQM) approach is being introduced in

the State. Basically, the objective is to improve DIET functioning by adoption of TQM at the DIET and primary school levels. The concept of TQM, its application to DIETs, its process and methodology has been introduced to 56 DIET Principals & faculty members.

6.7 *SCERT*: SCERT has been closely involved with the curriculum related components of the project and has been responsible for the textbooks and teachers' guides and training modules. It has also undertaken the cohort study mentioned earlier and the baseline assessments and is responsible for the development of a comprehensive and continuous evaluation package which is being introduced in the schools. The assessment system is still to be trialled systematically in the schools. It is also expected to provide guidance to the DIETs

6.8 *SIEMAT*: SIEMAT is relatively better staffed and has a wider coverage of activities. It has the mandate for providing training to educational administrators, conducting research and analysis of EMIS data , preparation of AWPBs. It characteristically demonstrates a very responsive attitude towards emerging needs in the field which needs to be appreciated, as is evident from the new Head teachers training package and the research methodology package. Along with the training of DIETs it may like to consider helping DIETs plan a more focused research program aimed at providing regular and timely feedback on project initiatives for both DPEP and SSA.

6.9 *SIET*: The Mission visited the SIET and had the opportunity to see some very good productions which are being telecast through the Doordarshan's educational channel. SIET has been developed as an institute in the area of designing, developing and producing video and print materials. It has well equipped facilities. It is currently facing threat of closure due to withdrawal of financial support from GOI and disinclination of the state government to take up its liability. This would be a loss to the state given the potential in the years to come for technology and multi media interventions in education.

7. Program Implementation

7.1 *Financial performance* : The DPEP – III is being implemented since 1st April 2000 in 38 Districts of Uttar Pradesh with an approved EFC cost of Rs. 764.26 Cr. During the period 2000-01 to 2002-03 the releases of funds from GOI & GOUP were Rs.460 Cr. and Rs.85.52 Cr. Respectively. Thus, as against the total releases of Rs.545.52 Cr. the reported cumulative expenditure upto 31-03-03 is Rs. 502.62 Cr. This accounts for 92% of the total resources made available under the programme and 66% of the approved EFC cost. The GOUP had released its share of 15% in time. The financial performance of the State under DPEP – III is quite impressive.

7.2 The pace of resource utilization has been faster in many DPEP III districts. The EFC financial ceilings are likely to be hit much earlier vis-à-vis the project duration. In Jhansi, for example, as against the approved EFC cost of Rs.17.18 Cr. the expenditure upto 31st March 2003 is Rs.12.75 Cr. The Annual Working Plan (AWPB) for 2003-04 for the district is Rs. 3.19 Cr. and neither civil works nor any other activity have been proposed save for committed expenditure. This leaves a balance of Rs.122.53 lakh only for the year 2004-05. Apparently the project will come to a close much ahead of the

envisaged duration and the district authorities will have to plan in advance to continue the activities of DPEP .

7.3 The programme is expected to continue upto 2004-05 and at the aggregate level, the balance of EFC left for the year would be about Rs. 262 Cr., which is insufficient to meet even the committed expenditure comprising of salary component of teachers including para teachers/BRC/ABRC/DPO//SPO and other expenses including textbooks. The accelerated pace of implementation of DPEP – III in the districts during the first 3 years together with enhancement in the salary component consequent to the revisions of pay & allowances, enhanced ceiling for civil works and the enlarged coverage have apparently hastened larger flow that call for early completion of the projects in as many as 22-24 out of 38 Districts. The Mission recommends that the GOUP should undertake advance-planning exercises in this regard in respect of 22-24 districts where the programme is likely to be terminated much ahead of the schedule.

7.4 *Physical Performance* : Under UPDPEP-III, as against a revised target of constructing 2502 new primary schools (original target was 2445) 1826 schools have been constructed and about 676 primary schools are under various stages of progress. One of the factors that contributed to the accelerated EFC cost pace is the enhancement of the ceiling for the construction of civil work and placing the resources to the VECs on the priority basis that met the first installment of release of funds which is dovetailed with other rural development Schemes like SGRY/PMRY .

7.5 The programme targeted reconstruction of 2971 schools buildings and upto 2046 has been completed and 937 works are under progress. The project envisaged construction of 10140 additional classrooms during the project period. Upto 2002-03, a total number of 7256 additional classroom have been constructed and construction of 2884 additional schoolrooms are under progress. Under UPDPEP-III, construction of 12452 toilets was planned and upto 2002-03, 9091 toilets have been constructed and 3361 toilets are under construction.

7.6 **Next Steps**

- The GOUP may undertake advance planning in respect of those districts which are likely to terminate UPDPEP-III implementation much ahead of the schedule, due to accelerated spending.
- The GOUP may, on priority basis, take steps to fill the large number of teachers' vacancies and vacancies in DIETs.
- The studies agreed for the mid-term review may be commissioned and completed latest by September, 2003 in time for the review in November–December, 2003 and shared with GOI and the Bank.
- A follow up district–wise study may be undertaken immediately, as recommended above, to identify factors responsible for high incidence of

children leaving school after grades I/II as demonstrated by the cohort study and strategies to address this concern may be planned accordingly and shared with the next Mission.

- Analysis may be undertaken of available data to identify hard to reach pockets/groups in terms of enrolment, retention and learning achievement and focused and prioritized interventions may be planned district wise to address these target groups.

INDIA
DISTRICT PRIMARY EDUCATION PROGRAMME
SEVENTEENTH JOINT REVIEW MISSION

Uttaranchal State Report
(23 April – 28 April 2003)

1. Introduction

1.1 The seventeenth Joint Review Mission (JRM) of the District Primary Education Programme (DPEP) consisting of Mr. Tejinder Sandhu (UNICEF) and Ms. Deepa Sankar (World Bank) visited Uttaranchal state between April 23-28, 2003. The central objectives of the mission as outlined in the terms of reference included gathering information and providing recommendations for four key identified areas of educational development under DPEP. These included: (a) Interventions to achieve development objectives (b) Interventions to improve quality (c) Institutional capacity building (d) Programme implementation. The mission also assessed the follow up of the steps suggested by the previous JRMs.

1.2 During the visit to Uttaranchal state, the mission met with the State Project Director and other members of the State Project Office (SPO), the staff of the Department of Basic Education, staff, and representatives from the DPEP district offices. The Mission visited the Bageshwar district from 23-28 April 2003. The Mission had interactions with the DIET functionaries in Almora district besides visiting 5-6 primary schools, some Education Guarantee Scheme (EGS) centers, Mother Teacher and motivator Association (MAMTA) the Women Motivator groups (WMC), teachers, students and representatives from various village education committees (VECs), Block Resource Centres (BRCs) and Nyaya Panchayat Resource Centres (NPRCs).

1.3 In Dehradun, the Mission had a separate wrap up meeting with the Chief Secretary, Principal Secretary of Education and State Project Director during which the draft report of the Mission was shared with the officials. The Mission is thankful to the state and district officials for their co-operation and hospitality in coordinating the visit.

1.4 The Mission is also very appreciative of the enthusiasm and energy demonstrated by all the members of the SPO, district and block level functionaries and VECs in sharing the valuable information and preparing materials related to the programme.

2. Action taken on the recommendations of the last mission

2.1 In the last Mission it was recommended that a State Council of Educational Research and Training (SCERT) and a State Institute of Educational Management and Training (SIEMAT) needs to be established separately for the state. SCERT Uttaranchal has been established at Tehri and 180 posts have been created and most are still to be filled up. The proposal for establishing a SIEMAT is under the consideration of the State government.

2.2 As per the recommendations of the last Mission, various posts including that of the Additional Project Director, professionals, Administrative officer and finance and accounts officers have been filled by the State Project Office. Keeping in mind the curricular and management issues, the resource group in the State has evolved a state-specific multi-grade teaching model called Kunjapuri model on the basis of the Rishi valley experience in Andhra Pradesh. This is being implemented in around 30 schools on a trial in Tehri, Uttarkashi and Pithoragarh districts. The state has also started various EGS and Alternative Schooling (AS) centers (called Shiksha Ghar) in those habitations which do not have any primary schools within 1 Km, but with 20 children in the relevant age groups and for scattered, unserved habitations respectively, as part of strategies to address the issue of schooling access to children in the scattered areas. While the development of BRCs and NPRCs as dynamic and vibrant resource centers for the schools in the respective blocks and clusters is quite clear, they seem to need guidance for evolving a vision for the future plan of actions.

3. Interventions to achieve the Development objectives

3.1 With the initiative of excellent leadership at the state level office and intensive and strong actions from the district level offices and enthusiastic partnership and participation from the local communities, the state has made enormous progress towards building capacity and developing institutions aimed at expanding primary education. Several measures were taken by the authorities to increase enrolment and retention. The Mission is impressed with the interventions made by the state to achieve its development objectives.

3.2 Access for the most disadvantaged: Under the DPEP programme, the state has completed the construction of around 200 schools in the last two years and another 76 are in the process of completion. The establishment of more than 500 EGS centers in the DPEP districts has been facilitating the education of children from scheduled castes (SC) and scheduled tribes (ST) and children in remote habitations. The visits to the schools in SC/ST habitations by the Mission revealed the improvement in educational facilities and consequent increase in enrolment of the children belonging to these communities at the primary level. The government measures to encourage schooling of SC/ST children included providing free text books.

3.3 During 2000-2003 period, 55 Alternative Schooling Centres have been established in the state which provide alternative learning facilities to children unable to participate in the formal schooling system, belonging to certain categories, viz, working children, children of migratory communities, minorities, drop outs and those engaged in sibling care. The initiatives facilitating the access and schooling included building additional classrooms, toilet facilities, reconstruction of school buildings, and providing drinking water facilities wherever possible. Besides, to improve the teacher pupil ratio, para teachers (shiksha mitra) were appointed. Besides these measures, the state also ran a mobilization campaign in the form of the mass enrolment drives called "school chalo abhiyan".

3.4 *Outcomes:* The result of the above initiatives have been evident in the high GER (105%) for the state now compared to 91 percent in the year 1999. Similarly, the number of out of school children has been declining, for example, from 10776 in November 2002 to 9791 in April 2003. The repetition rate is now around 10 percent for females and 7.5 percent for boys. The most successful figures are that for the drop out rates, which have declined from 45 percent in 1999 to just 14 percent over a period of four years. During the visits to the school, it was found that the attendance registers are maintained in the schools and teachers do follow up the absenteeism of the students.

3.5 *Enrolment issues of children below 5:* However, during the mission, it was noticed that the enrolment in lower grades, especially in class one was quite high compared to other grades. The statistics shows that approximately 5-10 percent underage children are coming to formal schools. Since we found that the drop out is not really a general case in the state, the higher numbers in the lower grades were due to the enrolment of under- five years of age children. The mission was told that the reason for such under-age child's enrolment is the incentives in the form of mid-day meal scheme introduced in certain places.

3.6 *The problem of under-age enrollment is prominent in areas where the pre-school facilities are less and it could be said that by strengthening the pre-school facilities, the problem could be addressed to some extent.* Currently, in the state, 619 ECCE centers are running in convergence with ICDS department. A number of steps have been taken to enhance the capacity of field workers including the training of master trainers, participation in a national workshop at Hyderabad, training of key resource persons, exposure visits and training of the state resource group for ECCE.

3.7 *Gender equity:* It was also noticed that the gender discrimination is not a major issue as far as enrollment in Uttaranchal is concerned. However, certain discriminatory practices have started showing in the pattern of enrollment in government and private schools. While girls are getting enrolled in government schools in larger number in certain areas, the boys are getting enrolled in privately run schools in the same areas. The Mission could see this trend during the school visits where more girls were noticed than boys in certain schools and classes. At a policy level, the government has adopted several measures to encourage the retention and completion of girls education through community activities, advocacy to promote gender equity in the family environment and class room practices, besides providing free text books to the girls from class I to V. The project has constituted 1403 MAMTA groups in 6 DPEP district, comprising of 26721 members. A training module ASHA has been developed and 24 key resource persons have been trained at state level for imparting training to the master trainers in May-June this year. The project also undertook gender sensitization programmes through MAMTA and Maa-beti melas.

3.8 *Addressing the education needs of Disabled children:* A number of measures have been taken to meet the education needs of children with mild to moderate disabilities. Notable among these is the constitution of a state resource group and networking with

eight major institutions and four government departments. A survey of children with special needs identified 4342 children who were examined in 13 camps. An integrated in-service teacher-training package has been developed for primary school teachers. Print materials including teaching learning materials have also been developed to support the aforementioned activities and distributed for use in BRCs, CRCs and schools. One block has been selected in each district for a pilot project. A large number of training programmes for capacity building of functionaries at different levels have been undertaken to support these activities.

4. Interventions to improve quality and equity

4.1 *Focussing on quality:* Uttaranchal state has made considerable progress in ensuring access and thereby attained higher levels of enrollment and completion rates. Now the challenge for the state is to maintain the current levels of enrolment and completion rates along with improving learning outcomes and enhance the ability of the children. Quality is now the most important issue, along with maintaining equity.

4.2 As already noted by the 15th JRM, the project in Uttaranchal demonstrates a sense of vision development, planning and enthusiastic district, block and school level reforms. The state has taken a number of measures to create the basic conditions for learning.

4.3 *Creating enabling conditions:* The creation of cluster and block resource centres and their staffing by full time personnel to function as education quality enhancement resource pools at decentralized levels, a second round of teacher training, introduction of text books facilitating joyful learning, the teaching learning materials (TLM) grants and the school development grants were some of the measures taken to improve the primary education quality.

4.4 Curriculum revision has been undertaken for classes one to five based on an integrated approach. As a result, there is one book for class one. For classes 3,4 & 5 science and social studies have been integrated. The curriculum has been placed before the Uttaranchal government for approval.

4.5 Against the 10821 sanctioned posts in the DPEP districts, 9851 teachers are in position. Of the 970 vacant posts, 450 posts are likely to be filled up by 31 May. 890 para teacher posts have been sanctioned in the state under DPEP and the state government in the DPEP III districts has sanctioned 480 posts. The teachers have been imparted a second round of in-service teacher training. Similarly, the para teachers have also been imparted training.

4.6 There are still nearly 11% schools that are single teacher schools. This is an issue that needs to be addressed to ensure that quality improvement can be ensured. The pupil teacher ratio (PTR) in the state is now 1:40, down from 1:65 in 1999. The state figures are affected adversely by just one district-Haridwar where the PTR is 1:60. The repetition rate is 10% for girls and 7.5% for boys. The completion rate is 5.7 years. The drop out rate is 14% down from 45% in 1999.

4.7 *Textbooks:* The availability of textbooks has been ensured through DPEP for SC/ST boys and for all girls and the state government in the past two years has provided textbooks for general category boys. Further streamlining of the supply process is needed to ensure that the textbooks reach the school timely and not months late as happened in some cases this year. The textbooks revision has been undertaken with the help of the state resource group.

4.8 UNICEF supplied one thousand copies of three supplementary reading materials-Pankhurian, Runjhun and Palna. These were distributed to 1000 schools in the DPEP districts.

4.9 *Teaching days:* The issue of teaching days has engaged the attention of project management. The loss has been considerable due to the recently held Panchayat elections and other election activities. Project management may wish to gather more data on the issue to have an exact idea about the number of days being lost to non-teaching activities.

4.10 *School grading:* As noted by the previous mission, a school-grading tool has been developed and is in use in the state and is being used effectively by BRC Co-ordinator's. The mission saw evidence of the use of the tool, especially in identifying the low performing schools and focussing attention on them. As a result, on the achievement side, the number of children in A grade has increased and decreased in E grade by almost equal margins. The bulk of the children fall in B & C grade. DIET's have undertaken an analysis of the difficulties affecting the learning of children and suggested the measures needed to be taken. Gradually, the emphasis is shifting to issues related to the achievement of children, as the physical status of school infrastructure has shown considerable improvement.

4.11 *Evaluation of children:* A programme of continuous and comprehensive evaluation has been launched in one block of Almora and in Bageswar district as a part of which monthly, half-yearly and annual examinations are being conducted. The report cards are being maintained and shared with parents when they visit the school. This is a nascent initiative and needs further consolidation and analysis of the results and based on that remedial teaching needs to be undertaken.

4.12 *Multigrade teaching:* A significant intervention that has been initiated recently is the Kunjapuri model of multigrade teaching based on the Rishi Valley Education Centre model. This is being implemented with guidance of Ed. Cil New Delhi. This is now being piloted in three clusters of ten schools each in three blocks in three districts after an initial trial. This approach of piloting, documenting and learning lessons before going to scale is commended and holds much promise for the future. The development of a model school (Arsh) also holds promise of interesting results for group management, time management and community involvement.

4.13 *Para teachers:* 689 para teachers are working in the DPEP districts. They have been imparted a 30 day induction training and a 15 days refresher training is provided

every year. The para teachers also participate in the monthly meeting of teachers at the NPRC. The para teachers are recruited for an academic session and can be appointed again by the VEC if their work and conduct is found satisfactory. The state is yet to take a view of the para teacher's scheme for the long term.

4.14 *Community involvement:* Conscious efforts are made for the participation and involvement of the local community in the implementation and management of programme at village/school level. The formation of the VECs and school management committees are one such attempt. They are expected to monitor the enrolment and functioning of the schools, micro-planning and school mapping, besides the authority to appoint the para-teachers and distribute the free text books and scholarships, and monitor the preparation of cooked meal under the Mid Day Meal Scheme. Similarly, the constitution of the Mother Teacher Associations, Women motivator groups, Mother Teacher and Motivator Association have all resulted in a sense of importance of their roles and responsibility being felt among the people in the rural remote habitations towards educating their children. This was visible in the meetings the Mission witnessed, especially in demanding further and better facilities for schooling in the locality. This community involvement needs to now extend to quality improvement processes. The training of communities in the school-grading tool could be one way of ensuring this.

5. Institutional capacity building

5.1 *Data collection, analysis and use:* For facilitating the planning process, the EMIS data and household level data provides information. EMIS/DISE data has been collected and computerized, and this information is used for planning new schools, EGS, AS, and creation of new teaching posts. The state also has been successful in collecting household level data, which is available at the NPRC and BRC level and the macro-level anthology and analysis of data will take place after revising the software developed by NIC. The advantage of such an enormous set of data from the planning point of view is that it offers potential for further analysis, for example, understanding the gender and community level indicators at a highly disaggregated level. At the micro level, such data has already been looked at for identifying and improving the information base on out of school children and reasons for their non-enrolment.

5.2 *Planning and Management Capacities:* One of the major recommendations of the 15th JRM was the establishment of an SCERT and SIEMAT in the state to support the educational reform process underway in the state. The SCERT has been established and 180 posts created. Most of these remain to be filled up yet. The decision regarding the establishment of a SIEMAT is under the consideration of the State government.

5.3 *State and District Project Offices:* Institutions at different levels have been set up to support project implementation. The state project office is now well staffed with most positions having been filled up. The mission notes that where posts could not be filled up, the need has been met by deputing six Coordinator level positions from the Education department to the SPO. The staff at SPO has also received training at NIEPA and NCERT and capacity building has also taken place through participation in different

national level fora. Similarly, district offices are adequately staffed. A core team is in place in each district to support project implementation and has been imparted training by the SIEMAT Allahabad and the SPO.

5.4 *DIETs, BRCs and CRCs:* DIETs are functional in four of the six districts. Almora DIET supports Bageswar district and Champawat does not have a sanctioned DIET. The staffing position is by and large satisfactory in the DIETs. SCERT and DIET functionaries have received different training's namely-Direct training skill (DTS) and Design of training (DOT) and Evaluation of training (EOT) organized by the Academy of Administration, Nainital. Training on training policy and management Development Programme have been organized for field functionaries and DIET staff with the help of NIEPA.

5.5 Expert Basic Shiksha Adhikaris (EBSA), district coordinator's and Assistant Basic Shiksha Adhikaris (ABSAs) and sub-Deputy Inspector have been imparted training in the state and national level programmes at the National Institute of Administrative Research at Mussoorie.

5.6 A state resource group, district and block level resource groups are in place to support different project activities. They have received training and orientation on major activities and are providing support in the implementation of different activities.

5.7 Full time personnel are in position in the BRCs and CRCs who have been imparted a number of subject specific training's at different points of time (ten day teacher training, hard spots training, school grading training etc). The mission recommends that BRC and CRC coordinators and DIET staff be imparted training on training methodologies and communication techniques to enhance their ability to impart the subject specific training.

5.8 Other major training's for capacity building of project functionaries have included Community Participation and Microplanning, Planning process in SSA at NIAR Mussoorie, Microplanning and School Mapping at NIEPA, Total Quality management at SCERT Narendranagar, and Key Resource Persons for DIET organized by NCERT New Delhi, Use of new media at National Institute of Design, Ahmedabad.

5.9 *Village level bodies.* The project has also set up different bodies at the village level-Village education committee, school management committee, Mother Teacher Association, Women motivator groups, Mother Teacher and motivator Association. A capacity building process has also been on-going to support and empower these nascent bodies to discharge their responsibilities. Project functionaries at all levels expressed the need to have fewer bodies at the village level, as the goal of all of them is the same. The mission recommends that project management consider the issue and take a decision as to what will be the best way to proceed in this matter.

5.10 The project also needs to build capacity and quickly impart training and orientation to the newly elected Panchayat raj functionaries at different levels to avoid any tensions between them and the education sector village structures.

5.11 The state has capacities for research in the DIETs and a number of studies have been undertaken to assess the impact of shiksha mitras on quality, the improvements in the quality of primary education, the study of one primary school. The action research undertaken by the DIETs is used by the project management in project implementation. The mission also wishes to reiterate the suggestion of the 15th JRM regarding DIETs, "Several significant areas have been identified but these need to be made more simpler and relevant for effective communication at the level of the cluster resource centres and school teachers"

6. Program Implementation

6.1 Of a total baseline cost of Rs 85.85 crores, the Uttarakhand DPEP has spent Rs 43.12 crores and this constitutes 50.2% of the total approved EFC cost. The expenditure incurred during the period 1 April 2002 to 31 March 2003 is Rs 17.9 crores against the budgeted Rs 26.40 crores. Expenditure rates have picked up for all components except training. Expenditures have been affected by the dissolution of the VECs. This meant that re-orientation training of VECs could not be done and also the recruitment of para teachers and their training was delayed.

6.2 Project management needs to undertake an analysis of the factors leading to slower than anticipated progress in expenditure rates for equipment, furniture, vehicles, Books and training and ensure that the pace of implementation picks up.

6.3 The state contribution amounts to 16.29% of all releases to the project till 31 March 2003. The state government contributions have been received timely. Notably, the state government has also met 60% of construction costs (RS 1087.80 lacs) in DPEP with funds from the Pradhan Mantri Gramodaya Yojana (PMGY).

6.4 The expenditure statements are sent regularly for reimbursement. Accounts have been audited for 2001 and 2002. The audit work for the last financial year will be submitted within the stipulated time limit.

6.5 Next steps:

- A decision regarding the establishment of the SIEMAT needs to be taken
- Trainers at different levels to be imparted training in Training methodologies and communication techniques
- EMIS data entry and analysis for the remaining four districts needs to be completed. A more detailed analysis of the Household survey data needs to be undertaken.
- Examine the roles and responsibilities of different groups at village level, namely Village education committee, school management committee, Mother Teacher Association Women motivator groups, Mother Teacher and motivator

Association and take a decision regarding the setting up of one body to support project implementation or a greater role clarity among existing groups.



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