

DPEP BUREAU

OVERVIEW

NIEPA DC



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GOVERNMENT OF INDIA
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
DEPARTMENT OF EDUCATION

MARCH 1995

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1. DISTRICT PRIMARY EDUCATION PROGRAMME

WHERE DO WE STAND ?

1. Overview

Implementation of District Primary Education Programme (DPEP) had formally begun on November 8, 1994 with the DPEP Bureau conveying to the State Societies approval of the 1994-95 Work Plan followed by release of Rs.35.29 crore to the seven states of Madhya Pradesh, Assam, Haryana, Tamil Nadu, Karnataka, Kerala and Maharashtra. With this communication the uncertainty that hovered over the programme since the negotiation in July, 1994 was definitively dispelled. Though an earlier resolution of the uncertainty would have facilitated a speedy and smooth transition from planning to implementation, it is a happy augury that the principle has been established that irrespective of the source of funding the Government of India (GOI)'s share would be passed on as grant to the State Societies. This decision signals to the States that primary education shares with population control a special status in the matter of IDA credit. To kickstart the programme, to identify the key priority issues, and to establish the linkages and synergies with other programmes, JS(DPEP) toured all the seven states from 11th November to 1st December, 1994.

At the national, as well as the state level, a major concern has been to set up the structures and staff them with suitable persons. Given the nature and complexities of the programme, conscious selection of the right personnel was given preference over the filling of posts per se. The Ministry of Finance (MOF) formally approved on 14th February, 1995 the creation of designated staff for DPEP. As this is considered inadequate the Department of Education(DOE) has resumed further dialogue with the MOF. The structural design envisages a large role for professionals in the further development, management and resource support to DPEP. To this end, an agreement has been entered into with Ed.CIL on 4th January, 1995; the key quasi-permanent staff positions have been identified and the process of enlisting has begun. Further, it has been possible to draw upon more than fifty-five resource institutions and a large number of experts drawn from several disciplines. It can be said with a modicum of pride that this is the largest ever such mobilisation in the field of Indian education.

Equally significant is the commencement of actions to build capacities in the fields of (a) Institution Building for Pedagogic Aspect of Primary Education. For the first time, systematic attempts are being made to strengthen, within a

holistic frame, existing institutions like SCERT and DIET and simultaneously create new structures below the district level like Block Resource centres (BRCs) and cluster levels; (b) Education Planning and Management; (c) Programme Management (d) Research, and (e) Monitoring and Evaluation. Central to this endeavour has again been networking of institutions and experts and the sanctity of a process that builds capacity.

Work has commenced on refining the intervention package for education of girls and tribal children.

The launch of the monthly *DPEP Calling* has initiated the process of communication and dissemination. A media plan is being developed for "social marketing" of elementary education in general and of DPEP in particular, thereby creating a facilitative framework.

In collaboration with IDA, the DPEP Bureau has been managing the conduct of synthesis studies and preparation for the ensuing India Development Forum, wherein Primary Education would be a special theme.

The fact remains that all these developments, while impressive by themselves, collectively denote the end of the beginning. The task of setting up the system and setting the process in motion has just begun. The DPEP community, is under no illusion about the enormity of the challenge it faces.

2. Present Status

National Management Structure (NMS)

DPEP Bureau

NMS, as envisaged consists of General Council (GC), Project Board (PB) DPEP Bureau and the Consultancy arrangements with Ed.CIL. The setting up of the GC is under process and likely to take shape very soon. The establishment of the PB has been processed. The DPEP Bureau has been created and staffed with, for the time being, one Joint Secretary, three Deputy Secretaries, three Desk Officers and supporting staff. A dialogue is on with the Ministry of Finance for further strengthening of the bureau.

Arrangements with Ed.CIL

The execution of national component of DPEP on a consultancy basis has been awarded to Ed.CIL, in accordance with the agreement with the Bank. The idea is to draw upon the large pool of resource institutions and individual experts in the field of primary education for DPEP through this mechanism. Ed.CIL would be engaging the resource persons/institutions to execute the assigned task following the contractual procedure. While there would be a lean and compact team of core persons in Ed.CIL for the purpose anchoring around specific functional areas, there would be others, engaged on a part time by Ed.CIL for specific task. This will ensure flexibility in choice of experts/institutions and, at the same time, avoid wastage. Ed.CIL, for such execution, has put in place three resource persons till now.

Staffing as of now

Following are the names of persons in position as of 1st March, 1992:

DPEP Bureau

1. Dr. R.V. Vaidyanatha Ayyar
Joint Secretary
2. Mrs. Seema K. Patra
Deputy Secretary
3. Mrs. Vrinda Sarup
Deputy Secretary
4. Mr. Jai P Prakash
Deputy Secretary
5. Mr. K.S. Chibb
Desk Officer

6. Mr. S.D. Baijai
Desk Officer
7. Mr. P.S. Chakraborty
Desk Officer

Ed. CIL

1. Ms. Manjari Gopal
Consultant (Research Programme Component)
2. Mr. V. Natarajan
Consultant (Administration)
3. Ms. Manisha Priyam
Consultant (Educational Planning)
4. Ms. Sajitha Bashir (Expected to join shortly)
Consultant (Evaluation)

In addition quasi-permanent position would be created for the specified functions such as Pedgagoic issues and Textbook development, civil works, media and MIS.

The tasks assigned to the Consultants are as follows :-

Consultant (Evaluation)

1. To develop or to commission the development of the design of evaluations in the areas of training, management structures and processes, institutional development, class room processes, achievements and any other relevant area.
2. To seek proposals from appropriate agencies and to evaluate them in order to contract out the evaluation.
3. To conduct or commission higher level statistical analysis on various Sample Survey Data.
4. To work out basic design, modalities for conducting Sample Survey on achievements to ensure required degree of standardisation in execution.
5. To analyse or commission the analysis of Sample Survey finding to identify issues and trends which needs further analytical studies to assist in developing State specific designs for monitoring of performance of alternative schooling systems with specific attention to enrolment, participation and achievement.
6. To review studies conducted by States or districts to assess whether findings and/or methodologies should be disseminated throughout the DPEP States.
7. To provide technical support to States for designing studies relevant to them.

8. To provide technical support for organising dissemination of results of Base Line studies at district level to different participants.
9. To disseminate results of important evaluations to education officials at State and district levels through meetings, seminars etc.
10. To establish Data Bank in respect of Sample Survey on achievement.

Consultant (Pedagogical Issues & Text Book Development)

1. To assemble or commission assembly of information and learning materials on pedagogical practice in India and identify best practices.
2. To disseminate this to the States via Seminars, workshops trainings and publications.
3. To research and analyze international research in pedagogy, curriculum development by keeping abreast with the literature and also actively participating in international fora. Disseminate the relevant approaches to DPEP states.
4. To ensure integration of appropriate academic interventions into school curricula and in textbooks.
5. To develop a cell of experts who will appraise, supervise and monitor the content of new textbooks.
6. To laise and set up a network of State and District level experts who are involved with the development of textbooks in the vernacula.
7. To establish or strengthen mechanisams for regular curricular review and updation at the State level.

Consultant (Educational Planning)

1. To organize or commission organisation of analytical studies on educational data.
2. To monitor VEC constitution, their powers and functioning.
3. To provide guidance in the preparation of plans at state and district levels.
4. To assist in planning and designing of intervention programmes.

5. To prepare financial plans for implementation of programmes.
6. To supervise the training and orientation of State and District level functionaries in terms of building their capacity for planning.

Consultant (Organisational and/or Institutional Development)

1. To identify of experts who will undertake supervision of programmes implemented under DPEP in the state and districts.
2. Organize quarterly visits of experts to various states and to facilitate the visits of programme funding agencies (Biannual joint supervision mission)
3. To liase with state and district functionaries to organize the visit of missions.
4. To interact with the supervision Teams and organise briefing before sending Teams on field visits, and debriefing session on their return.
5. To coordinate the teams report preparation and presentation of findings to Government functionaries (National and State) at wrap-up sessions.
6. To prioritize action from the recommendations made.
7. To follow-up issues to be flagged with Bureau and State functionaries.
8. To disseminate information and provide guidelines for operational improvement emanating from the supervision mission.

Consultant (Research)

1. To take up research/studies as they emerge over time.
2. To provide academic and technical support to final activities designed to improve the use of empirical information for improving primary education at the nation, State and district level.
3. To create and promote a strong institution base for action research networking of institutions including educational management, social science and research institutions.

4. To identify institutions and individuals for providing orientation for research in primary education.
5. To work out priority areas through consultation with experts.
6. To frame out/commission specific studies after ensuring the design, quality and implementation strategy.
7. To ensure systematic monitoring of these studies.
8. To disseminate findings of studies through systematic documentation.
9. Beside the above to examine the TORs developed by Programme Research Advisory Committee (PARC), to be established, and invite proposal based on these TORs. To scrutinise and to recommend the proposal from technical and utility perspective and to ensure their effective implementation.

2.2. Immediate Tasks for NMS

1. Setting up of General Council
2. Setting up of Project Board
3. Setting up of the Management Information System (MIS)
4. Organizing DPEP - quarterly supervision mission and quarterly report on implementation of DPEP.
5. Organizing the joint supervision mission in March 1995
6. Development of a media plan for DPEP
7. Development of an evaluation frame for DPEP
8. Organizing training in supervision function including development of course design
9. Need identification in pedagogical areas and development of an action plan for capacity building
10. Need identification in planning and management and development of an action plan for capacity building
11. Setting up of a Training Resource Group (TRG), and curriculum development

12. Development of programme of teaching "Reading" and "Mathematics"
13. Organisation of a training programme on methodologies of research
14. Development of procedures for conducting research under DPEP (earlier referred as PERS)
15. Conduct of pre-project studies for the 2nd generation DPEP states of Andhra Pradesh and West Bengal
16. Development of the action plan 1995-96 for National Component (including tribal & gender interventions)
17. Examination of the state action plans for 1995-96

2.3 Modalities of implementation of National Components

The National components are being developed and would be implemented in a participative mode in partnership with the states and national and state resource organisations. In order to ensure that DPEP is not an enclave project and that its positive features are spread to the system as a whole. States which are not as yet covered by DPEP but have first generation basic education projects like Bihar, Uttar Pradesh, Rajasthan are being associated in the conceptualisation. The idea is to anchor each of these components in a national organisation and establish linkages with the state and other resource institutions, e.g., NCERT would be the nodal agency for

- (i) Development of programme for teaching, reading and mathematics.
- (ii) Specified Research as identified by Research Advisory Committee.

NIEPA would assist in capacity building in educational planning and management of the states.

Lal Bahadur Shastri National Academy of Administration (LBSNAA) would be involved in capacity building in appraisal and supervision of the programme by developing and conducting suitable training programme. Where these nodal organisations themselves have to do a task the facilitating mechanism would be through a contractual arrangement between Ed.CIL and that organisations. Other organisations assigned tasks would be facilitated by a direct contractual arrangement with and funding through Ed.CIL. As is perceived and designed Ed.CIL would ensure and attend to the procedural formalities; the definitions of the tasks and assignment of individual task to agencies would be guided by the DPEP Bureau with a built in system of consultations with NCERT, NIEPA, Ed.CIL and other institutions. To facilitate

this consultative process advisory groups are being set up for each major components.

A contract between DOE and Ed.CIL has been signed outlining these arrangements. Ed.CIL has set up a task force to carry out these tasks and a sum of Rs. 23.3 million has been placed with Ed.CIL for the year. Activities like organising supervision missions, appraisal missions and rendering planning assistance would be done by engaging part time experts with specific task assignments. Ed.CIL procedures will govern selection of these experts.

2.4 National Components

Management Information System (MIS)

A Management Information System (MIS) for DPEP is being developed with UNICEF's assistance and the first version shared with states as well as the agencies. Only EC has offered suggestions for incorporation and these are being included in the software designs. MIS in its current form contains information on the activities planned, budgets approved, physical and financial progress achieved, site-wise details of civil construction, item-wise details of procurement, training programmes details including profiles of persons trained, relevant details of project staff, relevant details on enrolment, retention and drop outs. Based on these information, MIS will generate a quarterly progress report on identified key indicators that is expected to reveal the health of the programme. The MIS reports will be supplemented by the DPEP Bureau's quarterly supervisions and also by the periodic evaluations of the DPEP as finalised by the Bureau in the light of the recommendations of the evaluation workshop. The MIS will be a comprehensive one including national, state and district level information. As such, all DPEP district and state societies will follow it. However, if some states need to add information which it deems necessary for itself, then there is provision for "Add-ons", peripheral software that the state can develop and add to it. The core MIS as developed nationally will not be subject to modification and amendment by the states to ensure aggregation of data and comparability over states. A distinctive feature of the MIS is its linkage with databases of (a) 1991 Census; (b) the Sixth All Education Survey; and (c) Budgetary Resource for Education.

Research

One of the basic ideas is to restructure primary education as a whole. A separate National Component of Research is considered essential to inform the policy makers and programme implementers of the successful practices leading to reduction of wastage and improvement in efficiency in delivery system. Programme research under DPEP will organise design and implement analytical study related to primary education and monitor dissemination of the study result to the concerned authority for

improving primary education system. With this end in view, the Programme Research Component (PRC) has been carried out from the originally conceived unit called Programme Evaluation and Research Studies (PERS). At present, DPEP component has two distinct units for research and evaluation. PRC has been envisaged to function through an advisory committee viz., Programme Research Advisory Committee (PRAC) having Director, NCERT as its Chairman and a senior faculty member of NCERT as Member-Secretary. Other members of PRAC will be drawn from a large pool of social science institutions and management institutions from all over the country. While PRAC will provide the academic support for the research and related trainings, Ed.CIL will execute the advice through its administrative set up for DPEP.

Evaluation

Efficient Delivery System under DPEP calls for a wide range of evaluation with diverse methodology to meet the information requirements of planners, policy makers and administrators at national, state and district levels. At the national level, assessment of processes (intermediate activities like training, institutional development, decentralised management, school funding) and information regarding impact of programme inputs (in terms of enrolment, retention, learning and achievement) are crucial to the planners.

In the context of decentralised planning and management, information needs of planners and policy makers at state and district levels are enormous and diverse. Evaluation design conducted at national level may not meet the state/district level requirements. Hence, the need to develop capacity at state and district levels to design and undertake evaluation has been well recognised. Design the evaluation framework for DPEP has been formally initiated at a National Workshop organised by DOE in Delhi on 9-11 January, 1995, and the management framework has been envisaged under National Evaluation Cell (NEC). The NEC will be located in Ed.CIL, which will provide the administrative and technical support, with appropriate staffing, for NEC. Technical assistance to states will be provided by the NEC directly or by utilising the services of short-term consultants. The desirability of setting up State Evaluation Cells has also been perceived in the National Workshop.

Education Planning and Management

With increasing recognition of educational manpower as a critical input for achieving Universalisation of Elementary Education (UEE), the DPEP is trying to address this aspect by creating mechanisms to develop capacity in the country in a decentralised way by putting up a system to deliver regular trainings and orientations to educational managers. DPEP is looking at the issue not merely as a task of educational administration but as one of management of a larger public system.

where educational services have to be delivered in a larger social context. DPEP has developed a framework of action, for the state and national levels, inclusive of institutional development and capacity building. A workshop on management issues in DPEP was conducted at NIEPA on 9-10 February, 1995.

Institutional Development

A key aspect of capacity building under DPEP is institution building particularly in respect of teacher training institutions and their ability to deliver the challenges posed onto them by DPEP. For an integrated pedagogy encompassing course content, teacher training and class room processes, the development of SCERTs and decentralized institutions upto the cluster level is emerging as significant aspect in the DPEP right in the initial stages itself. At the national level resource support is being geared up to assist state levels in developing capacities, as also to help them analyse main areas of weaknesses and how to strengthen the teacher training system to be able to deliver the package of integrated pedagogy. A workshop on institution development for teacher training institutions was organised from 13 to 15 February, 1995 at NCERT.

Capacity Building for Programme Management

Capacity building in programme management is crucial to smooth implementation of DPEP. This is sought to be achieved through organising training programmes in planning and supervision by training and organising workshops at state and district levels. As of 1st March, 1995, the first phase of planning for DPEP is completed in 42 districts of seven states. The district plan has been initiated at preparation stage in ten more districts of Andhra Pradesh and West Bengal. Capacity building in planning involves (a) developing planning skills in the districts which are identified to be taken up under DPEP; (b) strengthening planning skills in those districts who are in the preparatory stage; and (c) sustaining and improving planning skills in those districts which are in the implementation stage. NIEPA has been entrusted with the responsibility of identifying the training needs and developing a course design for strengthening Planning Capacity. Organisations of six training programmes for capacity building in planning has been envisaged for the year 1995-96.

In order to ensure that the processes initiated for implementing DPEP are in the right directions, four supervisory missions *per annum* have been envisaged by DOE. A large pool of resource persons drawn from social science institutes and management institutes with professional expertise in the field of primary education would be participating in these missions to be preceded by training/workshops for the participants. Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussorie has developed course design and conducted first such training in capacity building for supervision from 22nd February to 3rd March, 1995. The course design would be further improve on the

basis of feed back and supervision experiences. Advanced courses in specific functional areas are also being envisaged.

Media in DPEP

Media will play a key role in the overall DPEP planning, for achieving the objectives of the programme. The role for media is being visualised in three crucial areas. Firstly, information dissemination with regard to the programme will equip all concerned for effective participation. Secondly, projection through media will lend the requisite visibility to the programme so as to sustain it as an 'in thing', a way of life. Finally, a time bound media package (IEC) in support of the programme will help create the necessary build-up for its introduction, an optimum environment for its implementation and the continuing energy that will provide momentum to the programme.

Fully appreciating the above, DPEP has accorded due priority and consideration to the preparation of a media plan and is committed to its careful execution. The objectives which the media campaign will follow are: to raise visibility of DPEP as a national priority programme, to create an environment for implementing DPEP, to mobilise opinion makers, legislators, policy makers, to boost confidence of implementation agencies to motivate the community, NGOs, local bodies and others to come forward to participate in the programme, to produce demonstration effect, to achieve results for the programme, to develop through media exposure 'role' models and to obtain feedback on implementation of programme.

Interventions for Gender and Tribal Education

Each state project is re-examining the DPEP project interventions for addressing the issues of girls' education, women's empowerment and tribal education, in the light of significant findings brought out by the Baseline and Gender studies conducted in the DPEP districts. A wider pool of resources available locally and at the state and national levels is being tapped to work out a more comprehensive plan for addressing the educational needs of girls and tribal children. CIIL in collaboration with NIEPA is working for development of an intervention package for education of tribals.

2.5 Status of Preparation of Second Generation DPEP Districts (AP & WB)

Five districts each have been identified in West Bengal and Andhra Pradesh for DPEP. Identification Mission (supported by ODA) has visited these states and initial planning workshops held. In these workshops, GOI has also participated and explained the process to be undertaken for development of district and state component plans. The states, accordingly, have organised district level participatory planning workshops to identify the key issues and deliberate the strategy in the light

of these issues. Simultaneously, the states have started the preparatory activities to conduct the pre-project studies on enrolment, achievement and retention; gender and tribal education, teacher motivation and training, text-book production and distribution system, and state financing of education. A preparatory mission, supported by ODA, has visited these states from 30th January to 10th February, 1995 to assess the state of preparedness of these states.

2. DPEP SUPERVISION MISSION (15-27 FEB. 1995) A REPORT

INTRODUCTION

While monitoring and supervision is integral to all programmes, for DPEP it assumes critical importance given the innovative and complex nature of the programme that involves multiplicity of interventions through a multiplicity of implementors towards restructuring the primary education system as a whole. The programme design envisages the institutionalization of this activity. As per the programme design DPEP Bureau is to mount quarterly supervision missions to each state project for obtaining first hand information from a sample of districts on the progress of the programme and to highlight the issues related to it. Supervision seeks to comprehend the capacity of implementing agencies to implement the plan. Furthermore, it seeks to provide implementation assistance by way of urging action where it ought to have been and making specific recommendations where there are gaps.

The first **Supervision Mission** for DPEP on behalf of the Government of India was fielded from 15-27 february 1995. It comprised of 24 persons drawn from various resource institutions. It was divided into 8 sub teams and visited one state each from 20-24th february 1995. Madhya Pradesh was visited by two teams considering the large numbers of districts taken up under DPEP in the state. A sample of two project districts was taken up for each state barring MP where four districts were visited.

The Specific Objectives of the mission were:

1. To review the progress in 1994-95 in the following areas:

- (i) Physical progress against approved action plan
- (ii) Financial Progress
- (iii) Capacity of the project management structures to implement the programme
- (iv) Capacity of the supportive institutions to implement the tasks assigned to them
- (v) Conformity with DPEP guidelines

2. To assess the 1995-96 work plan in the following area.:

- (I) Planning Process
- (ii) Identification of key issues
- (iii) Contribution of the proposals to DPEP objectives
- (iv) Conformity of the proposals to DPEP guidelines
- (v) The realism of the proposals, their sequencing phasing and linkages.

The teams visited the respective states from 20-23 Feb and presented their insights were shared with the DPEP bureau on the 27 Feb 1995.

The State-wise Reports of the teams are annexed.

The reports generally bring out the nascency in the implementation of the programme in all the states. It needs to be borne in mind that due to start of the programme in December 1994 only, progress in physical and financial terms is necessarily limited. As it is the social sector programmes start-up and gain momentum by and by. In fact in the first year the main emphasis has been on putting the systems in place and setting the processes in motion, progress on latter, being not fully amenable to quantification.

Though the reports have as expected brought out the variations in implementation across different States, certain common issues of implementation have emerged. The ensuing paragraphs give a report on the major areas of intervention slotted for the first year and an overview of the emerging trends and issues. The observations of the mission teams are based on their visit to sample districts and discussion with State and Project officials.

ASSESSMENT OF FINANCIAL PROGRESS

While DPEP is not a finance driven programme, an assessment based on traditional financial parameters such as flow and utilization of funds highlights important systemic and procedural issues. Assessment of financial progress comprised of assessment in the area of (a) Arrangement for flow of funds, (b) Actual flow of funds, (c) Utilisation of funds, and (d) Arrangements for accounting and auditing. The funds flow arrangements in all states except Tamilnadu are complete. The implementation societies have opened bank accounts. The financial regulations including the delegation of financial powers is also approved by their respective state executive committees. However in case of Tamilnadu the arrangements of flow of funds have not been set up at the district level. In some of the States like Haryana, fund flow arrangements below district level (For eg. School, BRCs and DIETs, is yet to be set up. Even where the arrangements below the district levels are there, clarity on how to use these funds (DPEP provides for infrastructure grant of Rs 2000 per school per annum to be administered jointly by the school and local community) is not there.

Actual release of funds by the GOI to the State societies are as given below:

	Rs in Lakhs
Assam	281.21
Maharashtra	776.86
Karnataka	379.29
Haryana	261.74
Madhya Pradesh	1000.00
Kerala	239.11
Tamilnadu	306.75

Fund releases from the State Societies is as below:

Assam	138.00
Maharashtra	91.91
Karnataka	40.00
Haryana	119.00
Madhya Pradesh	332.00
Kerala	110.89
Tamilnadu	76.86

The matching State share of the project have been released and received by state societies in case of Kerala, Tamilnadu, Madhya Pradesh and Maharashtra. In case of Maharashtra the fund released (55 Lakhs) is way below the State Govt.'s share. In case of Haryana it has been sanctioned but not released. It is important that State share is fully released in all the States. This is a conditionality for release of the next instalment by GOI proposed in March 1995.

Fund utilization has been low generally across states. This is true of the funds for pre-project activities (Rs. 50 lakh to every state) as well. This was expected as most of the pre-project activities such as conduct of studies and capacity building workshops were funded nationally. The first instalments on the annual work plan for 1994-95 has been received by the states in December 1994. Transfers from the state to the level of the district have barely taken place. In Karnataka the funds transferred to districts have not been spent whereas in Tamilnadu there are no bank account at district level to even facilitate the fund transfers. The modality of flow of funds to district and below still is only beginning to get in place. One of the reasons for low utilization of funds that has been consistently identified by the various teams of the mission is meeting the procedural requirements for procurements of goods and services.

Most of the societies have appointed finance and accounts officer at the State level. Karnataka is the exception as it does not have a finance and accounts officer within its project management. At district level some of the districts are using the existing finance and accounts officer available with the

Collector's office or the District Elementary Education Officers office. In Madhya Pradesh the districts visited did not have the project offices in operation. The reason stated by the State officials was that while the expenditure finance committee has approved the 1994-95 work plans it has at the same time not allowed for creation of staff till 7 year plans are appraised and approved by the EFC. While the book of accounts and other register are being maintained in most of the states, in Kerala the project office has setup a detailed system of accounting and instructions have gone to the district project officers in this regard. In Guna district of Madhya Pradesh which was visited by the team, district project office has not been able to spend money inspite of the funds having reached them because of lack of the knowledge of accounting procedures. In Haryana too the supervision team has noted the lack of understanding amongst district project officials about financial procedures.

The modality of audit both external and internal of Society's account has been outlined in the financial regulations which have been adopted and approved by the state societies. However the mission has noted that the auditors are yet to be appointed.

INSTITUTIONAL DEVELOPMENT

Project Management Structure:

The state societies have been registered as the nodal bodies for project implementation in the states. The Governing Body and the EC have been formed. The Executive Committees which is charged with the responsibility of implementation has met in all the states. In some cases the General Council is still to meet, as in Haryana and Tamilnadu. The State project directors have taken charge in all the states. However it is a matter of regret that in Kerala and Haryana the project directors are saddled with other full time chores. A number of appointments in the State Project Office (SPO) have been made. In Maharashtra, all positions in the SPO have been filled except 4 and these vacancies have been advertised. In Assam, 24 out of 37 vacancies have been filled. The staff position in Haryana is also weak. Against 23 targetted for 1994-95 10 are in position. The mission reports observe that by and large the posts across the states have been filled up by deputation and redeployment procedures. For direct recruitment processes through employment exchange and open advertisement have been initiated. The provision for consultancy months has, however, barely been utilized across the States mainly because of the need to acquaint with the procedures for procuring Consultancy services..

The mission reports from the various states have reiterated the need to fill the other vacancies urgently.

At the district level the recruitment position is not very encouraging. In Haryana out of a total of 52 positions, thirteen have been filled. In Karnataka out of a total of 48 positions, 8 have been filled. In Madhya Pradesh, 1 position has been filled in Rajgarh district, no appointments have been made in Guna district. In TamilNadu a number of positions have been filled by redeployment but for the other positions requests are still being made to other government departments to provide personnel to DPEP on redeployment. In Maharashtra very few vacancies remain in Osmanabad and Parbhani.

Orientation trainings of the DPEP staff proposed by all states for the first year of activity has taken place in a limited manner. A number of Project Personnel have had some exposure to National level DPEP workshops. Some workshops have also been organised at the state level in Assam and Maharashtra. In Haryana the mission has recommended the need for orientation for project staff particularly in the Society's financial and procurement regulations. Similarly support institutions like SCERT, DTERT, DIETs in Tamil Nadu, Madhya Pradesh and Kerala has been found to be in need of orientation to DPEP objectives.

Linkages with the mainline department are crucial to implementation and sustainability of DPEP. All states have sought to institutionalize the process by placing the Education Department official on the EC and in the District Implementation Committees. In TamilNadu the State TextBook Corporation, the Directorate of Technical Education and the Directorate of Elementary Education are working in tandem. The mission noticed a good coordination between the SPO, Directorate of Education, SCERT, TextBook Bureau. In MP while a high degree of convergence of DPEP with TLCs have been observed, the Mission has noted that there is a need for better linkages with Panchayati Raj structures. In Kerala the Mission noticed the linkages with the State Education Department to be mainly in order. However, networking - both horizontal as well as vertical - with other organizations and resource institutions within the state in almost all the States are lacking

The essential internal systems within the societies such as financial and service regulations are in place. The State Societies are also beginning to set up their internal monitoring and review systems. In Kerala the mission has appreciated the disaggregated performance reports developed by the Kerala State Society to be submitted monthly by the district project offices. Similarly in MP formats have been developed for district as well as State component of the programme.

MIS has not become an effective functional system in any state. Basically this is on account of lack of procurement of the hardware and software and lack of personnel to make MIS operational. In Madhya Pradesh, the MIS is operational at the state level. In Kerala, the appointments of MIS personnel at state level have been made though no hardware or software has been procured. Procurement processes are on in Assam. In TamilNadu, Karnataka, and Haryana no headway has been made in this direction.

Project Support Structures

The situation with regard to the key institutions for planning, management, and implementation for DPEP presents a varied picture for every state. Different levels of development exist in the different states. The initial conditions in each of the states, and within it the various districts are not strictly comparable. This fact however provides the firm rationale for district specificity under DPEP. All states have proposed the augmentation of existing facilities of educational research and training and setting up of facilities for management training. For SCERT augmentation, M.P. has augmented its staff strength by two. Maharashtra has just filled up the post of Dy. Director, proposed under the project. In Haryana, the recruitments proposed under DPEP for SCERT have not been made. The strengthening of DTERT proposed in TN has not been accomplished. In Kerala though the SCERT has been upgraded as an autonomous organisation it is still understaffed as without, even a bank account and is thus in effect still non-functional. In Assam the team has noted the lack of adequate expertise in research and evaluation in the SCERT. Even if an infrastructure exists in the form of staff, buildings, and equipments, the mission notes, the vastly expanded training needs under DPEP, and the emphasis on quality necessitates a fresh, critical look on the capacity of these institutions. However in all the states there is need for systematic and holistic institution building of SCERT, DIETs, BRCs, CRCs as a reinforcing network.

As regards establishment of state level institutes for educational management and training (SIEMT) proposed as new resource institutes for building capacities in this area, Maharashtra has already registered a society and has also recruited a few key personnel for this institute. While the detailed estimates and plans for such an institute are under preparation in MP, it has been decided to utilise the services of the existing State Academy of Administration. Karnataka has decided to enter into contractual arrangements with existing resource institutes within the state, that have already been

identified, instead of creating a new institute. Haryana has taken preliminary steps to plan for interventions in this area.

DIET

The initial conditions with regard to this institution vary a lot from one project district to another. Tamilnadu is the exception in this regard where all the project districts have functional DIETS, fully staffed (barring Tiruvannamalai Samburvayar with few vacancies). The two DIETS visited by the Mission in Kerala had 90% staff in position. The staff strength of DIETS in all MP and Haryana districts makes them almost nonfunctional. Varying district specific patterns emerge of the involvement of DIETS in DPEP processes. In Maharashtra DIET is sanctioned only in one of the project districts. In Assam too only one DIET is functional in the project districts. Operationalisation of DIETs is a sine qua non.

The identification processes for BRCs coordinators and CRCs heads are underway in almost all the States. The Mission in case of MP also noted that the qualification for BRC coordinators post is not completely relevant to the requirement of tasks he/she is supposed to undertake. In Haryana, the location of DIETS has been identified. Maharashtra has appointed, all 34 BRC coordinators on deputation and of the 10 proposed training plans for 94-95 for BRCs, 5 have been completed. Further, for the CRCs, 925 cluster coordinators have been appointed. 10 training programmes have been organised for this level. In Haryana BRCs coordinators and Cluster heads have been appointed. In some cases construction of CRCs and BRCs also have started.

VEC:

Ensuring community mobilisation for primary education is a crucial aspect of the DPEP strategy. The constitution of this body and its exact powers, has been contingent on the Panchayat elections in the states or on state directives in this regard. Generally training of VEC members has not taken place except MP and Maharashtra. In Maharashtra, 1 day trainings for a large number of VEC members has been organised in districts and the VECs are involved in educational environment building and folders and handbooks delineating VEC's role have been developed and distributed. In Assam VECs have been notified and guidelines developed. In M.P. VECs have been formed in all villages with primary schools. In Haryana, too, VECs have been formed in all the 4 districts. In states where VECs are not in place, such as in TN alternative community bodies like Mother Teacher Council have been identified.

NETWORKING AND LINKAGES WITH OTHER INSTITUTIONS

DPEP envisages that the programme structures at all levels build up linkages with other government departments and with non governmental organisations. The state level Governing Councils and Executive Committees in all states have provided for the representation of key functionaries of other government departments relevant for the implementation of DPEP, as also for NGOs. Networking with resource institutions outside the government department is best exemplified in Karnataka where specific resource institutions have been assigned specific jobs of preparing training modules. ISEC has been identified for preparing training modules for primary school headmasters, IIM Bangalore has been identified for preparing training modules for educational administrators, ATI Mysore has been identified for developing training modules for VEC members. In M.P. too Eklavya, a voluntary organisation, and the State Academy of Administration, have been identified for the preparation of training modules for various levels. In other states the contours of such cooperation are still to become clear. Mission has noted the specific need of Tamil Nadu and Haryana in building up such networks outside the Government Departments. In Assam, the lack of such resource support institutions have been identified as an important constraint in developing linkages.

PROGRAMMES

Mobilisation and environment building :

This is the initial activity required to set DPEP processes in motion and therefore has been the major area of emphasis across the states. The mission observed the enthusiasm with which these activities have been undertaken in a number of states. In Haryana the enthusiasm seems to have filtered down the grass roots level as wall writing were to be seen all over the project district visited by the mission. The caveat is the need to link this with creation of structures and systematic programme implementation. In Assam about 400 Kala Jathras performed during December 94 to February 95 in all the Districts. Besides orientation programs for primary school teachers and district officials is underway. In Maharashtra the Kala Pathaks composing of teacher artistes organised cultural programs from village to village to convey the message of education. This style has been widely used in the TLCs. In Kerala pamphlets have been distributed at the state level.

CIVIL CONSTRUCTION

Though little civil construction activities have started under the project, designs and location of construction sites for works to be taken up in 1994-95 have been finalised more or less in all the states and funds have also flown to implementing agencies in Assam, TN, and Kerala. Construction sites have been identified in Assam for a 50 bed hostel for SCERT and 70 bed hostel for TTI. In Tamil Nadu sites have been identified type designs prepared and PWD has been identified as the agency for construction for the DPEP State Project Office and training centre bid have been invited for the construction of additional class rooms. The funds have been advanced to PWD - the executive agency - though the constructor is still to begin. In MP sites for BRC have been selected and land has been transferred to the society/education department. Type designs for construction of BRCs have been prepared and Block Nirman Samitis (Block Construction Committee) and Gram Nirman Samitis (Village Construction Committees) have been formed to construct these centres and schools under the supervision of rural engineering services. In Karnataka sites for school buildings have been located and it has been decided that the civil works would be undertaken through Zila Parishad engineering divisions. Civil works of State Project Office in Kerala is awaiting clearance of World Bank on the proposed contract. BRC construction however, has started and for this the VECs have signed an agreement with District Nirmati Kendras. In Maharashtra designs of the buildings are being developed. In Jorigaon district of Assam the mission has appreciated community's participation in school construction activities wherein it was found that the teacher of the school was also actively involved. In Haryana the Civil Works activity has not taken off due to lack of clarity about Civil works procedures.

Training:

The states, have only begun initial planning in conduct of teacher training. In MP about 3000 master trainers have been identified who would act as resource persons for training at BRC level. Key resource persons have also been identified. The SCERT, Eklavya, the State Academy of Administration are developing training modules. In Assam workshops have been organised to sensitize state and district level functionaries, government as well as NGOs in NFE, ECE, MLL approach, and activity based teaching. Teacher camps are being organised. In Maharashtra training programs for educational administrators, extension officers, VEC resource persons, ECE resource persons have been held at the SCERT. At the district level, training programs have been held for cluster coordinators and VECs members. Training on development of low cost teaching aids by teachers has been in Maharashtra and workshops held for the same in Assam. In Haryana none of the training programs envisaged for master trainers, cluster heads could be conducted due to lack of staff and non

functional DIETs. In Tamil Nadu, the DTERT is aware of the expanded requirement of DPEP training and the DIETs are aware of the shift in focus of DPEP training, and of shortcomings of the traditional model of training imparted by them. Yet the training system is not fully in place.

CURRICULUM AND TEXT BOOKS

Most states have undertaken text book revision on the basis of the MLL concept. Workshops have been held at the state and district levels to disseminate the MLL concept in all states. However, during field visits difficulties have been expressed at the level of the teachers and supervisors on the comprehension of the concept. Field testing of the MLL based material is being conducted in Haryana, TN, MP.

EXPANSION OF ACCESS:

Annual Work Plans of most states had proposed the opening of new schools, new NFE Centres, construction of extra rooms, and improving school facilities by way of provision for drinking water and toilets. New school buildings are coming up in Assam, and the recruitment of teachers will be taken up on its completion. In Maharashtra 424 schools have been opened and 837 class V's have been added to primary schools with classes I-IV. Additional teachers have been deputed from neighbouring schools for the purpose. 172 ECCE centres also have been opened in existing schools. In Tamil Nadu the proposed construction activities have been initiated. The NFE surveys proposed in Dharmapuri district in AWP 1994-95 will now be conducted in May 95 along with the regular census conducted by teachers.

Women/Girls education:

The base line studies point to gender based disparities in access and retention. The dissemination of these studies has heightened the consciousness on this front. Most state and district proposals have been able to outline contextual strategies to tackle the issue. The outlining of these is itself a pointer towards the sensitivity that has developed on this front. In Assam sensitisation exercises are taking place, in Maharashtra Mahila Sanchalikas have been appointed in all five districts to mobilise the community to bring the girl child to the school. Kishori Melas and Mahila Sanchalikas working with the VECs have mobilised public opinion in favour of girl's education. In Karnataka (Mandya district) training of women motivators for promoting girl education is proposed. Separate girl schools have been asked for in Belgaum. In Haryana the initial work of

Identification of gender bias in text books and themes for training package has been completed. Field testing, finalisation and printing is yet to be done.

It is evident that, (if a cross-component comparison is made) more emphasis is being laid by the States on activities of a preparatory nature such as project management systems, setting up district committees, appointment of staff, location of construction sites, finalization of designs for new construction such as Block Resource Centres, identification of BRC coordinators, cluster heads, drawing up training plans etc. Pedagogical interventions such as development of training modules, instruction materials, and improvement in class room transaction process have still to be taken up in most of the states though some training in Minimum Levels of Learning have taken place like in Madhya Pradesh and Kerala.

Assessment on preparedness for 1995-96 plan:

Seen in terms of a time span and project span the states are still in their first quarter of the 1st year of implementation. The mission teams have pointed out that 1st year plans would need to be carried over to the next financial year. In most states only a draft of the annual work plan for 1995-96 was available. The members of the supervision mission could not discuss these plans in detail. The mission teams have recommended that the activities of 1994-95 be carried over to 1995-96.

SYSTEMIC ISSUES:

While each project is contextual, and has its own specific strong and weak areas all the missions have made some common recommendations which appear to be major areas demanding priority attention by the implementors across the states. These are:

1. Though VECs are in the process of being established there is a need to strengthen and activate Village Allocation Committees both by legal measures of expediting statutory powers to them and by enlisting their active support by delineating their responsibilities under DPEP and their training and orientation.
2. To step up coordination by institutional mechanisms or otherwise, between different State Government Departments, Resource Institutions and Panchayat Raj Bodies on the one hand and DPEP on the other.
3. To make fully functional district and below district level structures and committees. The committees need to meet more frequently.

4. Institutionalise internal arrangements within the project society for regular internal monitoring and reporting systems across different levels.
5. Further sensitization of staff of project and staff of supporting structures such as DIETs, SCERT .
6. Training of staff of the society in internal procedures for procurement and utilization of the infrastructure grant of Rs.2,000/- per school per annum.
7. Full staffing of DIET, and SCERT and strengthen their capacity to meet the requirements of Primary Education System in general and DPEP in particular.
8. Ensure that suitable and qualified persons only are appointed for the personnel under the project for example the BRC coordinators and cluster heads.
9. While evidence of community participation has been noted by mission particularly in decisions to locate new schools in most of the states, the teams have in cases of Kerala, M.P. and Tamil Nadu cautioned against an almost inexorable tendency to centralise processes as project implementation picks up. Participatory flavour of the programme needs to be maintained during annual plans exercises
10. Including the findings of the baseline studies in the intervention strategies.

DPEP is not an enclave project it seeks to restructure and improve systems of primary education as a whole. Therefore, not achievement of quantitative targets or fund utilization but DPEP impact in improving systems is the litmus test. Even at this early stage of implementation as evident from the missions reports it is heartening to note that hard systemic issues and problems of primary education in the districts have already begun to come to the fore and to agitate project implementors' minds. In most states the issue of capacities of DIETs (and to a lesser extent the SCERT and equivalent institutions), in view of their present weak positions in the existing education scenario in the districts, has been highlighted. While in most cases problems of understaffing and low facilities in DIETs have been voiced, in Madhya Pradesh the problem of unsuitable qualification of existing DIET staff has also been raised. The DIET staff is not found to be suitable for primary education since most are drawn from senior secondary schools. Further weak research capacities of the DIETs have been identified and attributed partly to lack of personnel with research experience. Long standing problem of

large vacancies in teachers posts has been highlighted in the Haryana Report. This has been found to be effecting adversely the functioning of schools in the four DPEP districts. In Mallapuram districts in Kerala a district with high muslim population, the timings and duration of madarsa classes is stated to be a caused for absenteeism in regular schools. The district officials have already initiated the process of negotiating with local religious heads for adjusting school timings.

The programme has generated considerable enthusiasm in the districts. The programme is as yet in initial stages of implementation but is bound to gave momentem once the systems are fully set in place.

3. INSTITUTIONAL CAPACITY BUILDING

DPEP strategy focuses on two inter-related critical elements of UEE - universal retention and universal achievement. Given the centrality of improving school effectiveness and learning achievements in the overall programme design it is imperative that the core interventions should be targetted at universalizing improved quality.

The findings of the baseline studies have reinforced the need for taking up activities to improve learning achievement in general and language and mathematics in particular. Though the progression from low achievement levels to high achievement levels would depend essentially on the microlevel classroom transactional process, a range of meso level and macro level actions have been identified to build capacities at state level and district level to initiate, implement, monitor and sustain the programme.

Institutional building is a multi-disciplinary task including :

- (i) Participation and mobilisation
- (ii) Planning and Management
- (iii) MIS and evaluation, and
- (iv) Teacher training.

The focus here is on teacher training institutions like SCERT, DIETs, BRCs, CRCs, etc. so as to be able to deliver an integrated pedagogy package more efficiently.

Identification of Strategies

Drawing upon the experience of implementation of holistic quality improvement strategies under the minimum levels of learning programme, the core tasks identified are:

- (i) Improvement in teaching -learning materials
- (ii) Orientation of teachers in improved pedagogy including evaluation for diagnosis of learning difficulties leading to remediation and enrichment.
- (iii) Institutionalizing recurrent orientation and professional upgradation of teachers

- (iv) Reorienting other education personnel in guidance oriented supervision and monitoring
- (v) Periodical monitoring of progress in learner achievement and evaluation of the outcomes of the programme
- (vi) Undertake action research on a continual basis in the areas of curriculum, pedagogy, evaluation and training methodology.

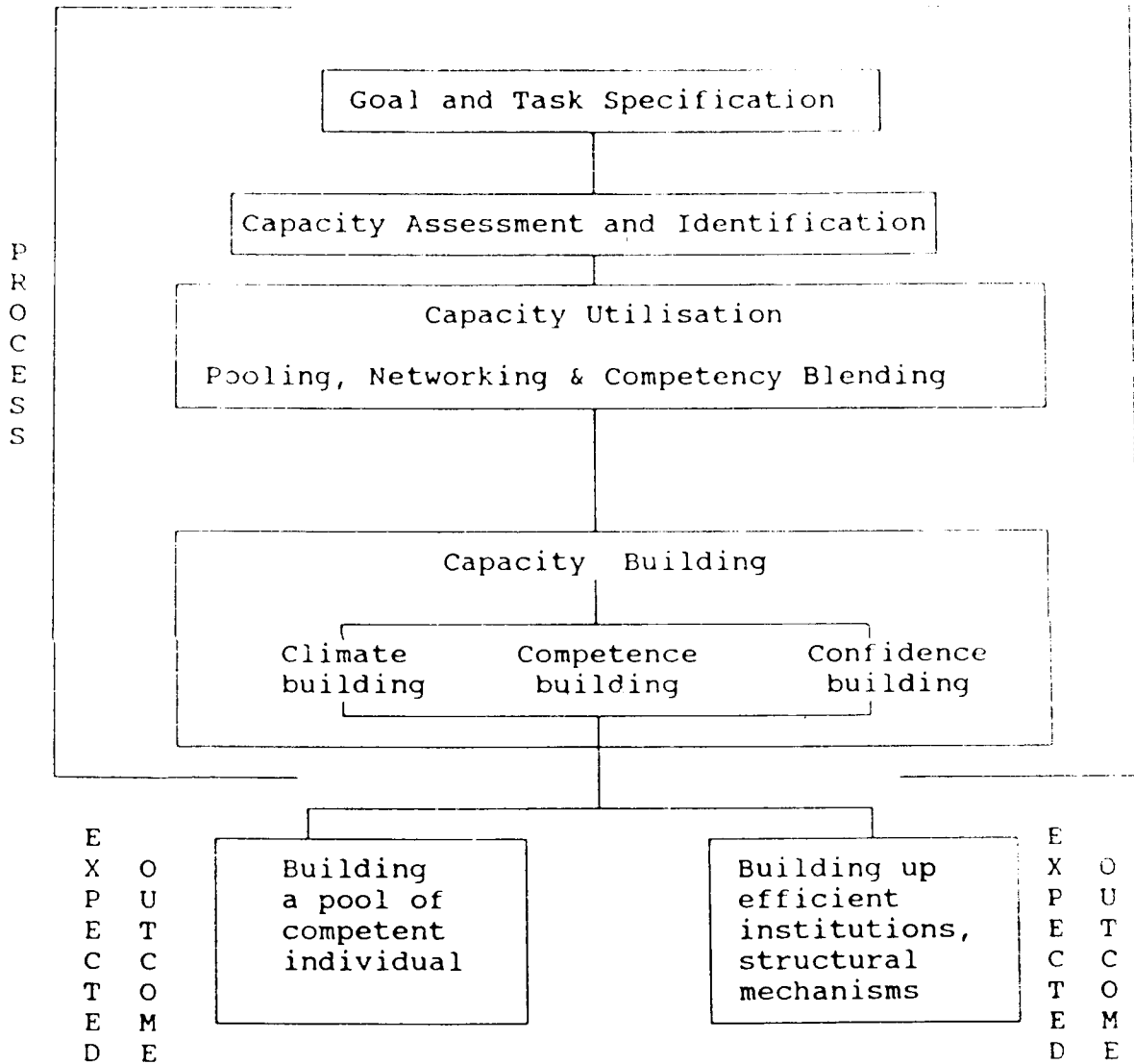
The above tasks have to be undertaken at different levels by different agencies. The immediate endeavour is in capacity building through a process of capacity assessment, and identification; capacity utilisation through pooling networking and competency blending; and finally capacity building through climate, competence and confidence building measures. The steps involved and statement of tasks level of operation and agencies involved are indicated in Chart I and II.

The approach envisages a two fold thrust on (a) building a pool of trained personnel equipped to carry out specific tasks at a high level of proficiency and (b) strengthen institutional base to ensure that interventions are sustained and systemic changes facilitate continuous improvement in quality.

National Level Workshop

A national workshop on capacity assessment of teacher training institutions was held from 13th to 15th December, 1994 at New Delhi in which participants from 12 states implementing basic education projects were invited. The participants included the Project Directors of the Basic Education Projects, Directors of the State Councils of Educational Research and Training, Principals of some District Institutes of Education and Training, representatives from the Regional Colleges of Education, officials from the Govt. of India and faculty members of NCERT. The workshop focused on capacity assessment for teacher training as an integral part of the overall capacity assessment in the four areas of (i) participation and mobilisation (ii) Training/orientation of teacher (iii) Management Information System (MIS) and evaluation and (iv) Educational Planning and Management.

CAPACITY BUILDING : THE STEPS INVOLVED



TASKS

Level	Teaching	Inter Learning among teachers	Trg.	Prep. of Teaching Learning materials	Guidance and Supervision	Moni-toring and Evalun.	Research	Agency Involved
	1	2	3	4	5	6	7	
1. Classroom								Teachers
2. School								Teachers
3. Sch.Cluster								Teachers
4. Block								Teachers, Administrative setup
5. District								Teachers, DIET, District Educational Office, NGOs.
6. State								SCERT, Directorate Education, Textbook Board, Colleges of Teachers Edn., IASE Universities.
7. Region								RCEs, Univ., IASE, Other research institutions
8. National								NCERT, NIEPA, NCTE, IIM, Other Resource Institutions

The main recommendations of the Workshop were:

1. Teacher orientation is a key element in the overall programme of quality improvement and should be viewed as an integral component of the broad, holistic, strategy incorporating improvements in curriculum, textbooks, teaching learning materials and pupil evaluation.
2. The orientation programme of teachers should be well-planned taking into consideration the training needs of teachers. Training must incorporate both content enrichment as well as pedagogical - skill- development.
3. The transmission losses of the conventional cascade model need to be minimised by using audio-visual media along with print material, by demonstration lessons, recurrent guidance at the cluster and school level.
4. Multi-grade classroom management needs specific attention in orientation programmes and the training programmes should include simulation of real life classroom situations and strategies to enhance learner achievement with the help of activities, worksheets and other low cost learning aids.
5. The selection and initial training of key resource persons must be effective and intensive.
6. The existing programme of teacher orientation in DIETS and under Special orientation Programme for Primary Teachers (SOPT) should be suitably integrated into a unified package. SOPT could be the initial foundation course to be followed up by theme-specific courses by DIETs and recurrent cluster-level, school-level guidance.
7. Periodic meetings for experience sharing and peer group evaluation should be undertaken for teacher training programmes and modules.
8. Since teacher participation, motivation hold the key to the degree of success, appropriate reward and recognition mechanism need to be installed at district and sub-district level.
9. The capacity to take up the above tasks needs to be assessed in the individual states and need-based framework for capacity building evolved in consultation with and active participation of the state government.

10. As a part of climate building, collection collation, documentation and dissemination of success stories related to quality improvement should be done at all levels more particularly at the state, regional and national levels.
11. Twining of states, resource-sharing of different agencies and institutions and blending the competencies of governmental, non-governmental organisation and convergence of existing programmes are expected to produce a synergy required to enhance quality of the system as a whole.

FOLLOW UP

This workshop was followed up by the constitution of two taskforces consisting of experts in the field of management, education and organisational development. These groups have taken up studies of institutional capacities in Karnataka and Assam and their reports would provide a basis for evolving a national framework for undertaking such exercises of capacity assessment in other states.

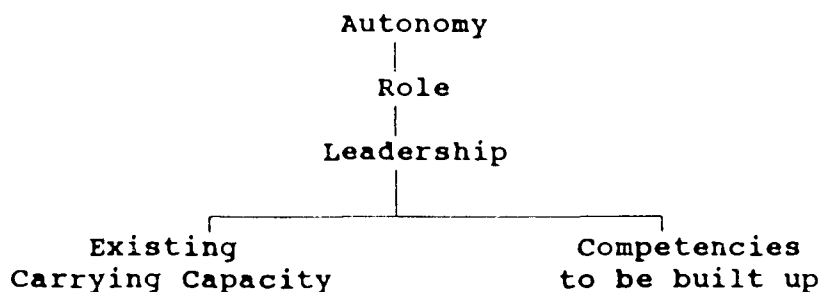
Four orientation workshops were held in Assam, Tamil Nadu, Kerala and Maharashtra over the last three months involving personnel from state governments, SCERTs District level educational personnel from DPEP districts and faculty members from DIETS. About 350 personnel have been oriented in different facets of quality improvement and they in turn would provide leadership at state and district levels to take up training, development of instructional materials and pupil evaluation.

The institutional base is being further strengthened through ongoing programmes like DIETs and SCERTs. SCERTs of Kerala, Maharashtra and Karnataka are being provided assistance for developing infrastructure and manpower to undertake various activities. The key result areas have been identified and staff is being augmented in curriculum, training, evaluation and research areas.

The special orientation programme for primary teachers (SOPT) has been designed to ensure that essential facts of qualitative improvement in teaching learning process and the central concern of DPEP are internalized by teachers.

Institutional Capacity Building

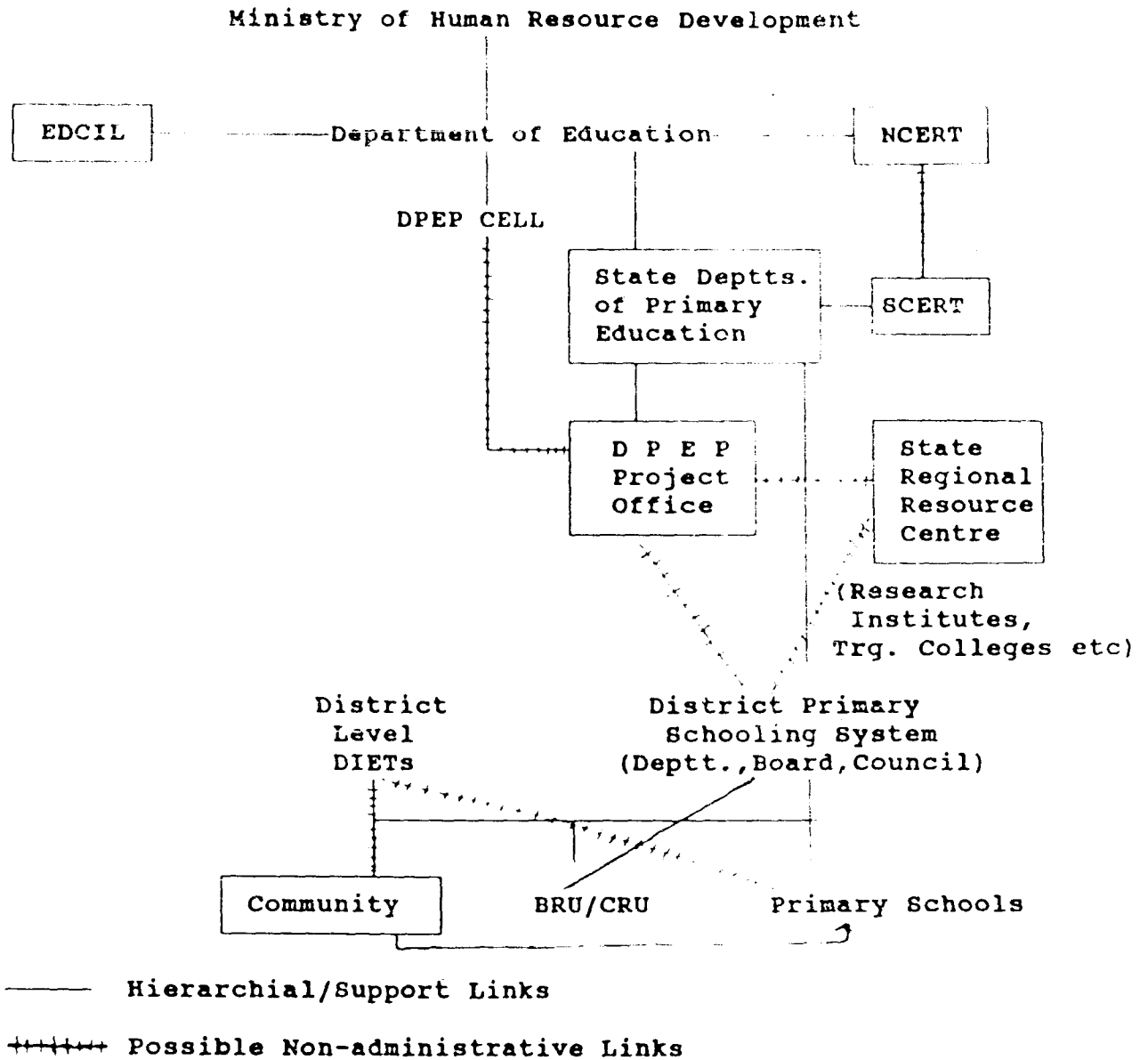
Capacity building necessitates concurrent action on systemic streamlining. The accent now is on (1) Effective personnel policy to ensure selection of suitable personnel and enhance their efficiency and effectiveness through well structured career enrichment and advancement measures (2) smooth and timely fund flow (3) delegation of administrative and financial powers to minimise delays in implementation (4) Greater autonomy to educational bodies to devise programmes and induce greater flexibility and accountability. Elaborating further, a realistic assessment of the task of institutional capacity building has four elements complementing each other. First, is the issue of Institutional Autonomy. Any programme of capacity building has to ensure that a minimum level of autonomy is available to the institution seeking to build itself up. Second, is the defining and focussing an Institutional Role. No institution can play all roles possible in a sector with equal competence. Hence when visualising a programme involving institutional network the role allotted to different institutions need to be prespecified keeping in mind what is feasible. Thirdly, whatever be the structure of a system, Institutional Leadership is a key variable that makes or breaks capacity of an institution to deliver. Finally, once institutional roles are well defined, Institutional Competencies may be identified for enhancing capacity.



The above conceptual framework for institutional capacity building is being used to define tasks in a very specific and realistic manner and to assess what can be expected of different institutions, what their roles should be in a network programme and finally what competencies exist and can be built in.

Keeping the above framework of institutional capacity building, the existing institutional structure typically available in the primary schooling system in India at different levels is shown below :-

Country Level



The effort now is to build institutional capacities in them, after assessing the existing capacities. The kinds of capacities to be build are illustrated in the statement overleaf:-

Capacities of Institutions	Extent of Autonomy	Institutional Role Focus	Existing Carrying Capacity/ Competencies	Competencies to be built in	Methodology of Building capacity
1. Deptt. of Edn. DPEP Bureau	Adequate	Coordination Planning	Coordination	Non-traditional professional inputs	Network with professional Resource Instns.
2. NCERT	High	Academic Resource Input	Academic, Pedagogy, for sec. school	Primary school pedagogy	Research and Academic designing
3. State DPEP Project Office	High	Coordination, Resource Mgt. Monitoring	Admn.	Monitoring Institutional Linkage Building	Activating Committee and Resource Networking
4. SCERT	High	Academic Input (Textbook) Teacher Trg.	Textbook preparation	Training Resources	Shouperlink with NCERT and resource networking
5. Regional Colleges of Edn.	High	Research, Evaluation, Trg.	Training of Teachers	Research Evaluation Monitoring	Linkage with Specialists
6. Other State support institutions (NGOs)	V..High	Trg., Research support to projects	Research Demo, projects, community mobilisation	Programme support	Linkage with state DPEP office & SCERTs

OFFICE OF DOCUMENTATION & INFORMATION SYSTEMS
 Ministry of Education and
 Planning and Administration,
 17-B, Sri Aurobindo Marg,
 New Delhi-110016
 DDC, No. DC-8934
 Date 14-12-95

Capacities Institutions	Extent of Autonomy	Institutional Role Focus	Existing Carrying Capacity/ Competen- cies	Competencies to be built in	Methodology of Building capacity
7. District Primary School Deptt.	Limited	Admn., Coordn.	Admin, support, Inspection	Support vs. Inspection	Linkage with DPEP
8. DIETs	High	Training of Teachers	Teachers Training	Training Monitoring Demo Projects	Linkage with district/ state resource instns./ NGOs.
9. BRC/ CRC	Limited	Teachers Training, Academic Supervision	-	Training and Peer Group Interven- tion	Linkage with DIET/ NGOs
10. Primary School Teachers	Adequate	Teaching	Tradi- tional teaching	New teaching methods	Linkage with DIET BRC/CRC.

The state governments and DPEP Projects are adopting these measures among others, in order to optimize the efficacy of present structures and build up capacity to take on the most challenging task of making quality improvement a central concern permeating all activities of various institutions at state, district and sub-district levels.

4. CAPACITY BUILDING IN PLANNING AND MANAGEMENT

Technical Assistance for Educational Planning and Management

With increasing recognition of educational management as a critical input for achieving UEE, the DPEP seeks to address this aspect by creating mechanisms to develop this capacity in the country in a decentralised way as well as set up systems to deliver this in the form of regular trainings and orientations.

For DPEP educational management is not purely a task of educational administration but one of management of a larger public system. Moving beyond the departmental vision of education management, DPEP seeks to include in educational management the convergence of services in health, rural development, early childhood care and primary education for a synergistic system of development. It also seeks to include in the process, participation from the non-government sector and stakeholders in education development.

Over the past few months, since the launch of DPEP, the programme, both at the State and National levels, has been seeking to develop a framework of action based on the position which emerges from the analysis of the following :

- i) identification of training needs for educational planning and management (EPM),
- ii) location of existing capacities in EPM within the country,
- iii) identification of state level institutions for housing EPM facilities,
- iv) exploration of institutional linkages to strengthen/ set up these EPM facilities, and
- v) development national level networking amongst social science organisations and management institutions in the country.

Whilst the DPEP States have been doing their own exercise in the above context, a major national workshop on 'Networking in Planning and Management of Education' was organised by NIEPA between 9- 10 Feb. 1995, attended by representatives of several nationally renowned social science institutions and the prestigious Indian Institutes of Management. The state institutes and academies of administrative training were also represented as were the DPEP state programmers. The deliberations were of very

high academic levels and the recommendations were of a very practical and worthwhile order.

Training Needs for EPM

The challenge of addressing the content of EPM and its training needs is immense in the DPEP. There is a curious contradiction in the situation as existing education department structures are top down by tradition and the educational processes are also those of control and centralization. At the same time, decentralized education programmes, like the DPEP are introducing new dimensions of community involvement and localized decision making. While the line control structures are already in place, newer participative and decentralized fora are also getting set up under the DPEP. The dynamics and processes of both these elements are different and yet inexorably linked. The task before DPEP is to be able to alter from within the rigidities of the established system and at the same time develop in harmony the processes of decentralized educational planning and management. Furthermore, these processes have to be institutionalized to be regular and reiterative as well as sustainable in the long run.

Thus, training for EPM has to be able to facilitate project management, leaven the educational establishment and, at the same time, manage the participative aspects of demand management, community mobilization and local decision making. Orientation of educational processes, structures and personnel to the need for "effective outputs and conscious improvements" is another important element of EPM course design.

There are basically two broad categories of persons to be trained under EPM. The first, mainly education personnel including project staff who would need to be reoriented with reiterative regularity and need a course design emphasising attitudinal change, development of management skills and familiarity with project formulation. The other large category is of the elected representatives of panchayati raj institutions and the non-official members, stake-holders and other participative structures such as VECs, Mother-Teacher Councils, etc. The training needs of this group would be less dependent on skill upgradation but more in need of attitudinal reorientation and information dissemination. A detailed break down of the several categories of persons whose training needs would be addressed by EPM under DPEP are as follows :

- i) **Education managers at the state, district and block levels**
 - state level officers of the Department of Education
 - education officials at the field level of a

division

- district level education officers
 - block level education officials and extension officers
- ii) Project officials at the state, district and block levels
 - iii) School headmasters, Principals and cluster in-charges
 - iv) Elected representatives in the Panchayati Raj Institutions dealing with educational issues
 - zilla parishad members
 - block committee members
 - gram panchayat members
 - v) Members of village education committees
 - vi) Other departmental personnel who work in related development and social sector areas like women and child development, welfare, tribal welfare, rural development, panchayati raj, public health, etc.
 - vii) NGO's and other organisations playing significant roles in achieving UEE
 - viii) Other bodies like State and District Boards Of Education, State Advisory Councils, etc.

State Level Institutions for EPM

Earlier efforts to address the need for EPM have been through planning and administrative wings set up in the SCERTs and SIEs or through trainings in the Institutes of Administration in the states. Unfortunately neither was the course content of acceptable nature nor was the periodicity of such training inputs of the desired frequency. Most basic education programmes in the states are considering the development of a full fledged facility for EPM by setting up separate institutions for the purpose (U.P, Maharashtra, Rajasthan), building EPM cells in the state SCERTs (Tamil Nadu, Kerala), having EPM facilities develop in institutions of administration (Assam, Madhya Pradesh) or through established management institutions (Karnataka, Haryana).

Consensus has emerged on the need for a variety of district, block and other local level structures to provide a cascade of training institutions for EPM. For the training of village education committees, gram panchayats, etc. there is the option of developing training capabilities at the local level in DIETs and BRCs or to engage the services of non-governmental

organizations in a decentralized training model. Institutional capacities for EPM would however need to be developed for regular training of project personnel and other education department officials at the DIET and BRC levels.

The state project offices have identified specific activities which would be carried out by the institutions identified for EPM. These include the following :

i) For Training

- undertake a needs assessment for the categories identified above
- develop course designs for the training programmes
- prepare training resource materials
- undertake training of trainers
- conduct regular training programmes for several categories of trainees
- maintain a calendar of training activities and prepare timely budget demands to fund the EPM programmes
- undertake periodic evaluation of EPM programmes

ii) For Technical Support

- formation and strengthening of VEC's
- network with NGOs and other institutions for resource support
- development of management information systems and evaluation and monitoring techniques

iii) For District Planning

- orient education officers to the tasks of decentralised planning
- prepare manuals on microplanning and school mapping

iv) For Research

- identification of areas for action research in EPM
- undertake action research programmes

States have confessed to the need for resource support to develop capacities in EPM. One of the major recommendations of the NIEPA Workshop has been for the setting up of a Technical

Resource Group for EPM in each state. This Group would include the identified state level institution for EPM as well as social science and management organisations for resource support. Furthermore, to build capacity in the states in a more effective and institutional way, it has been suggested that a twinning arrangement be worked out between a major resource institution and the State level EPM institution.

National Resource Institutions and Capacity Building

On an analysis of existing capacities for educational management in the country's premier social science and management institutions, two significant points emerged :

- i) Eminent social science institutions are fairly evenly spread across the country but their capacities and orientation are more towards research in education than in educational management.
- ii) Nationally reputed management institutions are highly professional in management resources and training capacities but have so far been geared to the needs of industry and the financial sector.

However , it was gleaned that the Indian Institutes of Management have over the years started getting involved in issues pertaining to education, have also set up some core faculty to handle education research and have been undertaking research on educational aspects. For instance, IIM, Bangalore has a Faculty for Education Management and its members were closely associated with DPEP formulations, IIM, Ahmedabad has the Ravi Mathai Centre for Education, the IIM, Calcutta has an education cell which is undertaking education research and whose members have been associated with DPEP formulations generally and more particularly with Assam. The XLRI, Jamshedpur is another institution getting more and more closely associated with the Bihar Education Project by contributing to the evaluation aspects of BEP.

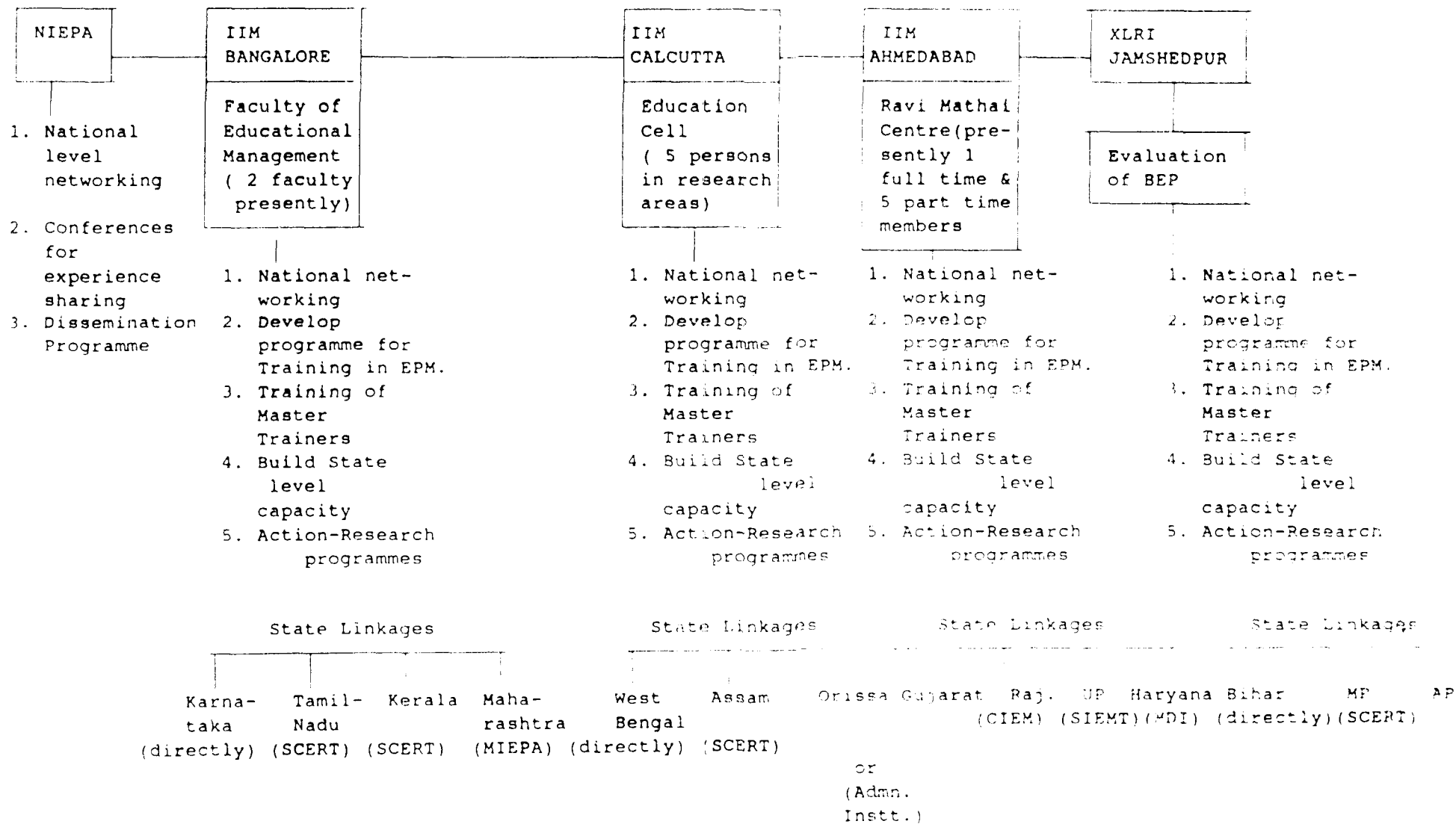
There is much that is encouraging, therefore. As these institutions of all-India stature are established centres of professional excellence in management and, at the same time, have some seed faculty for education issues, given the right financial and professional support, they could well blossom into centres for educational planning and management. These institutions could develop as regional or nodal centres for EPM and could, in turn, develop capabilities in the States in this area. Twinning arrangements with the State institutions identified for EPM could be organised in which the IIMs would directly build capacity and extend resource support. If found more practicable, those States located in geographical proximity to these resource institutions, can be organised in twinning arrangements

The DPEP could directly fund the management institutes to equip them to meet these tasks and responsibilities. Funding for shoring up the faculty for educational management and planning, strengthening of educational management activities for the development of training modules, identifying training needs and training of master trainers would be possible. As the infrastructure is built up, these institutions could also help set up the State level institutions, build their faculty, capacities and undertake action research programmes in primary education and educational planning and management.

A proposal along these lines is under the consideration of Government of India and a dialogue is on with the Directors of the three IIMs and XLRI.

An organogram showing the proposed plan for capacity building for educational management and planning is attached for reference.

TWINNING ARRANGEMENTS WITH NATIONAL RESOURCE INSTITUTIONS FOR CAPACITY BUILDING IN EPM



NIEPA's Role in Planning and Management

NIEPA has considerable existing capacity to develop planning competencies in the States under DPEP, and has been therefore identified as the nodal point for developing such capacities.

In the first phase of the DPEP, 42 districts have developed their plans and are approved for funding. NIEPA was involved in the process of plan preparation in all the districts. Recently ten more districts are being covered under this programme. Planning exercise and preparation of district project documents are in progress in these ten districts. It is further envisaged that the DPEP will be extended to new states and districts. This clearly shows that the demand for capacity building in planning and management is enormous rising from the primary institutions of schools to the planning and management institutions located at village, block, district and state levels.

NIEPA's involvement in capacity building will focus on the four major areas: (a) Planning and Management; (b) School Effectiveness; (c) EMIS and (d) Networking of Libraries; (e) Annual Conference of Networking Institutions.

(a) Training of Trainers in Planning and Management

Based on the past experience, the demand for capacity building in planning can be seen in different phases:

- (a) new districts to be covered under the programme where the requirement is of developing basic skills in planning to develop district plans;
- (b) districts which are still in the preparatory state where the requirements may be to finalise the district plans by clearly identifying the problems, strategies, financial requirements and assessing the feasibility of the plans; and
- (c) districts which are at the implementation stage where the efforts may be to consolidate the planning competencies already developed in the preparatory stage so as to equip them to draw annual work plans and implementation plans.

The capacity building exercise envisaged in each of the above mentioned categories of districts may be different. NIEPA is planning to develop planning capacities in a decentralised fashion through networking of resource organisations at the state level. The major effort at the national level will be to develop capacity at the state level to train persons in planning at the district level. Keeping this objective in mind, NIEPA organises programmes for training of trainers. The trained persons will be responsible to organise training programmes at

the state and district levels.

Objectives

The objectives of the training of trainers programme in planning will be as follows:

- (i) To familiarise the participants with the planning process under DPEP;
- (ii) to introduce the participants to the methodology of district planning in education;
- (iii) to train the participants in the costing of educational plans/projects;
- (iv) to equip the participants to draw medium-term and annual plans; and
- (v) to acquaint the participants to develop implementation plans.

Target Groups

As the challenge of capacity building is enormous, NIEPA will attempt to build institutional and individual capabilities at levels where training of operational functionaries will take place. Therefore, the target group for the training programmes may be officers/faculty members from the state level institutions who will be undertaking the responsibility of organising training programmes at the state/district levels. So far as possible, these participants will be drawn from the institutions which participated in the February 9-10 workshop in NIEPA. In the first instance two persons from these organisations (two persons per state) will be trained as trainers. In total, around twenty persons may be trained in each programme. NIEPA may organise two such programmes in 1995-96. In the subsequent years, NIEPA will organise one programme every year.

Duration and Venue

The duration of the programme may be five or six working days and it will be organised at NIEPA, New Delhi.

Expected outcome

Each of the participating state may be organising one or two programmes every year in their own states. In total at least ten training programmes may be organised by these participating states. The budget proposals for these state level programmes will be prepared by each state separately. In the initial stages, NIEPA faculty may be participating in the state level training programmes as resource persons.

Budgetary estimates are indicated in Annexure(a)

(b) Training of Trainers in School Effectiveness

All the studies show that planning and management at the institutional level is critical for quality improvement in primary education. The role of the school headmaster in planning, organising and managing school activities becomes very important in this context. Unfortunately, many of the primary school headmasters in India do not have any exposure or expertise in planning and management. The major objective of this programme is to build capacity at the state/district level in organising courses in planning and management of educational activities at the school level.

The programme is visualised in two phases: (i) a workshop to develop essential training material which can be used in the subsequent training programmes; (ii) organising training of trainers programme at the national level.

It is envisaged that in the year 1995-96, NIEPA will be organising one workshop to develop the material and two training of trainers programmes.

The participants will be drawn from administrative and management training institutes at the state level, SCERT/SIEMI and DIETs. On an average around 20 persons will be participating in each of the programmes.

Budgetary estimates are indicated in Annexure(b)

(c) EMIS

A pilot project entitled "District Information System for Education"(DISE) was undertaken by NIEPA for the development of software and to provide technical support to states on a continuing basis in the development of statistical data basis to assist the DPEP management and to facilitate the planning process at the state level. This project is supported by UNICEF and activities will continue as planned and it does not have any additional budgetary implication.

(d) Networking of Libraries

The major objective of networking of libraries is to provide documentation and information support to the planning and management activities under the DPEP. This will involve information sharing between national and state level libraries on the one hand and among state and district level libraries on the other. With this objective in mind, NIEPA is planning to organise workshops at the national level. It is expected that NIEPA will be organising one workshop every year. The participants of the workshop will be librarians/documentation

officers of the networking institutions at the state level. Around twenty participants will be attending the workshop for a period of five days.

Budgetary requirements are indicated in Annexure(d)

(e) Annual Conference of Networking Institutions

The meeting of the resource organisations held on February 9-10, 1995 at NIEPA recommended holding of an annual conference amongst the networking institutions. It was decided that NIEPA will hold this annual conference on specific themes related to planning and management of education. The first conference in this series will be focussing on planning and management of primary education and it will be held in NIEPA in February, 1996.

The budgetary requirements are given in annexure(e).

(f) DPEP Cell

To facilitate various DPEP activities it is proposed to set up a cell at NIEPA. The tasks to be undertaken by the cell are:

- (i) Keep documentation of the DPEP activities/reports;
- (ii) help in co-ordinating DPEP activities within the institute;
- (iii) provide the academic and organisational support for the training programmes; and
- (iv) facilitate communication on DPEP related institutes/organisations.

The staff requirements and budgetary provisions are given in annexure.

SUMMARY TABLE

(RS. IN LAKHS)

(a) Training of Trainers in Planning and Management(Two Programmes)	5.75
(b) Training of Trainers in School Effectiveness (1 Workshop and 2 Training programmes)	7.00
(c) Networking of Libraries (1 Workshop)	3.00
(d) Annual Conference of Networking of Institutions	6.25
DPEP Cell	1.99
Faculty TA/DA for Participants in State Level Training Programmes (15 Programmes)	4.50
Total Est.	----- 30.49 -----

Budget Estimate for 1995-96

(a) Training of Trainers in Planning and Management
Two National Level Programmes

1.	TA/DA to participants	8,00,000
2.	Production of Training Material	50,000
3.	Stationery, Administrative and Miscellaneous charges	25,000

		9,75,000

(b) Training of Trainers in School Effectiveness

1)	Workshop of Experts (20 Participants)	2,00,000
2)	Material Development	1,00,000
3)	Stationery and other Miscellaneous expenses	20,000
4)	Contingencies	30,000

		3,50,000

(c) Two Programmes Per Year

TA/DA to participants		3,00,000
Material		15,000
Stationery and other		
Miscellaneous Expenses		20,000
Contingencies		15,000

		3,50,000

(d) Net-Working of Library

TA/DA to participants		2,50,000
Production of material		20,000
Stationery and other Misc. Expenses		20,000
Contingencies		10,000

		3,00,000

(e) Annual Conference of Net Working Institutions

TA/DA to participants		7,50,000
Production of material		25,000
Stationery and other Misc. Expenses		25,000
Contingencies		25,000

		8,25,000

DPEP CELL

1.	Professional Assistant	(1)	
	Rs.3500 x 12		42,000
2.	Project Stenographer/ Data Entry Operator	(2)	
	Rs.2500 x 12 x 2		
3.	Project Associate	(1)	
	Rs.4600 x 12		60,000
4.	Project Assistant	(1)	
	Rs.3500 x 12		42,000

			1,99,200

**Training Programmes to be organised by State Institutes
(15 Programmes)**

TA/DA to NIEPA faculty act as a Resource Person	4,50,000

	30,49,200

Grand Total: Say Rs.30.49 lakhs

5 Research under District Primary Education Programme

As the District Primary Education Programme (DPEP) seeks to bring about a systemic change in the elementary education system of the country, a comprehensive research component is planned. The objective of this component is to organise and implement analytical studies related to concept and design of programme, monitor the implementation of these studies and disseminate results of studies to administrators and researchers for improving primary education. Originally programme evaluation and research was viewed as one component. Since there are many linkages between the two, a Unit called Programme Evaluation and Research Studies (PERS) was envisaged to undertake this activity. However, further thinking, especially in the light of the national workshop on evaluation from 9th to 12th January, 1995, showed that DPEP evaluation calls for a number of evaluations with diverse methodologies, therefore, the evaluation must be carried out separately in a time-bound manner with attention being paid to quality. The volume of work involved necessitates the creation of a separate national unit working in close coordination with national level managers which is exclusively dedicated to programme evaluation. On the other hand, undertaking research related to primary education and building up research capacity (through training and networking with universities) must be planned for the medium term; it requires a different approach, a different combination of skills. One of the basic ideas of DPEP is to restructure the primary education as a whole. With this in view, a separate national component on research is considered essential to inform the policy makers and programme implementors of the successful practices leading to reduction in wastage and improvement of efficiency of the primary education system as a whole. There is thus a clear distinction with the programme evaluation exercises that are specific to programme interventions and are needed to improve the DPEP implementation and investments and programme research under DPEP which will organize, design and implement analytical studies related to primary education as a whole, monitor implementation of these studies and make results of these studies available to the concerned authorities for improving primary education. The programme of research will evolve over time as the capacity is built up. Keeping these factors in view, it was decided to bifurcate Programme Evaluation and Research Studies into a DPEP research component and DPEP evaluation component, with separate organisational and funding arrangements.

Programme research component (PRC) will contribute to a greater understanding of how to improve the primary education system. The PRC will take up research, studies as they keep emerging over time. The PRC will provide academic and technical support to finalize activities designed to improve the use of empirical information for improving primary education at the national, state and district level. The PRC will also promote networking of institutions, educational, management and social science research institutes so as to create a strong institution base for action research.

Specific Objectives:

Specifically, the PRC will aim at improving the efficiency and effectiveness of primary education through: (i) improvements in the capacity of district, state and national level institutions to undertake programme research and studies in primary education; (ii) facilitating systematic studies in primary education; and (iii) disseminate the result of studies under (ii) above, to the DPEP management authorities and to others.

Activities:

- (a) To develop research capacity of institutions in the country, institutions as well as individuals in the governmental and non-governmental sectors will be identified.
- (b) Identified institutions and individuals will be provided orientation for research in primary education.
- (c) Priority areas will be worked out through consultations with experts. Specific studies will be farmed out/ commissioned after ensuring the quality in the design and implementation strategy of the studies and systematic monitoring of their implementation.
- (d) For dissemination of findings of studies, periodic newsletters/ monographs will be published, annual research conference will be organised and systematic documentation of studies in India and abroad in primary education will be organized.

Operational Modalities:

The PRC will be operated through an Advisory Committee, to be called Programme Research Advisory Committee (PRAC). This Committee will have Director, NCERT as its Chairman and a senior faculty member of the NCERT (with high degree of proficiency in organizing and administering research and studies involving quantitative and qualitative methods in educational research and research journalism) as the Member Secretary. Members of the PRAC will be drawn from all over the country representing research institutions in Social Sciences, management institutions and educational researchers of eminence. The DPEP Bureau, will be represented on the Committee. For purposes of carrying out the tasks of national component, DPEP would be engaging a group of professionals through EdCIL for areas like Evaluation, Civil Works, Media, MIS, Pedagogy, Management Research, etc. Accordingly, for handling the Research Component of DPEP, a professional exclusively would be assigned by EdCIL. This person would also be represented in the Research Advisory Committee.

The PRAC will advise on all academic matters related to DPEP research and related training and extension. It will meet as often as necessary, and atleast once in a quarter. Its recommendation will be carried out by the person in charge of Research Component in EdCIL.

PRAC will undertake:

- (i) Examination of the research ideas and concepts as received from DPEP Bureau, State Project Director, or its Member Secretary;
- (ii) Prioritisation of research needs;
- (iii) Examination of TORs developed by its secretariat for approved research ideas (Person in charge of research for DPEP bureau in EdCIL will invite proposals based on these TORs);
- (iv) scrutiny and recommendation of proposals from technical and utility perspective;
- (v) dissemination of study reports for publication and other related matters;
- (vi) to draw up a list of experts for being nominated in the peer group evaluation (3 per study).

Normally, prior approval of the PRAC will be required to carry out any of the above functions. For expediency, however, the Member Secretary can undertake the

functional with approval of the OEF Board (OEFPEP) which shall be placed before the PRAC for finalisation.

Proposals recommended by the PRAC will be forwarded to the EdCIL. While recommending these proposals, PRAC may identify certain researches which would be carried out NCERT. Such exclusively identified researches/studies would be handled by the secretariat provided to PRAC in NCERT. Rest of the proposals will be forwarded to EdCIL where the person in charge of Research will invite proposals and forward them to PRAC's Secretariat to review and make recommendations to the PRAC. For review, the proposals would be sent to external reviewers (or the panel of experts). The examination reports of these external evaluators will provide the basis for discussion by PRAC and its recommendations. Recommendations of PRAC will be supported by a written summary of the Reasons of PRAC's decision. The PRAC's decision (written summary) and the report of reviewers (who will not be identified) will be communicated to each individual/ organisations whose proposal was considered. EdCIL will then award the Contract to selected agency and take follow up measures including release of funds to the investigators and to receive accounts etc.

For purposes of carrying out the responsibilities entrusted with EdCIL, there would be a team and compact unit in EdCIL headed by a professional in charge of Research Component supported by research assistant and support services.

The Manpower Resources for secretariat in NCERT will be as follows:

- i) 4 Project consultants, one each for field related to design ing and developing course material in quantitative and qualitative research methods, organising training activities, processing research proposals and the necessary documentation of existing research, and publishing of newsletter and research documentation related activities. Fee/Honoraria @ Rs.8000/- p.m.
- ii) 8 Senior Project Associates to provide academic support, 2 each in the field of designing and developing course material in quantitative and qualitative research methods, organising training activities, processing research proposals and the necessary documentation of existing research, and publishing of newsletter and research documentation related activities. Fee/Honoraria @ Rs.3700/- p.m.
- ii) Secretarial Supporting staff including one Chief, Administration (Rs.3700/- p.m.), two Assistants (Rs.2200/- p.m.), two Word Processing Assistants (Rs.2200/- p.m.) and one P.A. (Rs.2200/- p.m.).

Office Facilities:

- i) E. Mail
- ii) Fax
- iii) Telephone
- iv) Photocopying
- v) Computers including DTP Unit, 4 laptops, two 486 PCs
- vi) Computer accessories
- vii) Storage furniture

Work Plan:

Last Quarter of 1994-95

- i) Preparation for setting up the Secretariat, including acquiring work space, equipment, placement of technical and secretarial staff.
- ii) Organisational preparations for regional orientation work shops for strengthening capacity of cooperating institutions.
- iii) Development of Course design and materials in quantitative methods in research.
- iv) Orientation of the faculty, to be involved in conducting the Orientation Course in the regions, in the DPEP philosophy and work culture.
- v) Setting up of groups of experts for being on Expert panel for preparation of research and studies.
- vi) Briefing out monthly newsletter and other research publications related to DPEP activities.

First Quarter of 1995-96:

- i) Conduct of the first course on research methodology, and proposal formulation.
- ii) Organizational preparations for the international Seminar on School Effectiveness and Learning Achievements.
- iii) Documentation of available research in progress in primary education.
- iv) Bringing out monthly newsletters and research publications related to DPEP activities

Second Quarter of 1995-96:

- i) Conduct of the second course on research methodology and proposal formulation.
- ii) Holding of international conference.
- iii) Documentation of available research in progress in primary education.

- iv) Follow-up of international conference to bring out the proceedings and preparation for annual research conference.
- v) Bringing out monthly newsletters and research publications related to DPEP activities

Third Quarter of 1995-96:

- i) Review of activities performed during the year.
- ii) Preparation of AWPE for the next year.
- iii) Bringing out monthly newsletter and other publications.
- iv) Research of documented reports on abstracted studies on primary education.
- v) Working with University departments to initiate research scholars in DPEP related studies.
- vi) Refinement of course design, conduct of the third course on research methodology.

Fourth Quarter of 1995-96:

- i) Bringing out the Newsletter and other publications.
- ii) Modification of course design and conduct of third of the 3-week course on research methodology.
- iii) Holding of the annual research conference.

Budget for 1994-95:

S.No. Name of the item • Number required Cost in Rs.

Equipment

1.	Wipro Super Genius 486 DX 5,38,560.00 2/66MHs 2/1.44 MB FDD/ 1.2MB FDD/2 MB CACHE/ 101 KEYS KEYBOARD/ 540 MS IDE DRIVE/ 14" SVGA COLOUR MONITOR/ M. MOUSE/16 MB RAM/DOS 6.2	4
2.	EPSON STYLUS 800 PRINTER 20,000.00 (BLACK & WHITE)	1
3.	EXEM - GRAPHIC INTERFACE 25,900.00 SOFTWARE	1
4.	LASER PRINTER 1,85,000.00	1

5.	1 486 FOR DTP WITH COLOUR MONITOR	1
	1,50,000.00	
6.	2 486 FOR WORDPROCESSING WITH COLOUR MONITOR	2
	3,00,000.00	
7.	MS OFFICE SOFTWARE	1
	1,00,000.00	
8.	SOFTWARE FOR DTP (HINDI & ENGLISH)	
	3,00,000.00	
9.	PHOTOCOPIER	
	1,50,000.00	
10.	FAX	
	40,000.00	
11.	E-MAIL	
	50,000.00	
12.	LAPTOP COMPUTERS @Rs 1,10,000 PER PC	4
	4,24,000.00	

22,83,460.00

Staff (Manpower)

4 Project Consultants	12 person months	=	12x8000	=
96,000				
8 Project Associates	3 x 8 x 3700	=		
88,800				
1 Administrator	3x3700	=		
11,100				
2 Assistants	6x2200	=	13,200	
2 Word Processor	6x2200	=		
13,200				
1 Personal Assistant	3x2200	=		
6,600				

2,28,900

Newsletter publication

Newsletters	3
1,00,000.00	

Grand Total 26,12,360.00

Budget for 1998-99:

<u>Equipment</u>		Nil	
<u>Staff</u>			
4 Project Consultants			
3,84,000.00			
8 Project Associates			
3,55,200.00			
1 Administrator			
44,400.00			
2 Assistants			
52,800.00			
2 Word Processor			
52,800.00			
1 Personal Assistant			
26,400.00			
<u>News letter</u>	12 Nos.	12,00,000.00	
<u>Training Programme</u>	3	6,00,000.00	
<u>Researches</u>	6	20,00,000.00	
considered		(To be	
specific		out, when	
recc.)		proposal is	
<u>International Conference</u>	2	20,00,000.00	
released		(To be	
schedule		after	is finalised)
<u>Stationery</u>	10%	6,00,000.00	
<u>Travel</u>	10%	6,00,000.00	

Grand Total			
78,00,600.00			

6 CAPACITY BUILDING FOR PROGRAMME MANAGEMENT UNDER DPEP

DPEP is an effort in decentralised planning, implementation and management of Primary Education in the country and in building up the capacity to provide elementary education of satisfactory quality to all children up to the age of fourteen years. The programme is under implementation in 42 districts and at various stage of planning in the States of West Bengal and Andhra Pradesh. In view of the district and population specificity of interventions, there is a clear need for close guidance in implementation of these programmes in order to keep them closely tuned to the DPEP objectives. This is all the more important as every year new intervention are likely to emerge in various districts and states and these have to be transmitted into the education system as a whole as DPEP is not conceive as an enclave project but a beach-head in the campaign for systemic transformation. In addition, DPEP mechanisms provide for development of AWP's every year based on a sound planning exercise with technical inputs. While the goals and objectives of DPEP are laudable and the programme management demanding, DPEP has to function in a systemic enrichment which to say the least is deficient and the capacity needed are few and far between. So the process of implementation has to manage the dialectic of building the capacity for systemic change and at the same time bring about the systemic change.

In order that proper guidance is available to the districts in planning and implementation capacity of district, state and national level needs to be upgraded in (i) collection and use of information, (ii) in meaningful supervision of the programme leading to greater thrust on good practices and identification of constraints at early stages itself; and (iii) in sound and technical plan formulation exercises; (iv) in improving effectiveness of school and alternative to schooling; (v) management of elementary education system and its ability to deliver in conjunction with related areas; (vi) pedagogic aspects. These three (alongwith Research capacities and Evaluation framework for DPEP - for which framework of action are envisaged separately), constitute the basis for management of the programme.

Following is the vision of DPEP management for capacity building in planning and supervision.

1. CAPACITY BUILDING FOR PLANNING:

One of the essential conditions for the success of the programme is the competency in planning especially as the programme is not a close ended one and every year through participatory planning

AWPs are to be developed by the implementation units at various levels. New Districts and States would also be joining every year to the programme - necessitating a good measure of capacity building at states and districts level. Further, the capacity built up in states and districts which are keyed in, personnel need to be rejuvenated and upgraded.

The first phase of the programme concentrated on developing planning competencies at the state and the district level. This involved two modes of capacity building: i) through training/workshops organised at the national, state and the district level; ii) learning by doing - the process of preparation of the plan at the district and state levels was itself a learning experience and a capacity building exercise. The emphasis in learning by doing is on "unguided self" action avoiding the much needed tendency to choose the easier option of seeking solution from mentors or 'model documents'. Learning by doing is conceived as an exercise in problem identification and problem solving skills and in building up the will to master the situation and avoid dependency.

Now 42 districts have already completed the first phase and these plans are appraised by GOI and donor agencies. There are another 10 districts which are at plan preparation stage. Capacity in planning will involve planning competencies in the districts which are initiating this exercise now and sustaining and improving the planning competencies in those districts which have completed the first phase. The programme envisage to cover new districts in the coming years. Therefore, efforts are to be made to initiate steps to build competencies in these districts too.

The objectives of capacity building in planning may be taken up at three levels:

- a) developing planning skills in the districts which are identified for initiation under DPEP;
- b) strengthening planning skills in those districts which are identified and are at proposal development stage;
- c) sustaining and improving planning skills in those districts which are already in the implementation stage.

The skill requirements may vary depending upon the stage of development of the district with respect to the preparation of plans. For example in Category (A) districts, the emphasis may be more on identification of issues, strategies to draw up the plans; in Category B) districts, the effort may be more on refinement of the issues, elaboration of strategies and activities with the major focus on organisational arrangements, both in terms of institutions and individuals, to implement the plans and

in Category (C) districts, the emphasis may be on developing annual work plans and developing skills of higher order for planning, monitoring, implementation and evaluation.

Based on the objectives, the capacity building in planning and management will focus on the following themes:

- i) Basic planning skills in identifying, fixing targets, evolving strategies and programmes, costing of project components and scheduling of activities;
- ii) Participatory process of planning;
- iii) Micro-planning and its linkages with district plans;
- iv) Collection and use of information in planning process;
- v) Costing of plans and budgeting of expenditure;
- vi) Planning for implementation of the programmes including institutional capacity building; and
- vii) Preparation of Annual Plans and developing monitoring indicators and procedures.

Taking into account the earlier generation projects (to DPEP) like Bihar Education Project, Lok Jumbish project and U.P. basic education project, about 75 districts are already under implementation or advanced stage of planning, where district and population specific AWP exercises based on participative planning are to be developed by district planning groups. There would thus be at least 75 district planning teams and 12 state planning teams that would be the target group for capacity building in participatory planning as envisaged in DPEP. NIEPA would identify the training needs and develop a course design based on its experience of district planning in general and DPEP planning assistance that it has rendered to 42 districts under DPEP in particular. It is also prepared to infuse comparative experience for HIID, IIEP and such other institutions of international renown. The design would take care of the specific needs of relevant data for planning under DPEP, their interpretation, the conduct of participatory planning, conduct of interviews, conduct of focus group discussions, rapid appraisal techniques and several other methodologies to elicit and ensure participatory planning. It would be then supplemented by the technical inputs to prioritise the perceptions of local community from sustainability, replicability and feasibility. This would include the phasing sequencing and linkages of various activities.

First such training be organised for West Bengal and Andhra Pradesh DPEP planning teams in April, 1995. Further refinement in the course design is expected out of the feedback of first training programme. Once the course design and training materials are developed by NIEPA, NIEPA would enter into collaboration with other resource institutions like IIMs, XLRI and State Institutes of Administration who will undertake the trainings of respective state teams. For the purpose, NIEPA will run training of trainees (TOT) courses for these institutions and initially provide its resource persons in the first few trainings. Overall, NIEPA will work as an apex institution facilitating capacity building in state level and other institutions for rendering planning assistance to state and district teams. NIEPA will organise 4 TOT courses to orient and train other resource institutions and it is expected that six such training programmes would be conducted by state and other resource institutions in 1995-96 starting from August, 1995 to cover at least the state level resource teams in planning.

MANPOWER REQUIREMENTS:

A Consultant with two research assistants and secretarial assistance would be provided to NIEPA to develop the course design, develop the training materials (including background materials) and the trainings.

2. PLAN FOR CAPACITY BUILDING IN SUPERVISION:

Success of implementation in DPEP crucially depends on the extent of supervision of the implementation process at each stage. DPEP is a process project and hence there is a need to ensure that the processes initiated are in the right direction ultimately leading to the achievements of plan targets. Further, the way the project supervision has been conceived, a heavy responsibility has been cast on the national, state and district authorities to undertake regular supervision and agency supervision will focus on the performance of these authorities in planning, appraisal, supervision, implementation, monitoring and evaluation. The GOI envisage to launch 4 supervisory missions a year to facilitate the implementation process. In a gigantic programme like DPEP, the number of personnel required for conducting supervision is very large. More importantly, however, the professional expertise required to undertake supervision missions on such a large scale has to be identified and upgraded. With this objective in the mind the GOI has initiated a capacity building programme to undertake supervision mission.

Under this a cadre of 150-200 persons would be trained in supervision for the quarterly supervision missions of DPEP Bureau.

These persons would be trained in the Basics of Supervision on to be followed by Advanced Course on Supervision of specific functional areas like civil works, finance, training, and management. The supervisors at the end of a year's work would get together in a retreat of 3-4 days to share their experiences and through the feedback improve the course design. This capability building is envisaged in three phases:

- Level I : Basic course on supervision of the DPEP
- Level II : Advance course on specified functional areas
- Level III : Sharing experience of the supervisory mission

The objectives of Level I courses of capacity building will be:

- i) to introduce the participants to DPEP guidelines, plans and stage of plan implementation;
- ii) to familiarize the participants with the method of assessing plan documents - namely the annual plans;
- iii) to identify the areas where focus needs to be given in the supervision;
- iv) to equip the participants in preparing Aide Memoire; and
- v) to clarify the role of supervisor - as a facilitator

It is expected that four such training programmes of 7 days duration will be held. Each workshop may have around 25 to 30 participants.

Level II courses of capacity building will be advance courses in some of the important functional areas to be more carefully supervised. The thus identified functional areas:

- i) planning management and institutional capacity building;
- ii) teacher training including pedagogical issues and learning materials;
- iii) financing including fund flow, procurement, utilisation etc.; and
- iv) civil works.

Lal Bahadur Shastri National Academy of Administration, Mussoorie has been entrusted with the task of preparing modules on each of these identified areas and delivering these modules in association with IIMs, NIEPA and State Institutes of Administration. The participants will be drawn from various resource institutions for level I and for level II from those who attended level I course and those who have participated in the supervisory mission. It is expected that the duration of the course will be 3 to 4 days for each area and four such Level II courses will be held in 1995-96. This course may help in providing specialised professional input to the supervision mission.

The major objective of level III courses for capacity building is to get feedbacks from those who participated in the supervision mission in order to improve the supervisory capacity of the missions to be launched in the subsequent years. This may be a workshop of sharing experiences for a duration of two to three days undertaken annually.

MANPOWER REQUIREMENTS:

LBSNAA will set up a secretariat for conduct of these trainings and develop the course design, training material and organise the trainings.

BUDGET

Staff:

1 Consultant	@ Rs.12,000 p.m.	1,44,000.00
2 Research Assistants	@ Rs.7,000 p.m.	1,68,000.00
1 Supporting staff	@ Rs.3,500 p.m.	42,000.00

Programme Cost:

4 Level I programmes @ Rs.3 lakhs per programme	12,00,000.00
4 Level II programmes @ Rs.1.5 lakhs " "	6,00,000.00
1 Level III programme @ Rs.3 lakhs " "	3,00,000.00

Need identification, Course designing and Material development 3,00,000.00

27,54,000.00
i.e. Rs.27.54 lakhs

7. MEDIA IN DPEP

Media will play a key role in the overall DPEP planning, for achieving the objectives of the programme. The role for media is being visualised in three crucial areas. Firstly, information dissemination with regard to the programme will equip all concerned for effective participation. Second, projection through media will lend the requisite visibility to the programme, so as to sustain it as an in thing, a way of life. Finally, a time bound media package (IEC) in support of the programme will help create the necessary build up for its introduction, an optimum environment for its implementation and the continuing energy that will provide momentum to the programme.

Fully appreciating the above, DPEP has accorded due priority and consideration to the preparation of a media plan and is committed to its careful execution. The objectives which the media campaign will follow are: to raise visibility of DPEP as a national priority programme, to create an environment for implementing DPEP, to mobilise opinion makers, legislators, policy makers, to boost confidence of implementation agencies to motivate the community, NGOs, local bodies and others to come forward to participate in the programme, to produce demonstration effect, to achieve results for the programme, to develop through media exposure 'role' models and to obtain feedback on implementation of programme.

Social marketing approaches would be dovetailed into the media campaign with Programme Promotional activities and events to achieve close participation of the implementing agencies and the community at different levels. An attempt would be made to create media events and each and every milestone in the programme would be flagged.

The media campaign will be cautiously guided through the various stages - (the preparatory phase, take off phase intense burst period followed by the consolidation phase) in tune with the progress of DPEP. A Media package would be evolved with a suitable mix of the electronic, print, outdoor and traditional media so as to ensure a total impact and the widest reach.

The audio-visual media would be the main focus and both the government media and non government media channels and Satellite Channels and would be utilised to put out a variety of imaginative programmes such as TV and radio spots, news capsules woven around news events, discussion programmes, interviews etc. A log and signature tune and slogan would be developed that could anchor the entire campaign. Well known TV and radio producers and creative persons would be engaged.

Press advertisements would be essential for visibility and drawing newspapers into the programme. A series of news ads will appear in English and language papers and magazines at specified intervals for creating a desired impact. Well organised Press briefings would be held at appropriate times in Delhi as well as in states. Informative folders and brochures would be brought out giving facts to the opinion leaders and for orientation of project functionaries. A media kit would be designed and despatched and selective use of outdoor and folk media would be made.

EXPENDITURE SUMMARY: (1995-1996)

I. Electronic media:		
a)	TV spots (4) (15 seconds to 60 Seconds) at Rs. 1-3 lakh	10 Lakhs
b)	Radio spots (4) at Rs. 50,000	2 Lakhs
c)	Cost of telecasting/broadcasting at concessional rates	10 Lakhs
II Print media		
	2 folders/brochures (2-4 colours, 2 lakh copies)	5 Lakhs
III Advertisements:		
	Design and releases	20 Lakhs
IV	Outdoor media design and site rent	3 Lakhs
	Total	50 Lakhs

8 NATIONAL EVALUATION CELL
Programme Components and
Annual Action Plan (1995/96)

Information needs under DPEP

National

At the national level, planners and policy makers need information to assess the progress, especially the quality, of programme implementation and the impact of programme inputs in terms of the overall educational objectives of DPEP. Information on the progress of the implementation of programme components is required on a continuous basis and fairly rapidly in order to adjust DPEP guidelines and provide planning and technical support in key areas from the national level to states and districts. Information on the impact of the programme is necessary in order to assess whether the programme as a whole is leading towards the desired objectives.

State and district

DPEP envisages decentralised management, with planning and implementation responsibilities resting with district management units but supported by state authorities. The information needs of planners and policy makers at these different levels are as enormous as they are diverse. Evaluations designed and conducted at the national level cannot meet all these requirements. It is therefore essential to develop the capacity at the state and district levels to plan and undertake evaluations that are required by them. At the moment, such evaluation capacity even where available at the state level, is dispersed and not readily available to most education departments. Building the capacity of state and district units to undertake evaluations is an important aspect of strengthening decentralised management within DPEP.

Current Status of Evaluation of Primary Education

The capacity to carry out different kinds of evaluations exists in a number of different national institutions and to a lesser extent in state-level institutions. However, large-scale evaluation exercises in the field of primary education have not been undertaken except in the case of the two Centrally sponsored schemes, Operation Blackboard and Non-Formal Education. These evaluations have also been undertaken independently since the schemes were designed independently of each other with differing objectives. Furthermore, while educational resource institutions at the national and state levels have conducted evaluations in educational settings, the use of the results of these evaluations for planning and their wide dissemination to different categories of participants has been relatively limited.

Programme evaluation for DPEP, which incorporates a multiplicity of strategies and activities at several different levels in widely varying socio-economic contexts, is a challenging prospect because of the variety of issues and design elements (including methodologies, time frames, frequency and coverage) that need to be considered. Furthermore, the evaluation of DPEP is envisaged as an integral part of the planning, implementation and supervision cycle and is meant to serve these needs. Dissemination of the results of evaluations to different participants in the programme is also an important objective. These factors make programme evaluation on the scale envisaged by DPEP an unusual, if not unique, evaluation exercise.

An initial step in designing the evaluation framework for DPEP was taken up at a National Workshop organised by the MHRD in Delhi on January 9-11, 1995. The workshop discussed the broad areas for evaluation and the specific issues that would need to be considered within each area; it also considered what might be the appropriate methodology for each area and the institutional arrangements for conducting these evaluations. A report of the workshop is appended to this

Management Framework for Evaluation under DPEP

The need to undertake a variety of evaluations to meet the diverse information requirements at different levels implies that an appropriate management framework has to be set up for organising and funding them, with appropriate linkages from district to national levels. At the national level, a programme evaluation cell has been envisaged and is in the process of being staffed. Currently, there is no provision for state evaluation cells as part of the state component of DPEP. The National Workshop on Evaluation discussed the desirability of setting up State Evaluation Cells so that evaluations can increasingly be conducted by the states and districts themselves. The location of the state evaluation cells has to be determined; the three possible locations are a) within the State Project Office b) within SCERT and c) within SIEMT as and when it is created. It is proposed that DPEP evaluation cells be built in the SCERT since this will serve to strengthen the institutional capacity of conducting educational evaluations.

The range of evaluations being considered, which involve widely differing techniques of data collection and analysis, means that it is neither possible nor desirable to build up the entire range of professional skills in-house. The main functions of the national and state evaluation cells would therefore be to manage the evaluation process (and in some cases conduct them also). Capacity building has to concentrate on developing skills that are appropriate for carrying out this function, including identification of the key questions for evaluation, assessing the appropriateness of the analytical framework and ability to interpret the data for different purposes (planning, research, etc).

Functions of National Evaluation Cell

The present status of evaluation capacity in primary education compared with the needs under DPEP imply that in the initial stages, a number of key evaluations will have to be designed and managed at the national level. At the same time, a series of planned and focused activities would have to be undertaken in order to build up evaluation capacity at the state and district level. The dissemination of evaluation results, in the first instance to planners but also to different participants, is also required to develop refine plans and provide training and implementation support. Finally, the development of professional skills in the system as a whole is required to make the process of evaluation self-sustaining.

Evaluations to be designed/conducted at the national level

Information needs under DPEP that are relevant for policy guidance and planning of technical support at the national level can be categorised under two headings:¹

- information about processes (intermediate activities such as training, institutional development, management support activities)
- information about impacts/outcomes (enrolment, retention, achievement, reducing/eliminating gaps between girls and boys, SC/ST children and others with respect to overall DPEP objectives)

Experience shows that it takes several years for an educational programme to have a perceptible and measurable effect on outcomes. This is especially true

¹ Information on physical and financial progress will be routinely supplied by the project MIS and routine quarterly reports of different management units.

of learning achievement, but also of other outcome indicators such as retention and enrolment, which means that evaluations must be periodic. The evaluation of processes, however, has to be undertaken more or less on a continuous basis in order to enable managers to improve the quality of implementation and the design of specific components. Apart from these differences in frequency and time frame, there are also differences regarding the objectives of the evaluation. The objectives of evaluating outcomes are i) descriptive (to indicate progress over time and ii) analytical (to be able to distinguish the contribution of different programme components as well as other factors to changes in outcomes. On the other hand, the main purpose of evaluating processes is diagnostic, to enable managers to take remedial action and improve the efficacy of programme implementation.

These distinctions between the two categories of information requirements have important implications for the design of the evaluation in the respective areas, some of which are discussed below.

Evaluation of processes

The National Workshop on Evaluation identified the following priority areas for evaluation:

(i) Training

- * Quality of teacher/NFE instructor training (including transmission losses involved in cascade model of training)
- * Management training
- * VEC members training

(ii) Decentralised and participatory management

- * Functioning of district and state programme management units
- * Community mobilisation and participation
- * Functioning of the VECs
- * Information flow and use at different levels (including efficacy of MIS)

(iii) Institutional development

- * Resource institutions (SCERT, DIET, national resource institutions involved in providing support to DPEP)
- * Administrative institutions

(iv) School functioning ²

- * Pedagogical processes
- * Supply and utilisation of materials (including school contingency and OB materials)

The main purpose of the evaluation in this area is to improve the quality of activities and processes within each of the above categories. The information will be used by the programme planners at the national level to provide guidance in improving the quality of design of programme components at state and district levels and to identify problems so that plans can be made for training, supervision and technical assistance. For this reason, the evaluation has to be extensive (ie, all or most of the DPEP states need to be covered) while the results have to be made available rapidly. Typically, evaluations should take

² 'School' in this context includes Alternative Schooling/NFE.

place during a period of a month so that results are available within 2-3 months.

Well-designed tools used in these rapid assessments (or shortened versions of them), although constructed primarily for the purposes of evaluation which will be conducted by external agencies in the initial stages, can also provide a framework for supervision during the regular supervisory visits of state and national teams to identify deficiencies and their solutions as well as to provide a basis for discussion on the causes of problems and their solutions. In addition, they can be used to serve as a framework for identification of training needs for different categories of personnel.

The design of evaluations of the processes will be undertaken keeping in mind the main aims of providing rapid assessment and ensuring adequate geographic coverage. Although the National Workshop discussed some elements regarding issues to be evaluated and methodologies, the immediate task now is to develop a detailed design and methodology for operationalising each evaluation.

In designing each evaluation, it will be necessary to answer the following questions regarding objectives and scope:

- the specific purpose of the evaluation
- who will use the information gathered
- how will the information be used
- what geographic area will be covered
- how frequently is the information required

Once the objectives and scope have been determined, the following questions regarding data collection will need to be addressed:

- the unit of observation. (for example, if training is being evaluated, it will be necessary to decide whether trainees, trainers, training sessions, training institutions (or all of them) are the units of observation)
- techniques of data collection (structured direct observation, self-assessment, structured interviews, open-ended interviews and discussions)
- decide if sampling procedures are required and if so decide on sampling strategy

It is proposed that the National Evaluation Cell organises a series of small technical workshops/meetings with the aim of developing the above design elements for each evaluation. Participants in these workshops will include technical experts as well as programme managers (the latter will be involved in discussions to determine the objectives and scope of the evaluation). Based on the results of these workshops, the National Evaluation Cell will either frame the detailed terms of reference and commission the evaluation to outside agencies or invite proposals from institutions/agencies to conduct the evaluation within a stipulated framework. Organisational arrangements for carrying out these functions are discussed in the section on Organisation and Staffing.

Evaluation of outcomes

The main purpose of the evaluation of outcomes is to provide district-specific estimates of indicators of achievement, enrolment and retention that can be used to measure progress over time. The principal effort will be to acquire accurate, controlled data to ensure that results are comparable across surveys to measure change and to relate these changes to programme implementation and changes in the social composition of schools. Further, the achievement data can be linked to classroom observation data in at least a sub-sample of schools, so that changes in scores can be interpreted in relation to project implementation and consequent changes in teachers' classroom practice.

The measurement of changes in educational status and outcomes will rely on a large-scale quantitative survey of learning achievement. The main sample survey will derive from the baseline achievement survey which already has a defined sample of schools and a rich data base. DPEP has made provision for follow up surveys to be made every second year to measure changes from the baseline.

The National Evaluation Workshop recommended that the same design and methodology be followed for the follow-up surveys, using the same sample of schools and comparable tests. However, test items should be reviewed and additional items can be added to test new competencies that are being taught in school as a result of curriculum revision. Survey instruments will need to be examined to streamline them by taking out redundant questions and adding questions to collect data on the progress of programme implementation.

The baseline achievement survey and follow-up surveys cover formal education only. It will be necessary to evaluate outcomes in non-formal education/alternative schooling which constitute a major component under DPEP. The first task is to collect baseline data on the non-formal sector, for which

an appropriate design and methodology will have to be developed that take into account state-specific features in the delivery of non-formal education. This means that the evaluation of the non-formal sector would have to be decentralised to the state-level, with the national evaluation cell assisting in developing the initial design, including sampling, instruments, data collection procedures and analysis.

Details of programme components for National Evaluation Cell

The sub-components of the national evaluation component are as follows:

- A. Ensuring the quality of national level evaluations
- B. Building evaluation capacity at the state and district levels
- C. Dissemination
- D. Professional development

The activities under each of the above sub-components are as follows:

A. Ensuring the quality of national level evaluations

1. Rapid assessments of training, management structures and processes, institutional development and classroom processes

- Develop or commission the development of the design of evaluations in the above areas
- Commission evaluations to appropriate agencies

Make available the results of these studies to national, state and district planners

2. Sample survey on achievement (formal education) - follow up of baseline survey

- Modification of basic design (including modification and improvement of instruments, standardisation of data entry and tabulation plan).
- Working out the modalities for conducting the surveys to ensure required degree of standardisation in execution and accuracy and cleanliness of data
- Conducting or commissioning higher level statistical analysis of sample survey data
- Analysing or commissioning the analysis of sample survey findings to identify issues or trends that need further analytical studies

3. Evaluation of non-formal/alternative schooling

- Assist in developing state-specific designs for monitoring of performance of non-formal education with respect to enrolment, attendance and achievement
- Assist in developing the modalities for operationalising the evaluations

B. Building evaluation capacity at the state and district levels

- Review the studies conducted by states or districts of a qualitative or quantitative nature to assess whether findings or methodologies should be disseminated throughout DPEP.
- Provide technical support to states for designing and commissioning studies

that are of relevance to DPEP

Dissemination

- Provide technical support for organising dissemination of results of baseline studies at district level to different participants
- Disseminate results of important evaluations to education officials at state and district levels through meetings/seminars etc

D. Professional Development

- Establishing a databank containing clear and documented data from the sample surveys on achievement which will be made available to other researchers for secondary analysis
- Installation of internet to network with researchers across the country and abroad to inform DPEP researchers about the latest developments in the field of evaluation research
- Purchase of technical books to be housed in libraries of identified national resource institutions

Organisation and Staffing

The responsibility for developing the evaluation designs, commissioning the evaluations, reviewing the results and presenting them to programme managers will rest with the National Evaluation Cell. In order to assist in developing the design, the NEC will use the expertise of consultants, resource persons in workshops/meetings as well as on an occasional basis. Once the design framework has been developed, the NEC will draft terms of reference and prepare an approximate budget, which will be reviewed with and approved by the DPEP Bureau. The evaluations will be commissioned to outside agencies based on these terms of reference.

Technical assistance to states will be provided by the National Evaluation Cell directly or by utilising the service of short-term consultants as and when required.

The National Evaluation Cell will be located in EDCIL. Administrative support for the National Evaluation Cell (including tasks such as organising the venue and logistics for workshops, preparing contracts for outside agencies, making travel arrangements, photocopying facilities, etc) will be provided by EDCIL under its general budget for DPEP support.

In view of the above, the following staffing complement is provided for the NEC:

Consultant	Functions
1 Chief Consultant (long-term)	Overall responsibility for all the work of the NEC; specific responsibility for integrating database on baseline achievement, designing the follow-up survey of achievement, non-formal education and one other rapid evaluation of processes/institutions; in

addition, if required and possible, conducting one or two evaluation studies directly

1 Senior Consultant (long-term)

Assisting in overall work of NEC; specific responsibility for developing design of two rapid evaluations of processes/institutions in the first year;

1 Consultant (long - term)

Programme assistant

Responsibility for documenting and maintain databases generated by evaluations under overall direction of Chief/Senior Consultant; conducting special analyses as required by NEC/DPEP Bureau.

1 Secretary (long -term)

Correspondence/communication work of National Evaluation Cell; maintaining administrative links regarding work of the NEC with office of General Task Manager for DPEP in EDCIL.

Short-term consultants

36 man-months in the first year

Undertaking specific assignments as required by the NEC, including acting as rapporteur for workshops, providing technical assistance to states, doing training needs assessment and designing training courses.

National Evaluation Cell
Action Plan
1995/96

A. Ensuring the quality of national-level evaluations

1. Rapid assessments of training, management structures and processes, institutional development and classroom processes

- agree on the specific objectives of the evaluation of the four areas and the relative priorities of the latter in consultation with national and state programme managers
- organise four national technical workshops of 2 days duration each to finalise key aspects of the design (scope and frequency, units of observation, data collection procedures, sampling, data analysis plan)
- prepare terms of reference for the conduct of two evaluations and submit to DPEP Bureau for approval
- commission two evaluations to research institutions/consultancy with proven capacity under agreed terms of reference.
- review the report and suggest modifications or reanalysis as appropriate
- prepare terms of reference for conducting the other two evaluations

2. Sample survey on achievement (formal education) - follow up of baseline survey

- commission preparation of standard set of tables from sample survey for all states and districts which are required to build up school profiles and indicate modifications to sample sizes/instruments
- organise technical workshop of 1 day to decide on modification to sampling design (if found required, for example, to ensure adequate coverage of tribal children)
- organise technical workshop of 3 days to decide on modification of tests
- organise technical workshop of 3 days to improve survey instruments and procedures for data collection and analysis
- identify resource institutions in states which are capable of executing the surveys to required degree of accuracy
- prepare terms of reference for data collection procedures, data analysis and tabulation plan

3. Evaluation of non-formal/alternative schooling

- undertake review of the evaluation of non-formal education conducted by the MHRD to assist in developing a design
- organise a 3 day workshop to develop detailed guidelines for states to prepare proposals for undertaking baseline assessment of their non-formal/alternative schooling programmes
- invite proposals from state project offices for evaluation of NFE/AS programmes
- constitute an advisory committee of technical experts to review state proposals and terms of reference and decide areas in which technical support is required
- provide technical support to states in the form of expert assistance in particular areas in situ

B. Building evaluation capacity at the state and district levels

- prepare documentation of evaluations/rapid assessments that are in progress or in the process of being undertaken at the state level
- identify the areas in which training is required
- prepare a training plan for skill development

C. Dissemination

- Commission the preparation of prototype dissemination materials based on baseline surveys for i) district educational officers ii) teachers and iii) parents/VEC members
- Provide technical support (workshop facilitators) for district-level dissemination workshops

D. Professional Development

- Commission the integration of the database on achievement including preparation of appropriate technical manuals
- Publicise the availability of the database to university research departments/research institutions
- Invite research proposals for secondary analysis to be submitted for approval and funding to the research advisory group
- Install the internet facility in an agreed upon national resource institution and develop procedures for networking with DPEP researchers
- Purchase technical books relevant to developing evaluation capacity to be housed in national resource institutions engaged in conducting DPEP evaluations

BUDGET

Staff

- 1 Chief Consultant 12 months
- 1 Senior Consultant 12 months
- 1 Programme Assistant 12 months

1 Secretary 12 months

Short-term consultants 36 man-months

Evaluation studies (to be commissioned to outside agencies)

(Budget to be estimated)

Equipment

1 AT 486 computer
(with enough hard disk space and memory to maintain and use large databases)

2 AT 386 computers

1 AT 486 laptop

1 Laser printer

1 Dotmatrix printer

(Other equipment such as photocopying, telephone, etc to be provided by general budget for DPEP)

Software

Operating software

Wordprocessing

Spreadsheet (Lotus)

Statistical packages (SPSS)

Other special packages (HLM; econometric; others)

E-mail

Internet

REPORT ON THE WORKSHOP FOR EVALUATION FRAMEWORK FOR DPEP

A workshop for evaluation framework for District Primary Education Programme (DPEP) was held by the Ministry of Human Resource Development in the NCERT campus from 09 to 11 January, 1995. (A list of participants and the schedule of the workshop is attached)

In the opening session of the workshop, Dr. R. V. Vaidyanatha Ayyar, Joint Secretary in the Ministry of HRD made a presentation on DPEP Concept, objectives, processes, and evaluation requirements. The following points emerged:

1. DPEP programme was indigenous and the roots could be traced to D.R. Gadgil's Wardha Experiment (1930s)
2. Under DPEP, need based intervention strategies (area and population specific) were being planned to attain UEE. Therefore, flexibility in operational modalities exists within the programme
3. DPEP has a holistic approach towards education, incorporating other programmes and schemes and not going to substitute any of them, the ultimate objective being better enrolment, retention and achievement of the students.
4. DPEP programme is a continuously evolving Project. Although the clearly formulated objectives will guide the activities of the project, the project will test, abort/scale-up the various approaches to achieve the targets of DPEP. This learning process is expected to build up capacity and result in sustainability
5. The flexibility in operation being the central point in the implementation strategy, it is expected to help in the transmission of beneficial outcomes within and across the states and also provide linkages, sustainability and replicability.

- The broad programme inputs of DPEP could be classified as:
- i) *Mobilization and related activities* - These should result in better enrolment, retention, achievement and school effectiveness, all being essential inputs for achieving UEE. The role of VECs, teacher unions, parent-teacher councils, Mahila Samakhya groups and the Total Literacy Campaigns (TLCs) in the mobilisation mechanisms was emphasized.
 - ii) *Integrated pedagogy and related activities* - The main focus being class room learning based on child-centered activity, attainment of the minimum levels of learning at different levels, multi-grade teaching environment, gender sensitivity, teacher training and instructional material.
 - iii) *Training for the teachers, the supervisory staff and the project staff* - It is expected that different levels of training will result in professional upgradation, role change, better motivation and competence of VEC and facilitators like collectors, NGOs, etc. The DIETS will form the web of pedagogic universe for personnel involved in the process of imparting and implementing the teacher's training.
 - iv) *Activities related to*
 - a) Gender (women's development),
 - b) Tribal (and other disadvantaged sections of society), and
 - c) alternative schooling
 - v) *Activities related to capacity building* at different levels, including building resource support at the institutional levels like block, district, state and national.
7. The various programme inputs are targeted to attain self-reliance and long term sustainability.
8. Given the sweep of DPEP activities and in order to run the programme on long-term basis for achieving UEE, it becomes imperative that a continuous process of monitoring and evaluation is evolved so that impact of DPEP on enrolment, retention and achievement and equity is known.
9. The necessity of 'fast' reporting and reality check by independent organizations was emphasized.

- 10 Evaluation should encompass into its fold the institutions and their capacity to deliver, the process evaluation in view of the process oriented nature of the programme and the programme inputs and their impact on instrumental objectives of DPEP

Finally Dr. Ayyar outlined the discussion points for the workshop - what should be the possible frame of evaluation for DPEP, what organizational arrangements would be needed, what would be the prioritisation among the various items that one identified for evaluation, etc. (see Appendix A)

Ms. Sajitha Bashir highlighted the planning, appraisal and supervision arrangements envisaged under DPEP. She explained that these have thrown up and are likely to throw up various sources of information. Some of the sources of information are

- i. Pre-project surveys like surveys of school facilities, teaching/learning equipment and identification of schools to be constructed or repaired;
- ii. Baseline studies on enrolment, retention, learning achievement (reading and maths), educational needs of girls, SC and ST children, the text book availability, distribution and production,
- iii. Annual work plan and budget for every district and state;
- iv. EMIS (Educational Management Information System) mainly for school statistics and performance indicators;
- v. Quarterly progress reports dealing with inputs and financial progress,
- vi. Annual reports indicating the resource flows, inputs and outputs;
- vii. Audited accounts of societies giving details on finance;
- viii. Follow-up assessment - 3rd year, mid-term review and final review; and
- ix. Programme evaluation and research studies

She then proceeded to group the probable areas of evaluation for consideration by the Evaluation Workshop into inputs, processes, outputs, effects and impacts. She explained giving the example of Teacher Training - the Inputs (resources) would be trainers' training material, the process (activities/tasks) here is the training programme, the outputs (products/service) here is the number of teachers trained, effects (change in KAB) would be in terms of teacher's skill and impacts (change in educational status of students) may not be direct in this case (See Appendix B)

In the session on MIS arrangements under DPEP by Mr. Uday Mehta, a Management Information System (MIS) designed for monitoring DPEP programmes effectively was elaborated. The objectives of MIS are:

- i. To create an institutional level computerised data base at the district, state and national level.
- ii. to develop a framework for collection of data at institutional level.
- iii. To help DPEP Bureau to monitor the progress of primary education in terms of key indicators.

The MIS consists of six modules:

1. Action Plan Module
2. Civil Works Module
3. Procurement Module
4. Education Statistics
5. Teachers' Training Module
6. Other Programme input Module

The action plan module will capture the physical and financial targets proposed and approved for. A quarterly progress report on the approved action plan would also be captured.

In the civil works module, the details of civil works approved and the stage of their progress would be recorded and simultaneously in the procurement module, the details of procurement would be recorded

In the teacher training module, the details of information on training plan, their execution, progress and profile of teachers would be kept

In EMIS (Educational Management Information System) module, the details of information on student enrolment, retention and drop out, school facility, alternative schooling facilities and teachers would be gathered

Other programme inputs module will capture the rest of the DPEP activities where the focus is on process and monitoring the quantifiable part of the questions

Based on all these information, the MIS will generate quarterly reports on identified major key indicators in the areas of pedagogy (enrolment - SC/ST, gender-wise; retention and drop out); financial (releases, expenditure, reimbursements, etc.); administrative (appointments, etc.); training (no. of teachers/administrators trained, etc.); and the like (See Appendix 'C')

Dr. Agarwal from NIEPA further explained the school data base module of the MIS. The school data base will gather information from all schools under DPEP from all the project districts. Details on key components, salient features, issues of DISE on data collection are also attached for any further reference (See Appendix 'D').

After this basic introduction to the subject matter, the participants were divided into 4 groups for group work so that the experience and ideas from the different states was shared and discussions were based on their own plans. The discussions were based primarily on the following issues

- i. Why evaluation is needed?
- ii. What is to be evaluated?

iii Who will evaluate?

The process of evaluation and specific activity identification were key areas of elaboration during the group activities

The Group work was followed by presentation on APPEP (Andhra Pradesh Primary Education Programme) evaluation made by Prof. Colin Lacey and his colleagues from the Sussex University. In this presentation the need to develop a frame work of principles and procedures for the DPEP evaluation was emphasized to ensure a high quality of evaluation and production of standardised data to enable collation and comparison of results. He felt that in the designing of evaluation framework, the need to understand the ongoing evaluation of educational project like APPEP, would be quite relevant. The main aim was to learn from the experience of APPEP all the principles and lessons so that they are transferred to DPEP evaluation without reinventing the wheel.

He explained that the original APPEP design consists of following elements

1. A building programme which would provide additional class rooms or new schools and teacher centre facilities (TC's);
2. A cascade retraining of teachers and local support administration (MEOs and MDO) which started in UK (ULIE) as a training of trainers and cascaded through the whole state as a wide variety of DIET and Mandal based courses;
3. The setting up of a local support structure through establishing teacher centres, regular local meetings and following-up training courses.
4. The training programme was based on the following six APPEP principles
 - i. group work,
 - ii. work-based on local materials and culture,
 - iii. active involvement of pupils,
 - iv. display of children's work,
 - v. work aimed at the needs of individual children, and
 - vi. problem-solving

These innovations were targeted to bring about changes in the class room practice, from the traditional model of rote learning to better and progressive classroom teaching-learning environment

The following were the principles of evaluation

- i Co-operation and complementation
- ii Training and upgrading of personnel,
- iii Work in parallel,
- iv International standards, and
- v A wide range of methodologies

The design principles discussed were

- 1 The need to clarify the aims of the project and its hoped outcomes. To bring these aims/outcomes into a relationship with educational theory and produce a model/rational for the evaluation
- 2 To design a comparative framework in which two kinds of comparison would become possible
 - i a static comparison of APPEP schools versus non-APPEP schools, and
 - ii an over time comparison, or a panel study which would develop out of the original sample and allow change to be measured
- 3 To design a multiple approach to measurement including observation, questionnaires, statistics based on official returns and interviews. This approach was primarily meant to enable methodological triangulation
- 4 To design an approach based on respondent and item triangulation
- 5 Adopting an approach of constant checking with respect to items (validity and reliability) and a policy of constant improvement

To design a robust evaluation based on methods of multi-variate data analysis that were compatible with the reliability and structure of the field data. An attempt was made to make these analytical techniques transparent so that errors and distortions did not occur in an accountable way.

A model Project Input and Outcomes was also presented where details of Inputs (Implementation by the project), Direct effects, 1st order outcomes, 2nd order outcomes and 3rd order outcomes were available. Dr. Barry Cooper and Harry Torrance of the University of Sussex also made presentation on the APPEP Evaluation (papers are appended in Appendix E).

For more details, two published reports are available on the main survey, I and II from ODA.

Discussions over the presentation by the groups revolved round the following points:

- i. On the question what is to be evaluated, it was accepted that it had to be centered round the processes keeping in view the process-oriented nature of the DPEP project. Further, how to evaluate (instruments) and when to evaluate were deliberated upon and in this context, it became necessary to identify the institutions/agencies which might be involved in the internal and external evaluation process. The frame work was recognised as an important factor for various levels of evaluation.
- ii. In order to make the whole exercise of evaluation fruitful, it was decided that concurrent and process evaluation methodologies would be developed, indicating the levels, i.e. micro, meso and macro, and also key indicators would be detailed with direction as to how to operationalise these indicators.
- iii. The need to disseminate the evaluation reports to various levels in various forms was also indicated, so that the information was well utilized to improve the project inputs.

Continuing the group discussions, Prof. R.N. Dave raised a few more issues regarding the evaluation process, so that the groups could work with more specific tasks. The key issues raised were:

- What should be evaluated in the DPEP project? (refer to inputs, processes and outputs). Furthering this issue, specific issues emerged which were:
 - * Teacher training in all its dimensions (take into account the process of transmission loss also),
 - * Evaluation of NFE and TLC (impact to be evaluated)
- Whether the DPEP guidelines are being met and understood by the implementing agency?
- Whether the MIS data is being utilized for bench mark assessments?
- Extent and nature of community participation, e.g. VECs, Mahila Samakhya
- Capacity assessment of institutions
- Barriers to fuller participation at various levels (community, teacher, student, etc)
- Use non-government school to compare the effectiveness of DPEP.

Evaluation should therefore see whether the short-term goals of DPEP telescope into the long-term goals of DPEP.

Furthering the discussions, Dr. Ayyar pointed out that certain degree of prioritization is needed, more so because of the multi-faced dimension of this kind of evaluation and also the available resources have to be considered for an exercise of this scale. The focus of this exercise has to be more on the process evaluation and on the learner's achievement, whereby capacity building/process performance/learning material, etc., will be taken into account.

The group was divided and asked to prepare an evaluation design, providing a metastructure on the following four key issues:

- Training and related issues,
- Community participation,
- Institutional capacity building,

Learner achievement

Training Design and Related Issues

Report presented by Group I was on Training Design and related issues. The key areas of evaluation focus were: training plan, training design, institutional arrangement for support system, training needs achievement, transfer of trained inputs, student motivation and achievements, environmental aspects of/at school (spread effect), gender differences in training absorption and delivery and innovativeness of teacher at school. Further details were worked out on some evaluation questions in the area of training plan, trainers, trainees, materials, methods and contents, transfer of training input, etc.

After the presentation, key issues that needed clarifications from the participants, were on whether teacher training would improve enrolment, will the teacher be more motivated, what will be the attitudinal change in the teacher towards the students and their parents and whether gender sensitization training is going to be imparted in the training modules, how would the leakage in cascade model be plugged? Finally, how to serve teachers so that the teachers serve our children?

Community Participation

The presentation pointed out the fact that nomenclature varies for VECs, MTC (Mother-teacher Council) and PTAs (Parent Teacher Associations), therefore, the evaluation has to be more process-oriented where downward accountability is being asked for.

The need to identify issues like who constituted the VECs, the attitude of VECs towards DPEP, whether VECs or other village level groups were involved in school mapping, etc. were important indicators of community participation in the DPEP project. Finer details on issues of methodology have to be worked out, where main thrust is to be on appropriate participatory process of evaluation for external as well as internal evaluation. Suggestions have been made to

use quantitative indicators to evaluate the extent of community participation/involvement like - number of VECs formed, percentage of VECs having bank accounts/funds, composition of VECs, frequency of meetings, number of members present - gender, SC/ST wise, and frequency of visit to school by VEC members, parents, etc

Institutional Capacity Building

The report makes a distinction on broadly two types of institutions

- i Administrative - State level, District level and Sub-district level, and
- ii Resource Institutions

There was a need to evaluate both the administrative and the resource institutions. The evaluation parameters will be based on the clarity of objectives, role down the line in terms of planning, monitoring and review, observing financial norms, management, building of awareness and sensitivity, creating convergence with others and making representations at government level, state level, universities and other institutes of research, training etc

In order to have effective implementation of DPEP, it was concluded that short-term, immediate evaluation for corrective measures by internal system of evaluation should be done half-yearly. Annual and long-term impact evaluation should be undertaken by external agency and data base including baseline studies to be created and preserved internally for immediate and archival use

Evaluation of Resource Institutions would primarily be concerned with clarity of role down the line as:

- i Support to DPEP,
- ii Own Capacity, and
- iii Network; human resource planning, research and development of new techniques; infrastructure adequacy of financial resources and its optimal

utilisation and processes in terms of management training need analysis, developing training modules targeting, promoting programmes, execution of training and evaluation

Learner Achievement

The presentation was made on evaluation of Pupil Achievement, broadly in the three operative parameters - national evaluation of achievement in formal system (follow-up of baseline), evaluation of achievement in non-formal system, and evaluation of achievement at other levels (district, block, cluster, school)

For the national level evaluation in this context, the baseline data bases will have to be integrated and documented in a time frame of 2 months (mid-March '95); national evaluation cell to draw up plans for future analyses/case studies and linkages with other evaluation in 6 months and, finally in about 12 months time (end '95)

Evaluation of the non-formal education would require a preliminary survey by the National Cell, national workshop to develop state-specific designs and also to conduct the baseline studies, time framework would require all these activities to be completed by the end of 1995.

For the other levels to be evaluated, a comprehensive design for continuous evaluation needs to be developed, national unit to help states and districts for such an activity, and creation of district evaluation cells with trained staff in evaluation techniques needs to be created.

The key issues for national evaluation (formal) discussed were objectives/design of baseline, follow-up assessments, periodicity and linkages with other evaluations/studies. The need to test pupils at all levels, i.e. class I to V with standardised instruments/achievement tests were other important parameters discussed. The national evaluation, non-formal and other level of evaluation should be viewed as points on single continuum (All group presentations are appended in Appendix 'F')

The group of moderators finally recommended the following

The evaluation of DPEP should include :

1. Evaluation of Enrollment and Retention
2. Evaluation of Learner's Achievement
3. Evaluation of participation & contribution of Village Level Organisations
4. Evaluation of effects of school facilities
5. Evaluation of Scheme of Operation Blackboard
6. Evaluation of NFE scheme of the GOI
7. Evaluation of DIET's capacity in training design, delivery and action research
8. Evaluation of BRC's capacity in training delivery and dissemination of good classroom practices

The evaluation should be done in sample DPEP districts. Within the sample districts a particular evaluation would have its own methodology and sampling techniques. However as far as possible the sampling units should be the same for as many studies as is possible and to the extent it is possible. The idea is to generate a synthesised database that could be correlated to each other for findings and strategies to be comprehensively effective.

The periodicity of these evaluations would vary. While the first two could be done in alternate years, the rest should be done once in a year.

The group recommended an evaluation cell at national level. The national evaluation cell will work out the details of the evaluation framework for each of the identified area. The national evaluation cell should also work out resource planning for these evaluations to be carried out at various levels.

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