

INDIA: District Primary Education Program 1

Pre appraisal Mission Aide Memoire

February 10, 1994

1 An IDA mission conducted a pre appraisal review of the proposed first District Primary Education Program credit from January 24 to February 10, 1994. The mission team consisted of John Middleton (Principal Education Specialist - Task Manager), Marlaine Lockheed (Principal Education Specialist), Kevin Casey (Architect), Smita Bashir (Consultant - Economist, New Delhi Resident Mission), Meera Chatterjee (Women in Development - New Delhi Resident Mission), Philip Cohen (Consultant - Textbooks), Othello Gongar (Consultant - Management), Michael Hendricks (Consultant - Management Information Systems), Keith Hinchliffe (Consultant - Economist), Vijay Rewal (Consultant - Civil Works), A B L. Srivastava (Consultant - Education Statistics), and Molly Teas (Consultant - Teacher Training). The mission wishes to thank the Government of India and the Governments of Assam, Haryana, Karnataka, Kerala, Maharashtra and Tamil Nadu for the courtesy extended to the mission and for the substantial work that has been accomplished since the mission's preparation mission in July-August, 1993. Thanks are extended to the National Core Team constituted by the GOI for significant accomplishment in carrying out project preparation studies and in assisting state and district planning teams in the further development of their proposals. Special mention should also be given to the planning teams in the 23 districts that revised and extended initial proposals to conform to the guidelines of the national District Primary Education Program and to respond to observations made earlier by IDA's preparation mission. The mission notes with satisfaction the high degree of ownership that the decentralized DPEP planning process has engendered.

2 This aide memoire records the findings of the mission and its recommendations for actions necessary before project appraisal. The findings are subject to review and confirmation by IDA management.

OVERVIEW

3 The District Primary Education Program (DPEP) is a new centrally sponsored scheme of the Government of India (GOI). Approved by the Cabinet in late 1993, DPEP is conceived as a medium term investment program intended to reach approximately 300 of India's 450 districts with investments designed to improve learning achievement, reduce dropout, and increase access to primary education. DPEP would provide grant assistance to states for decentralized primary education programs planned and managed by district administrations, and for the development of state and district institutional capacity for planning, management and technical support of primary education development. DPEP would also support the development of national programs of technical assistance, monitoring and evaluation research. The program will be managed by a newly created National Management Agency. The program incorporates lessons learned in the development and implementation of donor-assisted state primary education

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projects in Andhra Pradesh (ODA), Bihar (UNICEF), Rajasthan (SIDA) and Uttar Pradesh (IDA).

4. Major international donor support for primary education will be channeled through DPEP. A grant of US\$ 200 million has been negotiated between the GOI and the European Community for broad program support. The GOI is seeking IDA assistance for the implementation of DPEP programs in six states: Assam, Haryana, Karnataka, Kerala, Maharashtra and Tamil Nadu. Other donors would support programs in other states. DPEP thus represents an investment program without precedent in India.

5. The first IDA credit to DPEP is intended to establish the national and state capacity for program implementation over the medium term, and to initiate action programs in an initial 23 districts selected according to DPEP criteria, under which assistance would primarily be directed towards districts with female literacy rates below the national average. The criteria also permit assistance to a selected few districts with more advanced literacy levels where literacy campaigns have raised demand for primary education, or where investments in improving learning achievement can develop models for subsequent use by other districts and states as experience is gained and the program expands.

6. Building national, state and district capacity has been a mutual objective of the GOI and IDA in the project identification and preparation process. Project preparation studies have been jointly designed and financed by the GOI, IDA and UNICEF, including baseline beneficiary assessment studies in all proposed districts; analyses of textbook quality, production and distribution, and state education finances; and studies of teacher training and motivation, gender factors in primary education, and education for scheduled tribe students. These studies have been carried out by the National Council for Educational Research and Training (NCERT), the National Institute of Educational Planning and Administration (NIEPA), and private research companies in cooperation with state research organizations. Preparation missions have fully involved officials from the Department of Education (GOI) and faculty of NCERT and NIEPA to enable them to participate in IDA project analysis procedures.

IDA reviewed and endorsed the initial criteria and procedures of the DPEP at preparation. Additional guidelines developed during preparation and pre-appraisal have been reviewed and endorsed (Annex 1). IDA teams have reviewed state and district proposals at preparation and again at pre-appraisal, providing detailed reports to the GOI and the state and district planning teams. The mission considers the plans and proposals, with additions to be noted below, to provide an important basis for project implementation, monitoring and supervision. Following pre-appraisal, the GOI will assume principal responsibility for continuing appraisal of state and district plans. IDA's focus will now shift to the national program and proposed mechanisms for implementation, monitoring and evaluation. IDA will review a sub-sample of state and district proposals during appraisal.

THE PROPOSED CREDIT

8. The proposed credit would support the development of the national program management structure, and state and district components in six states.

A. National Components

1) National Management Agency. A National Management Agency is being created under the Department of Education, GOI. The NMA will be governed by a Council and an Executive Committee representing key GOI agencies as well as state education departments and leading educationists. The agency would be responsible for appraisal of new proposals, supervision of ongoing projects, and management of national technical assistance programs. It would be the management and liaison agency for all program donors. NMA would have the following functional divisions, staffed by professional personnel:

Academic Wing

- a. Program Appraisal
- b. Program Supervision
- c. Research Management
- d. Technical Assistance Management
- e. Civil Works Inspectorate

Administrative Wing

- a. Accounting and Disbursement
- b. Project Monitoring

2) Research and Technical Assistance. National support for implementation of state and district programs would be managed by NMA and provided through annual budget and work program arrangements with NCERT and NIEPA, and through contracts with other research and development organizations. Initial programs would include:

- a. Program for Teaching Mathematics and Reading in the Primary Grades.
- b. Program for the Development of Teacher In-service Training.
- c. Program of Technical Assistance and Training in Educational Planning and Administration.
- d. Program for the Development of National, State and District Educational Statistics Management Information Systems

e. **Program for DPEP Evaluation and Research**

3) IDA would finance equipment, furniture, vehicles, consultant services, local and foreign fellowships, and staff salaries on a declining basis

B. State Components

1) Establishment of State Implementation Societies Based on successful experience with donor assisted projects in Bihar, Rajasthan and Uttar Pradesh, the GOI and states have established registered societies to receive, disburse and account for funds, and to oversee project implementation

2) Improving the Quality and Efficiency of Textbook Development, Publication and Distribution DPEP would finance state investments and activities necessary to improve the quality of textbooks, and the efficiency of publication and distribution

3) Improving State Professional Support for Improved Classroom Teaching and Teacher In-service Training State Councils of Educational Research and Training (SCERT) and State Institutes of Education (SIE), with support from national programs, would assist districts with the introduction of improved classroom practices and in-service teacher training.

4) Strengthening State Capacity for Educational Planning, Management and Training States would enhance their capacity for planning, management and monitoring and school statistics MIS, and for support for the development of similar capacities at the district level, by strengthening existing organizations or, where needed, the establishment of new organizational units. Technical support and training would be provided by national programs.

5) Strengthening State Capacity for Educational Research and Evaluation SCERTs, SIEs and other public and private research organizations would be strengthened and engaged in research and evaluation studies in primary education

6) IDA would finance equipment, furniture, vehicles, limited civil works, local fellowships, training, consultant services, and staff salaries on a declining basis.

C. District Components

1) District action programs would consist of linked interventions aimed at achieving DPEP objectives of building district capacity for education planning and management, improving learning achievement, reducing dropout and improving access. Special attention would be given to girls, SC and ST students.

2) IDA would finance civil works, equipment, furniture, vehicles, local fellowships and training, consultant services, and staff salaries on a declining basis.

9. Program Management DPEP would make annual grant allocations to states on the basis of annual progress reviews and annual work plans and budgets. Periodic sample-based learning assessment studies would be used to monitor project impact on objectives, using completed assessment studies to establish baseline indicators. Innovative programs would be introduced on a pilot basis and evaluated prior to widespread replication. Program donors would participate in the annual review process.

10. Project Cost The cost of the project is estimated at US\$ 400 million, including contingencies, for which IDA would consider a credit of approximately US\$ 250 million; the balance would be financed by state governments, and by the GOI for national components.

STATUS OF PREPARATION

11. Studies Program Preliminary results of baseline beneficiary studies for proposed project districts were reviewed by the mission. These studies document low levels of learning achievement in the final year of primary school across all districts, and indicate those areas of the language and mathematics curricula where achievement is lowest. The studies also provide data on differential learning achievement by gender and social group. Preliminary reports on state education financing and textbook publication and distribution were also reviewed. Studies on teacher training and motivation, gender issues and education for ST students are underway and should be completed by early March. It was agreed that complete draft reports on all studies will be available by appraisal. It was also agreed that prior to negotiations, the GOI in cooperation with the states and districts will complete workshops in each state to discuss the implications of the studies for the design and sequencing of district intervention programs. Terms of reference and materials for these workshops will be reviewed by IDA. Reports on these meetings and design modifications will be made available to IDA by negotiations.

12. Popular Participation Under DPEP guidelines, planning was initiated at the district level, followed by development of state and national support components. The Guidelines require participation of beneficiaries, teachers, NGOs and lower level education staff. District proposals document more than 300 meetings at district, block, state and national levels. The results have been used by district and state teams in developing intervention strategies.

13. A. National Components DPEP Guidelines and Procedures were issued by the GOI in April, 1993; these have guided the preparation of state and district proposal, as well as review by the GOI and IDA at preparation and pre-appraisal. These guidelines are based on the Revised National Policy on Education and Programme of Action (1992), and have been endorsed by Cabinet.

14. 1) National Management Agency. IDA has reviewed preliminary organization and staffing plans and budgets for the National Management Agency. The mission finds that these provide a satisfactory basis for proceeding. It has been agreed that complete proposals and cost-estimates will be provided for review at appraisal, and a draft DIPEP Implementation Manual completed by negotiations.

15. District and state plans define five year work programs and costs. DIPEP would make annual allocations against these plans on the basis of annual implementation plans and budgets submitted in December of each year for review in January. The draft terms for the plan is attached as Annex 2. The first budget for the first year of the program for the national components and IDA assisted districts and states will be provided at appraisal.

16. 2) Program for Teaching Reading and Mathematics in the Early Primary Grades. The need for this program was demonstrated by the results of baseline assessments. The functions of the program have been outlined in the organizational plan for the national management agency. It has been agreed that a complete proposal including organizational location, staffing, estimated costs and a first year work program would be provided at appraisal.

17. 3) Program for the Development of In-service Teacher Training. This program would develop prototype in-service training materials and models for adaptation by states and districts, and would be located at NCERT. The program would initially concentrate on coordinated integration of Minimum Levels of Learning curriculum and textbook revision with in-service training and on multi-grade teaching. Preliminary proposals were reviewed by the mission. This program would assist the states in overcoming deficiencies in present in-service training approaches (Annex 3). It has been agreed that a final proposal, including a first year work program and budget, will be provided at appraisal. These proposals will include the definition of a standard package of investments to augment and strengthen District Institutes of Education and Training to provide technical support for program implementation in DIPEP districts.

18. 4) Program for the Improvement of Educational Planning and Management. This program would be based on the experience of NIEPA faculty in providing training and technical assistance to state and district planning teams. It has been agreed that complete plans for this program, including the first year work program and budget, would be provided at appraisal.

19. 5) Program for the Development of Educational Statistics MIS. DPEP would finance the refinement and computerization of the existing national educational statistics system. A standard national software package has been developed and tested. A model for the full development of a first year work plan for the implementation of the MIS system has been developed (Annex 4). It has been agreed that the GOI will complete this plan for review by IDA at appraisal.

20. (6) Program for DPEP Evaluation and Research. This program would finance research and evaluation, sponsored research (including baseline and periodic assessment studies) and dissemination. A proposal for this program was developed over five workshops involving experts from NCERT, NIEPA and other social science research agencies (Annex 5). The proposal has been reviewed by IDA. It has been agreed that complete plans for this program, including the first year work program and budget, would be provided at appraisal.

21. 7) Improvement of State Textbook Publication and Distribution. Based on the textbook study, the GOI and the states have established goals for the improvement of textbook publication and distribution (Annex 6). These proposals and preliminary investment plans of participating states, were reviewed by the mission and found to be a satisfactory basis for proceeding. It has been agreed that final proposals will be provided for IDA review at appraisal.

22. B) State Components. Detailed reviews of state component proposals have been separately provided by the IDA mission. Together with reviews by the GOI, these reports would provide the basis for the preparation of supplementary proposals by appraisal. Three copies of these proposals will be provided to IDA. It has been agreed that supplementary proposals would address the following remaining issues.

23. 1) Civil Works. The mission reviewed state and district civil works plans and proposals, and conducted a technical workshop for state civil works personnel. Civil works proposals require considerable additional development, including provision for precautions against earthquakes in seismic areas. The mission prepared detailed instructions for the completion of construction designs and work plans (Annex 7). It has been agreed that all construction plans and first year work programs will be completed for IDA review at appraisal in accordance with the instructions provided.

24. 2) Textbook Publication and Distribution. Present proposals for the improvement of state textbook publication and distribution will need to be revised to take into account the results of the textbook study and the goals for system improvement established by the GOI (Annex 6). As textbook systems vary across the states, each state will need to prepare its own plan and cost estimates for systems improvement. It has been agreed that DPEP would not finance warehouses for textbook distribution. States would seek alternative means of improving the efficiency of distribution, including staff training, computerization and use of private sector distribution systems. Supplementary state proposals and first year work programs and budgets will be provided for IDA review at appraisal.

25. 3) State Institutional Capacity Development. States have proposed a variety of institutional models for the enhancement of professional capacities for curriculum development and revision, provision of in-service teacher training, and educational planning, management and research. The GOI is encouraging all participating states to establish State Institutes of Educational Planning and Management, or equivalent functions in existing institutions. State proposals for the strengthening of educational research and evaluation are only partially

completed. It has been agreed that all participating states will provide supplementary plans for the development of institutional capacity for review by IDA at appraisal

26. C. District Components. District planning teams have prepared revised proposals based on comments received from the GOI and IDA during the preparation mission. These proposals have been reviewed by IDA and the GOI. They provide an adequate basis for the estimation of project costs, and are largely in conformance with DPEP Guidelines. However, a number of important design and implementation issues should be addressed through supplementary plans prepared by state and district teams prior to appraisal

27. 1) Girls' Education. Improving access to and benefit from primary education for girl students is a high priority objective of DPEP. During preparation, the GOI and IDA recommended that state and district planning teams adopt an integrated and phased approach to improving education for girls. Such an integrated approach would include at least the following activities: (a) awareness creation campaigns; (b) support for the involvement of women's groups in motivating families to send their girls to school and in monitoring school performance; (c) gender sensitization of teachers and educational officials as an integral component of in-service training programs; and (d) state review of curricula, textbooks and learning materials to eliminate gender (and other social) bias. Other activities to encourage enrolment and attendance could include special training for newly appointed female teachers designed to help them deal with problems of rural teaching, provision of educational incentives (books, writing materials) to all girls, and educational prizes (i.e., in kind) for attendance. States and districts should ensure that at least one-third of the members of Village Education Committees and other community school organizations would be women.

28. Current district proposals for improving the educational status of girls are largely restricted to cash awards (not eligible for IDA financing), expensive residential schools, and appointment of female teachers. Integrated strategies have yet to be developed. The mission is deeply concerned that, as presently presented, district proposals do not meet the requirements of DPEP and of IDA. It has been agreed that each district and state will prepare a supplementary plan for girls' education taking into account the mission's comments and the results of the gender study, for review by IDA at negotiations.

29. 2) Education for SC/ST Students. States now finance a range of incentive programs designed to increase enrollment and reduce dropouts for scheduled caste and scheduled tribe students. These incentive programs fall outside of DPEP guidelines, and will continue without project financing. DPEP is intended to focus on non-incentive strategies for SC/ST students, such as strengthened community participation for SC/ST families, improved quality of education, and sensitivity training for teachers.

30. Most SC students and many ST students attend integrated schools. In these cases, DPEP strategies would emphasize improved community participation, better quality services, and special training for teachers.

31. In a number of project districts, however, separate and substantial ST communities are found. In such cases, DPEP strategies would need to ensure that ST communities receive at least a proportional share of project resources, and that education programs address the particular constraints and requirements of ST students.

32. The mission notes that a special study of the needs of ST students will be completed by appraisal, and taken into account in the final design of interventions. The mission notes with concern, however, that intervention strategies for ST students consist largely of the establishment of expensive residential ("Ashram") schools, often on a large scale. Such schools may be justified, but in the absence of evaluations of the operations of such schools, large scale introduction is not yet warranted. It has been agreed that the GOI and states will conduct evaluations of existing Ashram schools, including unit costs, under terms of reference satisfactory to IDA and for discussion with IDA, prior to the authorization of such schools under the project. It has further been agreed that school maps showing the location of such schools in relation to ST communities, as well as the record of consultations with ST communities on their willingness to send their children to residential primary schools, will also be discussed with IDA prior to the authorization of construction.

33. National policy on education calls for instruction in the mother tongue in grades one and two of primary school, with a gradual shift to the regional language. In practice, learning materials are available in a limited number of tribal languages. In Assam, for example, textbooks are published only in the four most widely spoken tribal languages. Historic lack of access to education has restricted the number of tribal persons who can qualify as teachers, and thus provide instruction in the language of the home. Hence implementation of national policy has been constrained. In Assam, state policy calls for instruction in Assamese in grades 1 and 2, with the introduction of the language of the home as a subject of study (not as medium of instruction) from grade 3 onwards. Where there are ten or more students from a given linguistic group in a school, parents may request instruction in the language of the home as the medium of instruction and the state provides a teacher.

34. The problems of developing ST education are further complicated by the existence of more than 400 languages and dialects, most of which are not written. The isolation of many ST communities makes the assignment of teachers extremely difficult. Moreover, the few studies available indicate that opinion regarding the medium of instruction is mixed among tribal communities.

35. Clearly, the development of coherent and effective education programs for ST students is a significant long-term challenge to the GOI and to the states. The DPEP provides a major opportunity for both to address the issues in a systematic way not only through expanded provision of primary education services but also through pilot testing of innovative strategies.

36. Unfortunately, district and state proposals are currently undeveloped in this respect, despite consultations with ST communities. Much more consideration should be given to a range of possible interventions, including for example: (a) research on readiness to learn

and vocabularies of tribal children; (b) preparation of learning materials in tribal languages at district levels; (c) special training for teachers, including experiments in language training; and (d) testing of various models of nonformal education for small, isolated communities. It has been agreed that the results of the ST education study will be discussed with state and district planning teams, and proposals for pilot programs and evaluations provided for IDA review at negotiations. It has further been agreed that states and districts will provide evidence at appraisal that project financed basic services will be made available to ST communities at least in proportion to their share in the district population.

37. 3) Early Childhood Education. The mission welcomes the proposals made by almost all districts to strengthen and expand early childhood education as a measure to enhance learning achievement and to facilitate school attendance by older siblings. However, the mission observes with concern that most proposals focus on large scale introduction of new pre-primary schools, with inadequate attention to the development of quality systems for materials development, staff training, management and monitoring. Activities for the introduction of pre-primary schools are not well-phased, emphasizing civil works and salaries at the expense of software development in the initial stages of the project. Many districts are proposing the introduction of ECCE for the full 0-6 age group, which is probably unrealistic where prior education department experience with ECCE is weak. In addition, plans for coordination with existing ICDS Anganwadi Centers are not well developed.

38. Detailed comments on district ECCE proposals may be found in the IDA satellite reviews. For appraisal, IDA will require the preparation of supplementary plans, including first year work programs that emphasize the development of materials, training, management and monitoring systems. New pre-primary programs should be restricted to the 5-6 age group initially, and introduced on a pilot basis in one district in each state, with subsequent replication and expansion being withheld to the later stages of the project based on evaluations of the pilot programs.

39. 4) In-service Teacher Training. The mission welcomes district proposals for greatly expanded and intensified programs of teacher in-service training. It notes that substantial technical support for the development and introduction of these programs will be available from DPEP, and that state technical support capacities will be strengthened. However, the mission is concerned that present proposals give more emphasis to the development of physical infrastructure (Block Resource Centers and School Complexes). While this infrastructure is necessary and based on DPEP Guidelines, insufficient attention has been given to the specification of training objectives and content, and to the development of training materials and master trainers. Proposed training schedules are frequently unrealistic, and place too much initial reliance on DIETs -- which will require augmentation before they can fully perform the role assigned to them.

40. The mission welcomes the GOI proposal to hold workshops prior to appraisal for the purposes of re-developing plans for teacher in-service training. These workshops would emphasize the integration of in-service training with curriculum revision to meet Minimum

Levels of Learning Standards and, in the initial stages of the project, training in multi-grade teaching. It has been agreed that supplementary in-service training plans and first year work programs would be prepared for IDA review at appraisal.

41. 5) Expansion of School Supervision. A number of districts have proposed to finance substantial expansion of the number of school supervisors through the project. In reviewing these proposals, the mission notes that the functional relationships between an expanded supervision cadre and the extension of in-service training support through additional facilities and staff at block and sub-block levels are usually not defined. Moreover, training for expanded cadre in improved supervision techniques is universally absent in the proposals.

42. The mission recognizes that expanded supervision can be an important alternative means of improving teacher attendance and the quality of instruction. However, both the GOI and the mission are mindful of the implications for recurrent costs of significant expansion of administrative staff numbers. It has been agreed that states wishing to test the impact of expanded supervision cadres do so on a pilot basis in one district only not earlier than the second year of the project, with evaluations to be discussed with the GOI and IDA prior to replication. Supplementary plans for the introduction of such pilot programs would be provided by states through the annual work plan and budget process.

43. 6) Community Participation. All states and districts have proposed to establish or strengthen existing community/school organizations. However, clear specifications of responsibilities and authority, and of training and supervisory support, have yet to be developed in all proposals. It has been agreed that state and district planning teams will prepare supplementary plans for establishing or strengthening community school organizations by appraisal.

44. 7) District Statistics. The mission notes that educational statistics reported in district plans are frequently inconsistent and unreliable. State statistics are complete and usable. A supplementary report on statistics for each district should be provided at appraisal following the format in Annex 8.

45. 8) Financing of Additional Teachers. A number of states and districts have proposed financing new teacher appointments from the project beyond those required to staff classrooms constructed with project assistance. The mission will consult with IDA management on ways in which this might be done and provide a response to the GOI by February 15, 1994.

PROJECT FINANCES

46. DPEP guidelines require that (a) program resources are a net addition to the normal growth of state Plan allocations for education as a whole and primary education specifically, and (b) annual recurrent costs of the investment are shown to be sustainable on state Non-Plan budgets at the end of the project. In addition (c), it is stated that the GOI contribution

would be on the order of 85 percent, thereby necessitating state governments to contribute about 15 percent of the total project cost.

47. None of the state government proposals directly address (a), the issue of additionality, though some do present data on past plan expenditures together with Eighth Plan outlays. In discussions with state representatives it became clear that the requirement of the program that there be growth in Plan expenditures on primary education in addition to any allocations for DPEP had not been widely understood. The mission requests that the GOI, together with the states, determines the operational definition of the phrase 'normal growth' of state plan allocations in a way which reflects agreements made with IDA under the Programme to Strengthen the Social Safety Net and which ensures that program resources are additional to those which would have been allocated to primary education in the absence of the project. In addition, the mission requests that prior to appraisal a statement is prepared by each state of total Plan expenditures on education in general and on primary education alone (the latter broken down by purpose of expenditure) for each year since 1990/91 including actual expenditures up to 1992/93, revised estimates for 1993/94 and the proposed 1994/95 annual plan.

48. Only the proposals from Kerala address requirement (b), project sustainability, by estimating the additional recurrent costs which the project would impose on the state government at the end of the implementation period. Even then, details behind the final calculation are not shown. The mission request that, prior to appraisal a statement is prepared by each state providing a detailed estimation of the additional annual recurring costs of the project in the final year of implementation and the levels of non-plan expenditure on primary education each year since 1990/91 including actual expenditures up to 1992/93 and revised estimates for 1993/94 and, if possible, estimates for 1994/95.

49. The discussions with state representatives suggest that each state has included its allocation for DPEP in its 1994/95 annual plan, at around 15 percent of the annual cost of the proposed project. The mission requests written confirmation of this prior to appraisal.

50. Finally, to facilitate future monitoring of the project, the mission requests that for each project district a statement be prepared for each year since 1990/91 showing the additional number of primary school teachers employed and additional classrooms built and the source (and where possible the amounts) of income to fund these and other expenditures on primary education.

SUMMARY OF ACTIONS TO BE COMPLETED

51. By Appraisal. The following actions must be completed and reviewed by the GOI prior to completion of appraisal. The mission recommends that rather than revise existing (and extensive) state and district plans, separate reports be prepared on each item of preparation.

- a) Completion of proposals for the National Management Agency.

b) Completion of first year implementation plans and budgets for all national, state and district programs and components.

c) Definition by the GOI of a standard package for the augmentation of DIETs.

d) Completion of final proposals for the improvement of state textbook development, publication and distribution.

e) Completion of civil works plans and first year work programs and budgets.

f) Completion of proposal for the development of state institutional capacity.

g) Completion of plans for the introduction of ECCE programs on a pilot basis.

h) Completion of revised plans for teacher in-service training.

i) Completion of supplementary proposals for community/school organizations.

j) Completion of revised reports on district education statistics.

k) On education finance, provide: (a) an operational definition of the phrase "normal growth" of state Plan allocations, (b) for each state a statement of all Plan expenditures on education in general and on primary education alone (the latter broken down by purpose of expenditure) for each year since 1990/91 including actual expenditures to 1992/93, revised estimates for 1993/94 and the proposed 1994/95 annual plan; (c) for each state a detailed estimation of the additional annual recurring costs of the project in the final year of implementation and the levels of non-plan expenditure on primary education each year since 1990/91 including actual expenditures to 1992/93 and revised estimates for 1993/94 and, if possible, estimates for 1994/95; (d) for each state written confirmation that the state's share of DPEP costs is included in the 1994/95 budget for education; and (e) for each project district a statement for each year since 1990/91 showing the additional number of primary school teachers employed and additional classrooms built and the source (and where possible the amounts) of income to fund these and other expenditures on primary education.

52. By Negotiations. The following additional tasks and reports provided to IDA for review prior to negotiations:

a) Completion of all project studies, and reports on the discussion of the results with state and district planning teams and on revision of intervention strategies.

b) Completion of separate plans for girls education for each district and state.

4. Vehicles

Massive vehicle purchases will not be approved.

5. Consumable materials/teaching aides

a. DPEP would support funds at school level for purchase of consumable supplies, including those needed for teachers to develop their own teaching aides. Funds should be on the order of Rs. 1000-2000, with amounts to be specified by appraisal. Training in developing low-cost teaching aides should be provided in training plans.

b. DPEP will not finance standardized packages of non-consumable teaching aides (as with Operation Blackboard).

6. Administrative staff

a. DPEP would finance project implementation staff (on a declining basis), and training for all administrative and technical staff.

b. DPEP would not finance salaries for expansion of present cadres, for example supervisors, except on a pilot basis.

7. Teacher posts

DPEP would finance, on a declining basis, salaries for teachers appointed to project-financed facilities (schools and additional classrooms) only. The number of new classrooms (not rehabilitated or replaced thatch) should equal the number of new teacher appointments. (We should be alert for possibilities of teacher rationalization -- i.e., reassigning surplus teachers to areas of need).

8. In-service teacher training

The emphasis should be on developing high quality systems (procedures, scheduling, facilities, trainers, and materials), not on the "numbers game."

9. DIET augmentation

A model for DIET augmentation will be developed by NCERT/NIEPA (Jangira/Verghese) by 2/2. States may vary on this theme, but should largely stick to the model.

10. State Institutes of Educational Management and Training

States are encouraged to include the development of a state institute for education management, planning and training in their state-level components. The general model would be the SIEMT in UP.

DISTRICT PRIMARY EDUCATION PROGRAM

Implementation Plan

State: _____

District: _____

Budget Year: _____

Objective/ Activities	Physical Target	Estimated Cost (Lakhs Rupees)	Completion Date (Month/Year)
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Learning Achievement			

Teacher Training

Major Issues in Teacher Training

There is no existing system to provide high quality, relevant and recurrent in-service training to primary teachers. While over 90 percent of the 1,695,014 government primary school teachers have received some form of pre-service training, less than 10 percent of teachers have received in-service training. When in-service training does take place, it is on a one-off, ad hoc basis and consists of academically oriented courses.

Even trained primary teachers have little idea of how to cope with the difficult learning environments in their schools, and they tend to rely on a teaching methodology consisting of memorization and recitation. Training programs do not prepare teachers for multi-grade teaching situations and neither pre nor in-service programs include reading pedagogy as a subject. Thus, only those students who manage to memorize letters and words pass on to the upper grades.

District Institutes of Education and Training (DIETs) were recommended by the National Policy on Education in 1986 to provide in-service training to teachers, headmasters and education officers. Two hundred and sixty-one DIETs have already been set up and they are being planned in districts that do not yet have them. The DIET scheme, however, is inadequate to meet training needs because DIET capacity is very limited with no system for school outreach. Even when all of the institutions are functional, a teacher in Punjab state could expect to be provided a three week in-service course every 8 years, in West Bengal once every 20 years, and in the remaining states training could take place once between 8 and 20 years. In addition, DIET effectiveness is constrained because too few professional staff are spread across too many functions, staffing rules prevent experienced primary teachers from becoming faculty members, DIET faculties tend to be dominated by older secondary school principals and little training is provided to faculty members.

The States also do not have systems to train educational planners and administrators despite the huge numbers of students and teachers in the system. Given the importance of good planning and the new emphasis on decentralized planning, new institutions are needed in each State to train planners and administrators in modern educational planning and management methods.

Project Strategy

Improving primary school quality through a system of recurrent in-service teacher training will be a central element of the DPEP project. To improve teacher performance as well as the performance of NFE and ECCE functionaries, States and districts have the following set of common activities in their plans:

- (a) the provision of recurrent training for all primary school teachers;
- (b) expansion of the primary school cluster system with a Resource Center in each block;
- (c) training focused on improved classroom practice, including the introduction of MLL, multi-grade teaching strategies, reading and arithmetic.

The operationalization of DIETs in each project district is critical to program implementation. DIETs will be redesigned and augmented so that they focus on provision of trainers training (for formal primary, in-service, ECCE and NFE trainers) in addition to carrying out their regular pre-service training activities.

The project will also support the development of the school cluster and resource centers in each project district. This will require the construction of Block Resource Centers in each project block, and of school cluster centers where district plans call for them. The in-service training to be provided through the resource centers and/or cluster centers will reduce the need for the relatively expensive DIET or TTI-based training and provide a method of rapidly diffusing new curricula where planned and teaching/learning materials throughout the system. Additionally, the program will allow teachers to focus on actual classroom practice and to adapt the curriculum and teaching materials to the needs of local schools.

The curriculum of pre-service and in-service teacher training programs will be revised where required by the States. The responsibility for this activity will be SCERT/DSERTs. To assist them in this, additional staff who specialize in the area of primary level curriculum development may be required.

To improve the effectiveness of educational administrators and planners, a separate wing of SCERT/DSERT, or a separate institution for education management, planning and training will be developed in each project state. The general model for the new institution would be the SIEMT in the Uttar Pradesh project.

Major Activities To be Carried out Before Appraisal

- (1) Districts without a DIET will need to develop a plan to ensure that DIETs are sanctioned, staffed and equipped as soon as possible.
- (2) A model for augmenting DIETs through equipment and additional staff is being prepared by NCERT and should be taken into account in DIET plans. Prototype training materials are also being developed by NCERT and a system for customizing them to the needs of districts should also be prepared.
- (3) Each state will need a plan that integrates curriculum development and dissemination plans with in-service teacher training and the phasing of Resource Center and school cluster development.
- (4) Each District will need a plan and schedule for the first two years of training activities. This would include preliminary training objectives for each type of training, the location of training to take place, who would carry out the training, length of training and detailed costs. Training programs would include a plan to orient teachers, trainers, state, district (including District Education Officers, Block Education Officers and Assistant Block Education Officers), and project level administrators as well as VEC members to the purposes of the DPEP. It is likely that the first year of training will be spent customizing training modules developed by NCERT.
- (5) Since the majority of states will be spending the first project year customizing training modules, and building their full complement of DIETs, Block Resource Centers and/or Cluster meeting

centers a plan for provision of any training that may take place (alternative location) will need to be included.

- (6) A plan to augment the curriculum development wing of SCERT/NCERT through appropriate staffmembers is necessary in those States where curriculum development/revision is included in the plan. A similar plan would be necessary for the new state level management and planning units or institutions.
- (7) Results of the NCERT Teacher Training Study, relevant to training program implementation should be explicitly incorporated into the revised plans.

District Ed

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Table 1: Dem

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Table 2: Secondary and Upper Primary Secondary Schools
by type of management (1993)

State: District

Type of Management No. of Schools No. of Teachers No. of Students
M F T M F T

A. Primary

Type of Management No. of Schools No. of Teachers No. of Students
M F T M F T

1. Central/State Govt.
2. Local Body
3. Private (Aided)
4. Private (unaided)

B. Upper Primary

Type of Management No. of Schools No. of Teachers No. of Students No. of Students
M F T M F T M F T in Primary classes

1. Central/State Govt.
2. Local Body
3. Private (Aided)
4. Private (unaided)

C. Secondary/Higher Secondary

Type of Management No. of Schools No. of Teachers No. of Students No. of Students
M F T M F T M F T in Primary classes

1. Government
2. Private (aided)
3. Private (unaided)

Note: Public Schools are those which are run by the Central or State Government. Zila Parishad, Municipal Authority or any other local body. Private Schools are recognized schools run by private agencies. They may be Government aided or unaided.

Table 4: Grade-wise enrollment for last 6 years
(1988/89) to 1993/94 as on 30th September),
covering all types of schools

	State:		District					Total	
	I	II	III	IV	V	(I-V)	VI	VII	(VI-VIII)

i) 1993/94									
Boys									
Girls									
Total									
Boys									
Girls									
Total									
Boys									
Girls									
Total									
ii) 1992/93									
Boys									
Girls									
Total									
Boys									
Girls									
Total									
Boys									
Girls									
Total									
iii) 1991/92									
Boys									
Girls									
Total									
SC									
Boys									
Girls									
Total									
ST									
Boys									
Girls									
Total									

Table 5: Enrollment by grade in different types of schools (1993)

Type	State:		District				
	I	II	III	IV	V	Total	
Public Primary	B						
	G						
	T						
Private Primary	B						
	G						
	T						
Public Upper Primary	B						
	G						
	T						
Private Upper Primary	B						
	G						
	T						
Others (e.g. secondary)	B						
	G						
	T						

NATIONAL LEVEL ACTIVITIES TO DEVELOP AND IMPLEMENT

THE DPEP EDUCATIONAL STATISTICS MIS

Development and Implementation Activities	Lead Agency (Supporting Agencies)	Completion Date	Estimated Costs				
			First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Year Total
1. Determine general categories of information to gather	MHRD (NIEPA) (NCERT)	15 March					
2. Develop recommended <u>pro forma</u> for school-level data gathering:							
a. Design initial <u>pro forma</u>	NIEPA	15 March					
b. Pilot test initial <u>pro forma</u>	NIEPA	?					
c. Revise initial <u>pro forma</u>	NIEPA	?					
d. Distribute final <u>pro forma</u> to DPEP states	MHRD (NIEPA)	?					
3. Help DPEP states to develop specific plans to ensure the accuracy of <u>pro forma</u> data	MHRD (NIEPA) (NCERT)	?					
4. Help DPEP states to develop specific plans to reduce the school-level reporting burden	MHRD (NIEPA) (NCERT)	?					
5. Develop recommended computer software for entering data, for managing data files, for analyzing data, and for producing reports:							
a. Design initial software	NIEPA (NIC)	?					
b. Pilot test initial software	NIEPA (NIC)	?					
c. Revise initial software	NIEPA (NIC)	?					

Development and Implementation Activities	Lead Agency (Supporting Agencies)	Completion Date	Estimated Costs				
			First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Year Total
d. Distribute final software to DPEP states	MHRD (NIEPA) (NIC)	?					
6. Adapt the recommended <u>pro forma</u> and computer software to the specific needs of each DPEP state	NIEPA (NIC)	?					
7. Specify the recommended MIS system requirements (computers, facilities, staff, etc.)	MHRD (NIEPA) (NIC)	?					
8. Help DPEP states to obtain the necessary computers, facilities, staff, etc.	MHRD (NIC)	?					
9. Train national and state staff to <u>operate</u> the MIS effectively	NIEPA (NIC)	?					
10. Help states and districts to train decision-makers to <u>use</u> the MIS effectively	MHRD (NIEPA)	?					
11. Help states to monitor the implementation and operation of its educational statistics MIS	MHRD (NIEPA) (NIC)	?					
12. Etc.							
13. Etc.							
14. Etc.							
15. Etc.							
16. Etc.							
17. Etc.							
18. Etc.							

Development and Implementation Activities	Lead Agency (Supporting Agencies)	Completion Date	Estimated Costs				
			First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Year Total
TOTAL NATIONAL-LEVEL DEVELOPMENT AND IMPLEMENTATION COSTS FOR THE EDUCATIONAL STATISTICS MIS							

National Component of the DPEP on Program Evaluation Research and Studies

Objectives

1. The National Program Evaluation and Monitoring Component of the proposed DPEP would support analytical studies related to the conceptualization and design of DPEP, monitoring the implementation of the studies, dissemination of the results to concerned authorities, and assessing the program utility.¹ In support of this objective, a section of the National Project Implementation Unit would be responsible to supporting and monitoring the implementation of research, evaluation and studies on primary education access, retention and achievement.

Progress Since Preparation Mission, July 1993

2. The mission met with representatives from the MHRD, National Core Team, NIEPA and NCERT to review progress in developing this component, and expresses its appreciation for these groups in providing documents and information requested.

3. The mission notes with satisfaction that considerable progress in preparing this component of the project has been made since the last mission. A survey of the status of education programme evaluation, research and monitoring studies in universities, SCERTs and other state level institutions was carried out by NCERT.² A National Working Group was constituted by the MHRD to prepare the component, and five meetings of this group were held to develop the component (5/8/93, 21/9/93, 16-17/10/93, 9/11/93 and 7/1/94) and prepare a written proposal. The proposal was discussed at the DPEP pre-appraisal seminar on 24/1/94.

4. The proposal calls for the establishment in Delhi of a Centre for DPEP Evaluation Research and Studies under the NPIU. The functions of the Centre would be to improve the efficiency and effectiveness of primary education in India through:

- (a) improving the capacity of institutions to undertake evaluation and studies in primary education,
- (b) facilitating systematic studies in primary education, and
- (c) disseminating the results of studies to DPEP management and others.

5. The three above functions provide a structure for estimating staffing requirements for the Centre. Preliminary estimates for Centre staffing, which are included in the proposal, do not link the staffing requests to specific activities.³

Next Steps

¹ "The National Component of the DPEP on Programme Evaluation Research and Studies" (mimeo) 1994.

² A mailed questionnaire was sent to 150 institutions; responses were received from 37 institutions, of which 17 indicated any experience or interest in research on primary education.

³ Core faculty (one Professor and two Reader level professionals in educational research), consultants as needed, and support staff (one section officer, two office assistants, one PA, two technical assistants fully conversant with computer operations and a Library Assistant).

6. The mission requests that an annual work plan and budget for the Centre be prepared by appraisal, and that this AWPB reflect the work load required for carrying out the three major functions of the Centre, as listed above. The mission requests that the work load of the Centre be staged, so that during the first year of the project multiple tasks are not initiated simultaneously. A suggestion for estimating the workload, staffing and costs of this component follows.

Centre for DPEP Evaluation Research and Studies

Function 1: Strengthening capacity of cooperating institutions (state and national) to undertake evaluation and studies in education.

Workload: Three regional training courses annually with expertise in education, parametric and non-parametric statistics, and research design.

Tasks: Develop training course in quantitative methods in educational evaluation and research, serve as resource person(s) for implementing this course in three regions annually. Duration: three weeks per course.

Staffing needs: 71 person weeks = 27 weeks for conducting training course (3 weeks x 3 regions x 3 experts) plus 18 weeks of preparation and materials development (6 weeks x 3 experts). 2 person years of assistance per year for five years.

Function 2: Facilitating systematic studies in primary education

Workload: 5-10 DPEP-sponsored studies every year in 6-8 states; baseline studies in 23 districts every three years; additional baseline studies in DPEP districts as they join the program

Tasks: Coordinate clearance of terms of reference for studies with IDA and monitor implementation, serve as staff for an panel of expert reviewers that would ensure the technical quality of the research, coordinate reviewer panel meetings, monitor implementation of studies, provide technical assistance as requested (estimated at four 2-week technical assistance missions per state, with expertise in technical specialty and one or more of the following specialists, as needed: evaluation design, field data collection, data processing, data analysis, consultant identification.)

Staffing needs: 516 person weeks = (a) 148 weeks of study coordination = 120 weeks of coordination for sponsored studies (3 weeks per study x 40 studies per year) plus 28 weeks of coordination for baseline studies (4 weeks per study x 23 studies every three years); plus (b) 8 weeks of coordination for expert reviewer panel meetings (4 weeks per panel meeting x 2 meetings per year); plus (c) 360 person weeks for technical assistance = 180 weeks of technical assistance (2 weeks per study x 5 studies per state x 6 states x three experts (average)) plus 180 weeks of preparation and report writing. 10 person years of coordination/assistance per year for five years.

Function 3: Dissemination of research

Workload: 4 newsletters produced annually, one annual conference organized, review of 50 journals quarterly

Tasks: Publish a regular newsletter reporting research in progress and research results for DPEP states and agencies, sponsor an annual DPEP

research and evaluation conference, and establish a clearinghouse for research on elementary education conducted in India and abroad.

Staffing needs: 60 weeks = 12 weeks for newsletter production (2 weeks writing, 1 week editing and creating camera-ready copy x 4 issues annually); 8 weeks for organizing annual conference; 40 weeks for journal reviewing and abstracting. One person year for dissemination per year for five years.

Total professional staffing needs: 13 person years per year

1 Director

8 professional staff (evaluation design, parametric and non-parametric statistics, primary reading, primary mathematics, economics, other social science)

1 librarian

Appropriate support staff: 2 technical assistants (computer specialists), 2 office assistants (word processing), 1 library assistant

TEXTBOOKS

Each of the DPEP states has made different progress in the preparation of curriculum and new core textbooks incorporating MLL principles and in other aspects of textbook provision.

Each of the DPEP states goes about textbook development, production and distribution in a different way. Each has made greater or lesser progress in the following areas:

- Effective management (including finance) of the entire process of textbook provision
- Quality of textbook contents
- Quality of textbook presentation (page layout, type size, illustrations)
- Quality of textbook manufacture
- Price of textbooks
- Availability of textbooks in all languages throughout the state
- Availability of textbooks at the start of the school year
- Timely provision of free textbooks to the disadvantaged
- Overall cost of textbook provision (subsidized? profit making?)
- Use of private sector for manufacture, warehousing, distribution and sale

A series of strategies for individual states to follow during the course of the project is attached.

The project's National Management Agency team will regularly monitor each state's progress.

A general strategy for curriculum and for the development of teaching/learning materials other than textbooks follows the individual state strategy documents.

ASSAM

1. Develop new MLL based curriculum for primary classes with the full involvement of curriculum specialists, teacher educators and experienced primary level teachers.
2. Develop and introduce new primary level core textbooks in a carefully phased manner. The new textbooks should give lesson options, encourage small group work, help children develop skills of reading and writing, involve the family in learning activities and help children to use the building blocks of learning that they have already acquired. The books should be attractive and entertaining.
3. Invite potential authors, particularly experienced primary teachers, to submit manuscripts for evaluation. Commission more than one version of each subject at each Class level. Field test them in a wide range of schools. Seek feedback from curriculum specialists, subject specialists, education officials, headteachers, teachers, parents and children. Revise the best version, taking into account feedback from the field tests, and manufacture it for state-wide distribution.
4. Organize regular training workshops - run by acknowledged experts from elsewhere in India and from abroad - for curriculum developers, textbook authors, reviewers and evaluators. Invite participants from other states.
5. Pay authors and editors at enhanced rates so that they will not need to carry out frequent revisions in order to increase their income.
6. Commission professional artists and book designers to prepare illustrations and page layouts for new primary core textbooks. Pay them at appropriate commercial rates.
7. Ensure that teachers are given in service training in the use of new textbooks before they are introduced into the classroom. Ensure that the content of new teachers guides and teacher training modules matches that of the new textbooks.
8. Avoid introducing revised and updated versions of the new textbooks for a period of at least five years unless to do so is unavoidable.
9. Resolve the financial problems of the Assam Textbook Production and Publication Corporation so that it is no longer compelled to borrow money at high rates of interest. Ensure that funds for the purchase of paper and printing and for the transport of books to schools is available on time.
10. Re-examine the economics of the blanket provision of free textbooks to Classes I to VII. Identify those groups of children who cannot afford to pay for their textbooks and

establish book banks for them. Sell textbooks at cost or at subsidized rates to the remainder through private sector resources.

11. Establish a publishing control unit in the Corporation with full authority to co-ordinate all aspects of textbook development, production and distribution including quality control. Staff the unit with appropriately trained personnel. Pay them sufficiently well for them to remain in post. Provide regular training for all specialist staff of the Corporation in the fields of editorial, book design, production, finance and distribution.

12. Raise production standards by establishing criteria and continuing to work only with those suppliers who can meet them.

13. Equip the Corporation with a Desk Top Publishing Unit (DTPU) with properly trained staff capable of producing camera ready copy (CRC) to a high professional standard. Provide the DTPU with software for typesetting all the different scripts used in the State. (see 13. below for details of district level needs)

14. Set up small publishing units at district level to address the shortage or total lack of core textbooks, teacher training and other teaching/learning materials in several of the twelve languages used in primary education. Supply these units with Desk Top Publishing equipment and appropriate software. Staff these units to make translations of new materials developed at state level and, where these are not appropriate, to prepare new materials at district level. The units will supply CRC to local printers or, if need be, to printers at state level. The work of these units will be co-ordinated by the publishing control unit at state level.

15. Phase out letterpress printing of primary core textbooks by the end of the project. Whilst letterpress printing continues, limit its application to single color titles and provide printers with nylon or plastic plates prepared from CRC. Do not permit printers to typeset. Establish production quality standards and ensure that printers meet them.

16. Make greater use of out-of-state offset printers if they are able to provide better quality, reliability and economy than suppliers within the state.

17. Investigate and report on the possibility of agreeing specifications and placing paper purchase in the hands of printers.

18. Computerize Production, Stock and Distribution Control in co-ordination with the state's MIS.

19. Ensure that all the different language versions of all textbooks are distributed in time for the start of the school year. If need be, contract private sector firms to carry out all or part of the distribution process. Do not build new warehouses.

20. Carry out a carefully controlled experiment of upgrading textbook manufacturing quality (better paper, stronger covers, section sewing) to increase book life from an estimated one year to three years. Equip schools with almirahs, establish book banks, teach children to cover books and to look after them. Recycle as many books as possible.
21. Examine the way in which Karnataka, Uttar Pradesh and other states use private sector resources for textbook production and distribution and prepare a plan for greater private sector involvement in textbook provision in Assam.

HARYANA

1. Develop new MLL based curriculum for primary classes with the full involvement of curriculum specialists, teacher educators and experienced primary level teachers.
2. Develop and introduce new primary level core textbooks in a carefully phased manner. The new textbooks should give lesson options, encourage small group work, help children develop skills of reading and writing, involve the family in learning activities and help children to use the building blocks of learning that they have already acquired. The books should be attractive and entertaining.
3. Invite potential authors, particularly experienced primary teachers, to submit manuscripts for evaluation. Commission more than one version of each subject at each Class level. Field test them in a wide range of schools. Seek feedback from curriculum specialists, subject specialists, education officials, headteachers, teachers, parents and children. Revise the best version, taking into account feedback from the field tests, and manufacture it for state-wide distribution.
4. Organize regular training workshops - run by acknowledged experts from elsewhere in India and from abroad - for curriculum developers, textbook authors, reviewers and evaluators. Invite participants from other states.
5. Before developing workbooks ensure that parents will be able to afford to buy them, or, if free distribution is planned confirm that funds will be available to continue this when the project finishes.
6. Pay authors and editors at enhanced rates so that they will not need to carry out frequent revisions in order to increase their income.
7. Commission professional artists and book designers to prepare illustrations and page layouts for new primary core textbooks. Pay them at appropriate commercial rates.

8. Ensure that teachers are given in service training in the use of new textbooks before they are introduced into the classroom. Ensure that the content of new teachers guides and teacher training modules matches that of the new textbooks.
9. Avoid introducing revised and updated versions of the new textbooks for a period of at least five years unless to do so is unavoidable.
10. Clarify the question of government subsidy to the Department of Secondary Education and the degree to which government owned printing plants are involved in textbook manufacture.
11. When widening the numbers of children to receive free books identify those groups of children who cannot afford to pay for their textbooks and establish book banks for them. Continue to sell textbooks at cost (or at subsidized rates) to the remainder through private sector resources.
12. Establish a publishing control unit in one centre with full authority to co-ordinate all aspects of textbook development, production and distribution for primary classes, including that of quality control. Staff the unit with appropriately trained personnel. Pay them sufficiently well for them to remain in post. Provide regular training for all specialist staff of the unit in the fields of editorial, book design, production, finance and distribution.
13. Equip the publishing control unit with a Desk Top Publishing Unit (DTPU) with properly trained staff capable of producing camera ready copy (CRC) to a high professional standard. Provide the DTPU with software for typesetting both Hindi and English.
14. Raise production standards by establishing criteria and continuing to work only with those suppliers who can meet them.
15. Make use of out-of-state offset printers if they are able to provide better quality, reliability and economy than suppliers within the state.
16. Investigate and report on the possibility of agreeing specifications and placing paper purchase in the hands of printers.
17. Computerize Production, Stock and Distribution Control in co-ordination with the state's MIS.
18. Examine and report on the economics of contracting with private sector contractors to run state depots and to handle distribution from centre to depot. Do not build additional depots.
19. Carry out a carefully controlled experiment of upgrading textbook manufacturing quality (better paper, stronger covers, section sewing) to increase book life from an estimated

one year to three years. Equip schools with almirahs, establish book banks, teach children to cover books and to look after them. Recycle as many books as possible.

20. Examine the way in which Karnataka, Uttar Pradesh and other states use private sector resources for textbook production and distribution and prepare a plan for greater private sector involvement in textbook provision in Haryana.

KARNATAKA

1. Develop new MLL based curriculum for primary classes with the full involvement of curriculum specialists, teacher educators and experienced primary level teachers.
2. Develop and introduce new primary level core textbooks in a carefully phased manner. The new textbooks should give lesson options, encourage small group work, help children develop skills of reading and writing, involve the family in learning activities and help children to use the building blocks of learning that they have already acquired. The books should be attractive and entertaining.
3. Organize regular training workshops - run by acknowledged experts from elsewhere in India and from abroad - for curriculum developers, textbook authors, reviewers and evaluators. Invite participants from other states.
4. Invite potential authors, particularly experienced primary teachers, to submit manuscripts for evaluation. Commission more than one version of each subject at each Class level. Field test them in a wide range of schools. Seek feedback from curriculum specialists, subject specialists, education officials, headteachers, teachers, parents and children. Revise the best version, taking into account feedback from the field tests, and manufacture it for state-wide distribution.
5. Before developing workbooks ensure that funds for free distribution will be available to continue this when the project finishes.
6. Continue to pay authors and editors at enhanced rates so that they will not need to carry out frequent revisions in order to increase their income.
7. Commission professional artists and book designers to prepare illustrations and page layouts for new primary core textbooks. Pay them at appropriate commercial rates.
8. Ensure that teachers are given in service training in the use of new textbooks before they are introduced into the classroom. Ensure that the content of new teachers guides and teacher training modules matches that of the new textbooks.

9. Avoid introducing revised and updated versions of the new textbooks for a period of at least five years unless to do so is unavoidable.
10. When widening the numbers of children to receive free books, rather than providing blanket coverage, identify those groups of children who cannot afford to pay for their textbooks and establish book banks for them where they do not already exist. Continue to sell textbooks at cost to the remainder through private sector resources.
11. Establish a publishing control unit within the Directorate of Textbooks with full authority to co-ordinate all aspects of textbook development, production and distribution for primary classes, including that of quality control. Staff the unit with appropriately trained personnel. Pay them sufficiently well for them to remain in post. Provide regular training for all specialist staff of the unit in the fields of editorial, book design, production, finance and distribution.
12. Equip the publishing control unit with a Desk Top Publishing Unit (DTPU). Staff it with properly trained personnel capable of producing camera ready copy (CRC) to a high professional standard. Provide the DTPU with software for typesetting the different scripts used in the state.
13. Raise production standards by establishing criteria, monitoring the quality of suppliers' output and continuing to work only with those who can meet the criteria.
14. Make use of out-of-state offset publishers and printers if they are able to provide better quality, reliability and economy than suppliers within the state.
15. Computerize Production, Stock and Distribution Control in co-ordination with the state's MIS.
16. Carry out a carefully controlled experiment of upgrading textbook manufacturing quality (better paper, stronger covers, section sewing) to increase book life from an estimated one year to three years. Equip schools with almirahs, establish book banks, teach children to cover books and to look after them. Recycle as many books as possible.
17. Advise other states on the way in which Karnataka makes use of private sector resources for textbook production and distribution and learn from their methods also. Make access to the planned textbook library available to other states.

KERALA

1. Develop new MLL based curriculum for primary classes with the full involvement of curriculum specialists, teacher educators and experienced primary level teachers.

2. Develop and introduce new primary level core textbooks in a carefully phased manner. The new textbooks should give lesson options, encourage small group work, help children develop skills of reading and writing, involve the family in learning activities and help children to use the building blocks of learning that they have already acquired. The books should be attractive and entertaining.
3. Invite potential authors, particularly experienced primary teachers, to submit manuscripts for evaluation. Commission more than one version of each subject at each Class level. Field test them in a wide range of schools. Seek feedback from curriculum specialists, subject specialists, education officials, headteachers, teachers, parents and children. Revise the best version, taking into account feedback from the field tests, and manufacture it for state-wide distribution.
4. Organize regular training workshops - run by acknowledged experts from elsewhere in India and from abroad - for curriculum developers, textbook authors, reviewers and evaluators. Invite participants from other states.
5. Before developing workbooks ensure that parents will be able to afford to buy them, or, if free distribution is planned confirm that funds will be available to continue this when the project finishes.
6. Pay authors and editors at enhanced rates so that they will not need to carry out frequent revisions in order to increase their income.
7. Commission professional artists and book designers to prepare illustrations and page layouts for new primary core textbooks. Pay them at appropriate commercial rates.
8. Ensure that teachers are given in service training in the use of new textbooks before they are introduced into the classroom. Ensure that the content of new teachers guides and teacher training modules matches that of the new textbooks.
9. Avoid introducing revised and updated versions of the new textbooks for a period of at least five years unless to do so is unavoidable.
10. Clarify the level of government subsidy for textbook provision and examine ways of reducing and eventually eliminating it.
11. When widening the numbers of children to receive free books identify those groups of children who cannot afford to pay for their textbooks and establish book banks for them. Continue to sell textbooks at cost (or at subsidized rates) to the remainder through private sector resources.
12. Establish a publishing control unit with full authority to co-ordinate all aspects of textbook development, production and distribution for primary classes, including that of

quality control. Staff the unit with appropriately trained personnel. Pay them sufficiently well for them to remain in post. Provide regular training for all specialist staff of the unit in the fields of editorial, book design, production, finance and distribution.

13. Equip the publishing control unit with a Desk Top Publishing Unit (DTPU) with properly trained staff capable of producing camera ready copy (CRC) to a high professional standard. Provide the DTPU with software for typesetting the different scripts used in the State. (see 13. below for details of district level needs)

14. Set up small publishing units at district level to tackle the problems of translation and typesetting of minority languages. Supply these units with Desk Top Publishing equipment and appropriate software. Staff these units to make translations of new materials developed at state level and, where these are not appropriate, to prepare new materials at district level. The units will supply CRC to local printers or, if need be, to printers at state level. The work of these units will be co-ordinated by the publishing control unit at state level.

15. Phase out letterpress printing of primary core textbooks by the end of the project. Whilst letterpress printing continues, limit its application to single color titles and provide printers with nylon or plastic plates prepared from CRC. Do not permit printers to typeset.

16. Raise production standards by establishing criteria and continuing to work only with those suppliers who can meet them.

17. Reduce the amount of work given to Government Presses to a level that enables them to meet required delivery dates and quality standards. Examine with the Government Presses the reasons why they are substantially more expensive than private sector printers and develop an action plan to lower their costs.

18. Make use of out-of-state offset printers if they are able to provide better quality, reliability and economy than suppliers within the state.

19. Investigate and report on the possibility of agreeing specifications and placing paper purchase in the hands of printers.

20. Computerize Production, Stock and Distribution Control in co-ordination with the state's MIS.

21. Ensure that all the different language versions of all textbooks are distributed in time for the start of the school year. If need be, contract private sector firms to carry out all or part of the distribution process. Do not build new warehouses or purchase further vehicles.

22. Examine and report on the economics of contracting with private sector contractors to run state depots and to handle the entire distribution process.

23. Carry out a carefully controlled experiment of upgrading textbook manufacturing quality (better paper, stronger covers, section sewing) to increase book life from an estimated one year to three years. Equip schools with almirahs, establish book banks, teach children to cover books and to look after them. Recycle as many books as possible.
24. Examine the way in which Karnataka, Uttar Pradesh and other states use private sector resources for textbook production and distribution and prepare a plan for greater private sector involvement in textbook provision in Kerala.

MAHARASHTRA

1. Develop and introduce in a carefully phased manner new primary level core textbooks incorporating MLL curriculum. The new textbooks should give lesson options, encourage small group work, help children develop skills of reading and writing, involve the family in learning activities and help children to use the building blocks of learning that they have already acquired. The books should be attractive and entertaining.
2. Invite potential authors, particularly experienced primary teachers, to submit manuscripts for evaluation. Commission more than one version of each subject at each Class level. Field test them in a wide range of schools. Seek feedback from curriculum specialists, subject specialists, education officials, headteachers, teachers, parents and children. Revise the best version, taking into account feedback from the field tests, and manufacture it for state-wide distribution.
3. Pay authors and editors at enhanced rates so that they will not need to carry out frequent revisions in order to increase their income.
4. Organize regular training workshops - run by acknowledged experts from elsewhere in India and from abroad - for curriculum developers, textbook authors, reviewers and evaluators. Invite participants from other states.
5. Commission professional artists and book designers to prepare illustrations and page layouts for new primary core textbooks. Pay them at appropriate commercial rates.
6. Ensure that teachers are given in service training in the use of new textbooks before they are introduced into the classroom. Ensure that the content of new teachers guides and teacher training modules matches that of the new textbooks.
7. Avoid introducing revised and updated versions of the new textbooks for a period of at least five years unless to do so is unavoidable.

8. Resolve the financial problems of the Maharashtra State Bureau of Textbook Production and Curriculum Research so that it is no longer compelled to borrow money at high rates of interest.
9. Investigate and report on the possibility of agreeing specifications and placing paper purchase in the hands of printers.
10. Renegotiate printing price scales. Contract with out-of-state printers if they are able to provide quality and reliability equal to that of suppliers within the state but at lower prices.
11. Place the entire print run for each title with a single supplier in order to ensure uniform quality and to simplify production control.
12. Provide regular training for all specialist staff of the Corporation in the fields of editorial, book design, production, finance, warehousing and distribution. Pay them sufficiently well for them to remain in post.
13. Equip the Corporation with an enlarged Desk Top Publishing Unit (DTPU) with trained staff capable of producing camera ready copy (CRC) to a high professional standard. Provide the DTPU with software for typesetting the different scripts used in the State.
14. Computerize Production, Stock and Distribution Control in co-ordination with the state's MIS.
15. Examine and report on the economics of contracting with private sector contractors to run state depots and to handle distribution from centre to depot. Do not build additional depots.
16. Carry out a carefully controlled experiment of upgrading textbook manufacturing quality (better paper, stronger covers, section sewing) to increase book life from an estimated one year to three years. Equip schools with almirahs, increase the number of book banks, teach children to cover books and to look after them. Recycle as many books as possible.
17. Examine the way in which Karnataka, Uttar Pradesh and other states use private sector resources for textbook production and distribution and prepare a plan for greater private sector involvement in textbook provision in Maharashtra.

TAMIL NADU

1. Complete development of new MLL based curriculum for primary classes with the full involvement of curriculum specialists, teacher educators and experienced primary level teachers.

2. **Develop and introduce new primary level core textbooks in a carefully phased manner. The new textbooks should give lesson options, encourage small group work, help children develop skills of reading and writing, involve the family in learning activities and help children to use the building blocks of learning that they have already acquired. The books should be attractive and entertaining.**
3. **Organize regular training workshops - run by acknowledged experts from elsewhere in India and from abroad - for curriculum developers, textbook authors, reviewers and evaluators. Invite participants from other states.**
4. **Invite potential authors, particularly experienced primary teachers, to submit manuscripts for evaluation. Commission more than one version of each subject at each Class level. Field test them in a wide range of schools. Seek feedback from curriculum specialists, subject specialists, education officials, headteachers, teachers, parents and children. Revise the best version, taking into account feedback from the field tests, and manufacture it for state-wide distribution**
5. **Before developing workbooks ensure that parents will be able to afford to buy them, or, if free distribution is planned confirm that funds will be available to continue this when the project finishes.**
6. **Pay authors and editors at enhanced rates so that they will not need to carry out frequent revisions in order to increase their income.**
7. **Commission professional artists and book designers to prepare illustrations and page layouts for new primary core textbooks. Pay them at appropriate commercial rates.**
8. **Ensure that teachers are given in service training in the use of new textbooks before they are introduced into the classroom. Ensure that the content of new teachers guides and teacher training modules matches that of the new textbooks.**
9. **Avoid introducing revised and updated versions of the new textbooks for a period of at least five years unless to do so is unavoidable.**
10. **When widening the numbers of children to receive free books identify those groups of children who cannot afford to pay for their textbooks and establish book banks for them where they do not already exist. Continue to sell textbooks at cost to the remainder through private sector resources.**
11. **Staff the Tamil Nadu Textbook Corporation unit with appropriately trained personnel. Pay them sufficiently well for them to remain in post. Provide regular training for all specialist staff of the Corporation in the fields of editorial, book design, production, finance and distribution.**

12. Equip the Corporation with a substantially stronger Desk Top Publishing Unit (DTPU) than that outlined in the state's DPEP proposal. Staff it with properly trained personnel capable of producing camera ready copy (CRC) to a high professional standard. Provide the DTPU with software for typesetting the different scripts used in the state.
13. Raise production standards by establishing criteria and continuing to work only with those suppliers who can meet them.
14. Make use of out-of-state offset printers if they are able to provide better quality, reliability and economy than suppliers within the state.
15. Investigate and report on the possibility of agreeing specifications and placing paper purchase in the hands of printers.
16. Computerize Production, Stock and Distribution Control in co-ordination with the state's MIS.
17. Examine and report on the economics of contracting with private sector contractors to run state depots and to handle the entire distribution process.
18. Carry out a carefully controlled experiment of upgrading textbook manufacturing quality (better paper, stronger covers, section sewing) to increase book life from an estimated one year to three years. Equip schools with almirahs, establish book banks, teach children to cover books and to look after them. Recycle as many books as possible.
19. Examine the ways in which other states use private sector resources for textbook production and distribution and prepare a plan for greater private sector involvement in textbook provision in Tamil Nadu.

ADDITIONAL POINTS

Curriculum

States should complete revision of curriculum incorporating MLL principles where they have not already done so.

Revision of curriculum to incorporate Minimum Levels of Learning principles should be co-ordinated with the development of teacher training curricula, teacher training itself, the development of new core textbooks and the development of teachers guides and other teaching/learning materials.

States should make sure that duplication of effort at state and district levels in these activities is avoided. Where model materials are available at national level, these should be adapted to local needs whenever possible.

Other Teaching/Learning Materials

The guidelines for textbook development should also be followed in the preparation of all other teaching/learning materials such as those for ECCE and NFE /

Teachers guides and teacher training should incorporate MLL, principles of multi-grade teaching, use of Operation Blackboard and other national and state funded materials, the production of low cost/no cost teaching aids and simple librarianship /

Schools should not automatically be supplied with equipment and materials that they have not chosen themselves /

Teachers should have access to simple equipment and consumables for them to produce their own teaching aids. Wherever possible this should be installed at cluster/circle/centre level. The equipment should be suitable for the production of materials in minority languages /

Libraries

The introduction and or expansion of libraries is to be encouraged at different levels of the education system with the following provisos:

Every library should be under the control of someone who has received elementary training in librarianship / schools should not all receive the same collection of books - they should be allowed a degree of choice / revolving libraries should be considered as a way of giving children access to the widest range of titles / teachers should have access to resource materials preferably at cluster/circle/centre level /

Miscellaneous

New classrooms should be equipped with secure storage space for books and materials.

Review of Civil Works Proposals

1. The amount of information provided in the proposals relative to the planning of the civil works activities in the project varied widely from district to district. Most districts provided only simple line sketches of the classroom facilities, hostels, etc. that were being proposed for the project, along with unit price estimates of cost for the construction. A few districts provided no construction plans whatsoever. One or two districts did provide more comprehensive civil works plans, which included some details of the construction and detailed estimated based on bills of quantity, but in no case was the district or state proposal developed to the level of detail that would be required by the Bank for appraisal.

2. School Mapping exercises were also carried out in most districts, and evidence provided in the proposals indicated that the mapping did play a part in the development of the civil works cost estimates (i.e. identified localities where classroom construction was deemed necessary). Found to be lacking in all of the proposals, however, was the linkage between the conduct of the mapping exercise and the formulation of a civil works program of construction, which would include the initiation of engineering site surveys at the selected school sites and prioritization of work especially as it relates to the development of work activity for the first year of the project.

3. To clarify the and explain the Bank's expectations with regard to civil works portions of the proposals, a Civil Works Workshop was conducted on February 3, 1994 at NCERT. In attendance were representatives from each of the six states, and the workshop leader was Mr. Kevin Casey from the World Bank staff in Washington, DC. The primary goal of the workshop was to outline the Bank's requirements for the districts' design submissions and civil works program of construction, but the workshop also provided a forum for the Bank to critique many of the design schemes submitted by the districts for classroom construction as well as offices and hostels. Highlights of the Workshop, and recap of the activities deemed necessary by the Bank in the next stage of the DP&EP proposal development are summarized below:

Development of the Civil Works Program of Construction

- Completion of the School mapping exercise is the start point for the development of a Civil Works program of construction. Identification of village areas targeted for classroom construction should trigger the commissioning of an engineering site survey to determine the availability of land and suitability of that land for the proposed construction.
- Prioritization of work activity should be a joint assessment between the education staff (who are primarily the ones determining the localities of most critical need), and the engineering staff (who must consider the site availability issues and constraints on workforce and inspection staff availability). Ultimately, the decision making

process on prioritization should culminate in a table of "projects" containing the following vital pieces of information which the Bank feels are the minimum essentials to complete the CW program picture:

- location
- description of present facilities at this site
- scope of the new work being proposed
- estimate of cost for the new work
- status of engineering site survey
- status of design documents
- method of construction to be employed (e.g. LCB)

Provided as Attachment 1 to this Annex is a sample table discussed at the Workshop as a guidance to the districts on the presentation of a Work Program. A proposal would normally have more than one such table: the first such table would be for Priority I Projects, or works that are to be constructed during the first year of the DPEP implementation. (Normally, Priority I Projects would encompass school construction in areas where no schools are available, and offices or similar administrative structures needed to support the DPEP infrastructure). Subsequent listings, Priority II or Priority III projects, might also be included for works that are to be delayed until later years, usually because of resource constraints.

Design Submissions

- Design submissions for each element of the construction program being proposed should be a comprehensive, professionally prepared set of architectural and engineering plans which would comprise of:
 - floor plans
 - building sections
 - structural details and steel reinforcement schedules
 - larger scale details of such features as
 - foundation footings
 - beams
 - doors and windows
 - technical specifications for materials and installation procedures and methods

(Examples of detailed drawings developed to the levels described above were discussed and provided to the attendees at the Workshop)

- State level planning cells are strongly encouraged to begin the development of a Civil Works Handbook for DPEP, which would become the single source compendium of information relating to the design and construction of "replicated" facilities being proposed

under the project (i.e. Classroom construction, BRC's, School Complex Centers, ADEI Offices, etc.), both to standardize the outputs of the project and focus rather than diffuse the development efforts now going on in several districts within the state. Examples of the content of such a Handbook were discussed during the Workshop, and are summarized as:

- Standard plans for all "replicated" works such as:
 - new primary schools
 - classroom additions
 - DEEO offices, ADEI offices
 - Block Resource Centers
 - other "repetitious" project facilities
- Technical specifications (in english as well local language when appropriate)
- Detailed Bills of Quantities (BOQ)
- Guidance on site layout
- Guidance on preparation of Engineering Site Surveys
- Plans, details and specifications for related construction such as:
 - toilets
 - electrification
 - water pumps
 - perimeter walls

4. For larger "one of a kind" civil works proposed under the project, such as for DPEP Headquarters buildings, design documentation should be developed to a same degree of detail as described above, but would not form a part of the project Handbook.

DPEP - Civil Works Program (Sample District)

Priority I Projects

Scheduled for Construction FY 94

VILLAGE/CITY NAME	BLOCK	PRESENT PRIMARY SCHOOL FACILITIES	SCOPE OF NEW WORK	COST ESTIMATE FOR NEW WORK (In Lakh)	SITE SECURED	ENGINEERING SITE SURVEY COMPLETED	DESIGN DOCUMENTS	CONSTRUCTION METHOD
Dhipbigera	Udalguri	(None)	2 Room school with toilets and water pump	Rs. 1.5	Yes	Yes (Ref. ES#723)	Standard Plans CL2, T1, W1	by Z.P.
Utter Chuba	Mazbat	(None)	3-Room school with toilets and water pump	Rs. 1.5	Yes	Yes (Ref. ES#467)	Standard Plans CL3, T1, W1	Force Account
Amsulidaraasa	Udalguri	-	Block Resource Center	Rs. .65	Yes	No - Due 30-Mar-94	Standard Plans BRC1	LCB by PWD
Mangeldal	Kaleigao	-	New Teacher Hostel	Rs. 2.5	No - by 30-May-94	No - by 30-May-95	PWD Plans due MLT 15-Jul-94	LCB by PWD

⋮

(One entry for every project anticipated in Year 1 - all columns should be completed)

NOTE II

Projects shown are fictitious - for illustrative purposes only!

Comments on the Civil Works Proposals

While not all of the proposals reviewed provided technical drawings and specifications on the civil works aspects of the project, a review was made of the material that was submitted, and the following comments are provided concerning the details of the submitted plans. It should be noted that none of the proposals was deemed to be developed to the level that would be required by the Bank at the time of appraisal. A considerable amount of work is still required in the development of detailed drawings and specifications for each element of work being proposed in the state or district. (e.g. Complete construction plans, including large scale details, would be required for classroom buildings, BRC buildings, DEEO offices, etc.)

Kerala

Design for LP/UP school

- The proposed school is rather long - and may require separation joints. This may be checked with the local by-laws (construction codes).
- Some savings might be realized if the construction of the school is load bearing brick work.

SCERT Building Figs. 3a & 3b

- The design of the building deserves a second study by reorienting the rooms and spaces. Economy & efficiency may be achieved by say locating the hall on the ground floor in the three righthand bays below the conference hall on the first floor to provide a column free hall, rearranging the porch and main entry, eliminating the dead spaces, ganging the toilets together, positioning the downtake pipes from the toilets.
- Further economy may be achieved by constructing the building in load bearing brickwork.

Hostel Building Fig. 4

- An interesting design. The placement of the hostel around the central courtyard is laudable. However due to the configuration of the building, the depth of the room window from the open court increases and it creates dead corners in the corridor. An economic study may be carried out to examine the cost difference between the proposed building and the conventional building.

**DPEP - Civil Works Program
(Sample District)**

Priority II Projects

Scheduled for Construction after FY95

VILLAGE/CITY NAME	BLOCK	PRESENT PRIMARY SCHOOL FACILITIES	SCOPE OF NEW WORK	COST ESTIMATE FOR NEW WORK (in Lakh)	SITE SECURED	ENGINEERING SITE SURVEY COMPLETED	DESIGN DOCUMENTS	CONSTRUCTION METHOD
Chutlepara	Mazbat	6-Rm School	2-Room school with toilets and water pump	Rs. 1.5	Yes	Yes	Standard Plans CL2, T1, W1	Force Account (manage by PWD)
Amjuli Aderaha	Udaiguri	2-Rm School	1- Room Addition	Rs. .65	No - by 30-Nov-94	No - Due 1-Jan-95	Standard Plans CL1	Force Account (manage by PWD)
Nemati	Mazbat	2-Rm School	1- Room Addition	Rs. .65	Yes	No - Due 1-Jan-95-94	Standard Plans CL1	Force Account (manage by PWD)

⋮

(One entry for every project anticipated in Year 2 and beyond - complete as much information as possible)

May be additional sheets for Priority III projects (boundary walls, toilets, etc.)... with plans revised and updated on an annual cycle. Except for Year 1, specific determination for which year construction will be completed is not necessary for World Bank Proposal, however, every anticipated Civil Works project must be identified on a listing similar to this showing the precise (village) location for each of the works proposed.

NOTE II
Projects shown are fictitious - for illustrative purposes only!

- A more workable solution for the depot would be to have a central aisle. Further economics may be achieved by building the depot on one level in load bearing brick work.

Karnataka

Mandya

- Sketch plans showing primary school building along with detailed estimates have been provided. However, no specifications have been attached.
- Sketch plans and specifications will be required to be prepared in detail before the finalization of proposals. The estimate provided can not be studied.

Belgaum

- Estimate for the class room and nodal centre has been provided but no design or specifications were included in the proposal.
- Design plans and specifications will be required to be prepared in detail before the finalization of proposals and to work out the estimate.

Kolar

- Sketch plans for teacher quarters, nodal centre, toilets, residential school building and hostel building have been provided. However detailed specifications and estimates have not been framed.
- Design plans and specifications will be required to be prepared in detail before the finalization of proposals.

Tamil Nadu

- The civil works plan proposes to construct three class room buildings, two class room buildings and one class room building and toilet blocks.
- The selected design and specifications will be required to be expanded in detail before the finalization of the proposals. It should give detailed specifications for all items of work including plumbing and electrical works.
- Unless there is a site constraint it may be desirable to construct only single story school buildings. (One room, two room or three rooms) with

veranda and sloping R.C.C. Roof. The concept presented for single story, with additions for second story at a later date would, in practice, cause problems and conflicts as the addition work would undoubtedly have to be undertaken during school sessions, which would be an untenable situation for the teaching staff.

Assam

Darrang

- General broad specifications and sketch plans along with estimates provided in the document are adequate at this stage, but more detailed work will be expected as indicated in the foregoing general comments on the status of the Civil Works Proposals.
- It may prove to be more economical in the long run to construct the school buildings in single story in load bearing brick with sloping R.C.C. Roof and doors and windows in the locally available material.
- The use of corrugated asbestos sheets as roofing material should be avoided for all buildings.
- Reduction in circulation areas (corridor), reorientation of rooms and ganging of toilets together for office buildings may lead to a more economical solution.
- The proposed design for the girls hostel is well thought out and interesting with rooms placed all around an open central courtyard.
- As the State of Assam is susceptible to seismic forces, it is recommended that all designs and specifications must take full precautions against these forces. Detailed structural details will need to be provided for further evaluation by the Bank.
- The selected design and specifications will be required to be expanded in detail before the finalization of the proposals.

DPEP Pre-Appraisal Mission

Assam State

The state and district plans for Assam were reviewed by officials of the GOI and DA on February 1, 1994 in New Delhi. The DA mission noted the substantial progress in preparation that had taken place since preparation missions in July and November, 1993. Both state and district proposals reflected recommendations made in these earlier missions. The mission wishes to express its gratitude to Assam state and district officials for the considerable efforts made. This report seeks to highlight the areas where additional work is needed to ready the proposals for appraisal.

2. The mission notes that Assam faces particular challenges in initiating a sustained program to improve and extend primary education. Due to lack of investment resources, the number of schools and teachers has been largely static since 1991-92. Data from the state-wide household survey recently completed by the Indian Institute of Management (Calcutta) shows that the reasons for non-enrollment and dropout vary across districts, indicating the need for district-specific intervention strategies. With more than 50 percent of its population belonging to the scheduled tribes, Karbi Anglong district faces special challenges with respect to the language of instruction; moreover, the data indicate that virtually all enrolled children in Karbi Anglong District repeat the first year of primary school, with significant implications for system efficiency. Many of the mission's recommendations reflect these special circumstances.

A. Conformance With Guidelines

3. While much improved, the state and district proposals for Assam will need additional review and modification in order to fully meet GOI DPEP Guidelines:

(a) While the norm of 24 percent of total costs for civil works is met at the State level, individual districts appear to exceed the norm when civil works-related items are taken into account. In this connection, the mission notes that no funds have been allocated to the construction of toilets, an important strategy for improving female enrollment and attendance. The mission requests that toilets be included in the investment program, with necessary adjustments in other elements of the civil works program, or that the State provide a rationale for not including them in the proposal.

(b) Some districts continue to request support for ineligible incentives, such as supplementary nutrition and cash performance awards. The mission requests

the GOA carefully review all proposals against DPEP Guidelines to ensure that such proposals are eliminated or modified to conform with guidelines.

(c) Districts have proposed financing for large numbers of new teacher appointments. IDA guidelines generally require that project support for the appointment of new teachers be limited to new schools and classrooms financed by the project. Additional teachers may be justified on the basis of increased enrollments or reduced dropouts resulting from project interventions. However, the need for such appointments must be documented on a school by school basis in project district, and would generally not be justified until the third year of the project when interventions would have had time to take effect. The mission requests that the GOA prepare documentation of need for teachers beyond those required for project-assisted facilities in accordance with the principles outlined in the mission's main aide memoire. The mission also notes that the proposal from Dhubri District does not include provision for salaries for newly appointed teachers in new schools and classrooms.

(d) The costs of printing and distributing textbooks to project districts have been included in both state and district proposals. Under DPEP guidelines on the additionality of project resources, these costs should be borne by the state under current policies and procedures, and are ineligible for project financing.

B. Contribution to DPEP Objectives

4. As could be expected, decentralized planning has led to the identification of a large number of varied activities across the districts. This in part reflects the different position of the districts on enrollment, dropout and repetition indicators, and in part the relatively open nature of the initial phases of proposal development. The challenge to the GOA now is to consolidate activities and establish priorities for implementation, while at the same time allowing for the flexibility needed to adjust to specific district circumstances. In particular, the unique requirements of Karbi Anglong District will need to be kept in mind.

5. Problem Analysis and Priority Setting. The mission requests that high priority be given to a planning workshop, jointly organized by the National Core Team and Assam state and district officials to review the results of (a) the IIM household survey, (b) the baseline beneficiary studies; (c) the teacher study; and (d) preliminary results of the gender and tribal studies. The purpose of the workshop would be to specify -- for DPEP objectives of improving learning achievement, improving retention, and increasing access -- the scope of problems faced, likely causes, and high priority intervention strategies. The workshop should involve district officials, teachers, NGOs and community leaders. The results should be used as the basis for developing overall project phasing and first year implementation plans for the state and district components.

6. Improving Learning Achievement. Three core intervention strategies have been proposed to improve learning achievement: (a) teacher training, (b) improved supply of learning materials, and (c) early childhood education. In each area, the mission requests additional consolidation of proposals and planning for phased introduction.

(a) Teacher training. Assam faces a particular burden of teacher training. In addition to providing in-service training to qualified teachers, the state must clear a large backlog of untrained but posted teachers. State proposals for an innovative "sandwich" course approach to training unqualified teachers are promising, but need to be strengthened and expanded to offer a promising approach. However, the state and districts face the need to both strengthen and expand the teacher training infrastructure (establish DIETs, build and staff Block Resource Centers, build and staff school complexes) and to develop the trainers and materials necessary for good quality training.

The mission notes the priority being given in DPEP in the first phase of state and district activities to the development of quality training systems, rather than to large scale training. The mission also notes that the National Core Team plans a series of workshops with state and district planning teams to revise in-service training plans. The mission requests that GOA participate in such workshops, with a view towards phased development of training infrastructure and systems in the first phase of the project, with expansion of training delivery in later stages. This planning should take into account DPEP requirements that districts show how TVs, VCRs and photocopy machines will be utilized at block and sub-block level before such equipment can be authorized. In addition, the planning process should lead to clear allocation of training costs to district and state cost proposals, respectively; some costs currently appear to be duplicated in different proposals.

The mission also requests that the GOI and GOA take necessary steps to ensure the establishment of a functioning and augmented DIET in each project district by the third year of the project.

(b) Improved learning materials. The mission notes that grants to schools to purchase furniture and provision of packages of learning materials to schools are proposed. The mission also notes that GOI DPEP now recommends that packages of materials be replaced, where feasible, by grants to teachers and/or schools to purchase needed learning materials and consumable education supplies. The mission requests that GOA revise and integrate current proposals, presenting in their place a consistent plan for grants to schools for furniture, educational materials and consumable supplies. This plan should specify how funds will be disbursed, accounted for and monitored.

(c) Early childhood education. In terms of cost and scope, ECCE is the major intervention proposed for improving learning achievement. Darrang District, for example, proposes opening more than 1600 pre-primary sections. The mission notes that pre-primary education in the absence of good quality primary schooling will contribute little to achievement. Moreover, Assam has little experience with ECCE, and proposals provide little information about how ECCE would be organized and managed, staff qualifications and training, and curricula and materials. The mission requests that GOA make plans to introduce ECCE on an initially limited scale in one district as the basis for eventual expansion. The mission also requests that GOA pay attention to program design, content and management, and specify the sources of expertise that would be consulted in program development.

(d) Improving Retention. Dropout is a serious problem in all districts, and is especially high for girls. The principal proposed strategies to improve retention are, in addition to improving learning achievement, to improve facilities and strengthen community participation through VECs and School Management Committees. Strengthening community participation would be particularly important. The mission notes that measures to do so – including training and handbooks – are unevenly proposed across districts. Moreover, the exact responsibilities and authority of VECs have not been specified, nor have the details of training interventions been developed. The mission requests that the GOA develop, for all project districts except Karbi Anglong, a standardized plan for strengthening VECs that specifies responsibility and authority, objectives and content of training, and the ways in which the activities of VECs would be supervised and monitored. A separate approach that takes into account local conditions may be required for Karbi Anglong.

(e) Improving Access. A review of school and classroom construction requirements is being provided separately by the mission. The mission notes plans for the introduction of nonformal education (NFE) in project districts. However, plans for the management and supervision of NFE are yet to be adequately developed. The mission requests that plans for the introduction of NFE be more fully developed.

(f) Programs for Girls. Although female dropout rates are higher than those for boys, there are few specific proposals for targeted interventions for girls, with the exception of appointing female auxiliaries (Shiksha Sevika) in Karbi Anglong to encourage female enrollments and retention. The mission requests that in revising strategies and proposals the GOA consider other strategies emerging from DPEP states, including gender review of curricula and textbooks and clear roles for women in VECs and school management committees. The mission also requests the GOA to identify current women's empowerment programs in the state, and to explore possible strategies and interventions for strengthening the capacity of such organizations to encourage enrollment and retention for girls.

(g) Programs for ST Students. While all districts have ST students, Karbi Anglong presents a special case because of the dominant ST population. The mission notes the close

involvement of the autonomous Karbi Anglong Council in preparing the district proposal, and the special attention paid to the needs of ST students. The mission also notes that full development of interventions for ST students must await the completion of studies of ST education

11 The mission was informed that the policy of the GOA is to offer instruction in primary school in Assamese. Tribal languages are introduced as a subject of study from Grade 3 onwards. Where there are 10 or more non-Assamese students in a school, parents are offered the choice of mother tongue as the medium of instruction. Assam currently provides textbooks instruction in tribal languages has not been provided. GOA was not prepared during discussions to provide the mission with an assessment of how well the choice policy is operating in practice.

12 The mission notes that IDA rules require that the special needs of ST and other minority students be expressly addressed in project strategies. In practice, these rules will require that the GOA provide the following before appraisal:

- (a) A list of existing schools in project districts where 10 or more ST students are enrolled, noting what languages are being used for instruction
- (b) The number of currently appointed teachers able to provide instruction in each language other than Assamese;
- (c) The number of non-Assamese texts distributed in project districts in school year 1993/94, by language.
- (d) A breakdown of proposed project costs for each district showing what proportion is targeted to education for ST students.

13 Karbi Anglong District has proposed the establishment of 15 residential primary schools for ST students whose families reside in remote areas. The mission requests that the GOA and the district provide, prior to appraisal: (1) school maps for each proposed school, showing location in relation to student home residences; (2) criteria and procedures for determining admission to the proposed schools; (3) records of consultations with parents in the affected communities on their willingness to send children to the schools; (4) a complete description of how the schools would be staffed and operated, including the school calendar; and (5) an independent review of the operation of any similar schools in the state.

8. Building Institutional Capacity. The GOA has proposed a range of investments at state and district level to strengthen institutional capacity. These proposals need to be reviewed by the GOI and GOA for cost-effectiveness and feasibility. The mission requests that the following issues be resolved prior to appraisal.

(a) Development of SCERT. To enhance support for DIETs and DPEP implementation, it is proposed to convert the State Institute of Education to an SCERT and raise its status to that of Directorate. Substantial civil works and staffing increases are proposed, including those required to establish and educational planning and management unit and a State Institute of Education Technology. The mission requests that the GOI collaborate with the GOA to prepare an expanded plan for these activities, showing (a) how the proposed investments would support DPEP implementation, (b) rationale for additional posts, (c) rationales for all proposed civil works, and (d) phasing for the full development of capacities.

(b) Management Information Systems. The DPEP MIS would monitor three types of data from the project: (1) educational statistics, (2) progress on project inputs, expenditures/disbursements and outcomes, and (3) evaluation and research studies. In order to be compatible, each state's MIS must converge with each other state's MIS and with the national MIS now being designed. For that reason, GOA should finalize its MIS design only after receiving information from MHRD on overall national requirements and state options. In the meantime, GOA can prepare to implement its MIS in two ways. The mission requests that the GOA (1) constitute a state-level MIS Implementation Committee to interact with the national committee now being formed; and (2) prepare a revised state implementation plan that specifies the role for NIC and the DIETs in MIS, and which shows how MIS information would be used to improve decision-making at all levels.

(c) Textbooks and Learning Materials. The mission's recommendations for improvements in state textbook publication and distribution are to be found in detail in the mission's main aide memoire. For Assam, the mission would highlight as issues to be addressed by appraisal as: (1) providing a plan for ensuring the financial viability of the Assam State Textbook Production and Publication Corporation so as to avoid borrowing and interest charges; (2) improving the publishing skills of corporation staff; (3) considering alternate forms of textbook distribution to improve timely delivery to schools; (4) integrating the development of new curricula, textbooks and teachers' guides to MLL standards, (5) involving teachers in textbook writing, (6) providing for testing of new textbooks in schools, and (7) one time textbook revision to include attention to gender issues. The mission also requests that the GOA assess the feasibility of developing desk-top publishing capacity in districts with large tribal populations with a view towards local development of teaching and learning materials in a variety of languages; a pilot test of this approach could be developed for Karbi Anglong District.

(d) District Capacity. Current district proposals contain a range of civil works for offices and staff residences and for extensive vehicle purchases. Expansion

of the number of school inspectors is also proposed. The mission requests that the GOI and GOA review these proposals for cost-effectiveness and conformance with general DPEP guidelines. The mission recommends that consideration be given by the GOI and the GOA to conducting a pilot test of the cost-effectiveness of expanding the inspectorate in one district during the first phase of the project, with particular attention to the relationships between SIs and block and school complex-level personnel and activities.

C. Administrative Feasibility

14. More attention to administrative feasibility is needed in both state and district plans. There has been relatively little attention to phasing and sequencing of activities to (a) ensure quality of services and (b) to enable all activities to proceed along feasible and coordinated schedules. The mission requests that first year work programs and budgets for all involved organizational units -- the state society, the SCERT, district implementation units, civil works, teacher training, introduction of ICCI and other pilot programs -- be developed according to guidelines and formats to be issued by the GOI/DPEP. The mission emphasizes that realistic work plans and budgets will be critical for appraisal of Assam's proposals.

D. Financial Feasibility

15. DPEP guidelines require that program resources are additional, annual recurrent costs are sustainable on state non-plan budgets, and that the state's annual contribution to the project be on the order of 15 percent of total annual project costs. The mission notes that Assam is a Special Category State, and that a large share of annual Plan expenditures are utilized for what are, in essence, non-plan recurrent costs. The mission was informed by the GOA that the probability of future sustainability of project investments would depend in part on an anticipated decline in the state's annual loan repayment burden. Prior to appraisal, the mission requests that in addition to the information requested in the finance section of the main aide memoire, the GOA and GOI provide the following:

- (a) Evidence that the annual costs to the state of the project can be met as additionality; this would require the state to show, for the balance of the Eighth Plan period, what proportion of Plan resources are committed to ongoing activities and what resources are available for the project.
- (b) A projection of the state's loan repayment burden through the balance of the Eighth Plan period.

E. Participatory Planning

16. State and district proposals provide welcome evidence of the program of consultations undertaken in the course of proposal preparation. For appraisal, the mission

requests that the GOA summarize the numbers and types of meetings held in the following format:

	Number of Meetings	Number of Participants
State-level		
District-level		
Block-level		
School		
Community		

F. Summary of Actions to be Taken by Appraisal

17. Prior to appraisal, the mission requests that:
- (a) Civil works and incentive proposals be revised according to DPEP norms
 - (b) The need for teachers additional to project schools and classrooms be documented.
 - (c) The results of project studies be analyzed to refine interventions and priorities
 - (d) Plans are revised to consolidate, set priorities, and phase introduction for teacher training, provision of learning materials, and introduction of ECCE on a pilot basis.
 - (e) Plans for strengthening VECs be further developed as requested.
 - (f) Based on studies, additional targeted interventions for girls students be developed.
 - (g) A special review of strategies for ST students be prepared, including the information requested on distribution of project resources and implementation of the language choice policy.
 - (h) Proposals for Building Institutional Capacity be reviewed for cost-effectiveness.
 - (i) First year work programs and budgets be prepared for all project activities.
 - (j) Additional financial analysis be prepared as requested.
 - (k) A summary of participatory planning activities be prepared.

DPEP

Pre-appraisal January, 1994

Summary of Project Components

State: Assam

Categories	Dhu bri	Mori- gaon	Dar- rang	Karbi
Specifically Excluded from DPEP (DPEP - 0000)				
<i>Activities covered by ongoing central and state schemes</i>				
<i>Non-educational inputs</i> 1. Scholarships and cash awards				1.
Environment Building				
<i>Structures for continuous consultation</i> 1. School Management Committees 2. SMCs and VECs both? 3. Handbooks for VEC members 4. VECs no parents	1.	1.	2. 3.	4.
<i>Innovative activities to mobilize public opinion</i> 1. Dialect workshops 2. Community events 3. Enrollment drive	1. 2.	1. 2.	3.	2. 3.
Primary Formal Education				
<i>Micro-planning/ school mapping</i>				
<i>Physical facilities (24% total)</i> 1. New schools 2. Replace old schools 3. Additional rooms 4. Maintenance 5. Repair 6. District Admin Facilities 7. District staff housing 8. Block Resource Centers 9. DIET hostel 10. School complexes (126 rooms) 11. Staff quarters model schools	1. 2. 3. 4. 5. 6. 8.	1. 2. 3. 4. 5. 6. 8.	1. 2. 3. 4. 5. 6. 7. 8. 9. 10.	1. 2. 3. 4. 5. 6. 8. 11.

<i>Equipment and teaching learning aids</i>	1.	1.	1.	1.
1. School furniture	2.	2.	2.	2.
2. Sports equipment	3.	3.	3.	
3. Grants to schools for OBB equivalent materials packages	4.	4.	5.	
4. Study tours/play events				
5. Training in making low-cost teaching aides				
<i>Production/ distribution of textbooks, NFE, ECCI materials, teacher guides</i>				
<i>School libraries</i>	?			
<i>MLL assessment and intervention</i>				
<i>Female teachers' salaries for rural areas</i>	1.	1.	1.	1.
1. All teachers (M/F) in new schools				
<i>Free textbooks for SC/ST/ female</i>	1.	1.	1.	1.
1. All students paid by state (no project costs)				
Primary NFE			130	651
<i>Models for out-of-school children</i>				
<i>Location needs assessment</i>				
<i>Recruiting & training teachers</i>				
<i>Teaching/ learning materials</i>	1.			
1. Guidebooks for administrators, handbooks for headteachers, MLL handbooks for teachers				
<i>Community mobilization for management and monitoring</i>			1.	2.
1. Grants to NGOs???				
2. VEC fee for supervision				
Early Childhood Care & Education				
<i>Module development</i>				
<i>Coordination of ECCE facilities with ICDS' ECE programmes & primary schools</i>				
<i>Opening ECCE centres in non-ICDS areas</i>			1628	300
<i>School readiness programs</i>				
Training				

<i>In-service teacher training</i> 1. BRCs (8) with 48 master trainers 2. BRCs (2) plus renovated BTC with 90 master trainers 3. BRCs 4. BRCs and master trainers	1.	2.	3.	4.
<i>Training district master trainers and resource persons</i> 1. Training outside of Assam and abroad				
<i>Training education administrators (district/block)</i>				
<i>Augmenting DIETS</i> 1. DIET on request from GOI 2. Staff and equipment 3. DIET hostel 4. No DIET	1	2	3	4
<i>Activities/ facilities for continuous training</i>				
Women's development				
<i>Activities for women's education</i> 1. Siksha Sevika				1.
<i>Training for female functionaries/ activists</i>				
<i>Training female VEC members</i> 1. For all VEC members		1.	1.	1.
<i>Awareness programmes</i>				
Management structures and MIS (State Level)				
<i>Setting up state society & district/ sub-district management structures</i> 1. Vehicles 2. Additional SI 3. Research fellowships 4. Cost of meetings, workshops 5. Staffing for Primary Education Board	1. 2. 3.	1. 2.	4.	5.
<i>MIS compatible with national system</i> T.18 MIS training T.2 MIS Unit				

DPEP Pre-Appraisal Mission

HARYANA STATE

The state and district plans for Haryana State were reviewed by officials of GOI and IDA on 2 February 1994 in New Delhi. The IDA mission noted favorably the several areas of progress which have been covered since the preparation mission in July, including the development of a state component, an account of state policies and on-going program, measures to reduce the very high levels of teacher vacancies, school mapping, and the further development of project costing and first year expenditure plans.

DPEP Guidelines

The district and state proposals generally conform to the DPEP/IDA guidelines - in particular all come within the 24 percent ceiling for civil works and compared to other states the inclusion of non-educational incentive schemes has been minimised. Three aspects remain:

- a. although few, and of relatively small importance, some non educational incentives remain in the proposals eg feeding supplements for anganwadis. All proposals will need to be reviewed against the guideline.
- b. state level activities which by their nature must affect all districts may be funded but those which are linked to specific additional resources at district level need to be restricted to the project districts - eg the proposal to augment an existing but partial scheme of free textbooks to SC children across the state is not in line with the guidelines
- c. the central concept of additionality requires that any activities funded be over and above those which would normally be funded by the state government. Each year additional teachers are posted to districts as an on-going operation. Proposals to fund teacher posts which are required from normal enrolment increases and are not linked to other specific project activities are, in principle, regarded as the state's own responsibility and not eligible for funding by IDA. In all the Haryana districts, additional salaries, mainly for teachers, represent a large proportion of total project cost ranging from 29 to 48 percent. The mission requests a disaggregation of the proposed teacher posts into those which result directly from other project activities and those which do not and an indication of how many of the latter would 'normally' be provided by the state government. The state was informed that the funding of any additional teacher salaries would be at a declining rate through the life of the project.

DPEP Objectives

The four objectives of the DPEP are improving access, increasing retention, raising learning achievements and building institutional capacity. Uneven educational development across states results in the priority of each of these varying. Recent enrolment drives in Haryana have resulted in GER's for boys and girls being 115 and 98 respectively and overall retention rates have increased to 82 percent. For SC children, however, the retention rates fall to around 70 percent and in the project

districts to between 60 and 65 percent. Tentative results from the baseline surveys indicate low learning achievement. In the project proposals each of the objectives has been addressed. On the basis of rough calculations, twice as many resources are focused on increasing access as on either increasing retention or increasing quality. In any further exercise to restructure the program, the mission recommends that a further consideration be given to the relationship between educational priorities and financial allocations.

State Proposal

I. Components At the time of the July preparation mission, no state proposal was presented. For the preappraisal mission, the state presented a useful written review of the government's priorities, procedures, policies and programs in the area of primary education together with a set of state activities proposed for DPEP funding. The cost of the state component is relatively very small - Rs3.9 crores compared to a range of Rs13.0 to Rs33.7 crores in the other states. In addition, almost half of the cost covers the extension of the free textbook scheme across the whole state, an activity which is outside of the DPEP guidelines. The remaining proposals cover the PIU and MIS and an Educational Management and Planning Unit at the SCERT Gurgaon. The notes below offer some suggestions regarding the further development of the proposed state activities.

a. Learning materials and training. School curriculum, teacher training curriculum, teacher training itself and the development and production of teaching/learning materials need to be considered more explicitly as one continuum of activity. It is recommended that: (a) with regard to textbook and learning materials development more autonomy be given to the Controller of Printing and Stationary, that a process to upgrade the skills of staff be formulated and that professional illustrators and book designers be utilised, (b) new books should be field tested before they are finalized, (c) existing kits should not be automatically supplied to schools and an element of choice be introduced and (d) in both pre- and inservice training more efforts are made to ensure that teachers are taught to prepare no cost/low cost materials.

b. MIS. The DPEP MIS will monitor three types of data from the project: (1) educational (school) statistics, (2) progress on project inputs, expenditures/disbursements, and outcomes, and (3) evaluation and research studies. In order to be compatible, each state's MIS must converge with that in other states and with the national MIS now being designed. For that reason, Haryana should finalize its MIS design only after receiving information from the MHRD on overall national requirements and state options. In the meantime, the mission recommends that an MIS committee be constituted to interact with the national committee now being established and that the issues of the location of the system, the verification of the data and the use to be made of the resulting information be considered further.

c. Research and evaluation. The preliminary findings of the base line studies (some of which are described below) indicate several areas which will be of concern to the state government. Thought might usefully be given before appraisal as to how DPEP resources might be utilised to improve the research and evaluation capability of the state in the area of elementary education.

2. State management structure. The management process for the project will require some more attention. The mission recommends that prior to appraisal further detailing be done of the responsibilities and accountability of various functionaries, the relationship between the PIU and the Directorate, the flow of funds to the district/block/school etc. Funding for the staffing of the PIUs at the state and district levels will need to conform to those in other states.

3. Other state interventions. At the time of the July preparation mission, 3000 teaching post were vacant in primary schools, while the project proposals requested funds for a large number of additional teachers. The mission suggested that further documentation would be required focusing on the current vacancy situation, the availability of teachers, training capacity and output, and recruitment policies and procedures and that a detailed proposal be prepared on how the project districts and the state as a whole will deal with the serious shortages, particularly of female teachers, vacancies in posts reserved for SC candidates and the acute situation said to exist in more remote areas. The state proposal describes some procedures which have been followed to alleviate this situation, such as the transfer of 1600 teachers from urban to rural areas and the withdrawal of JBI teachers from middle and secondary schools and their transfer to rural primary schools. During discussions the mission was informed that 2600 of the 3000 vacancies had now been met. The mission requests that in the course of the next round of project preparation details of the effectiveness of these measures be prepared, especially in light of the baseline study findings on absenteeism and vacant posts in some of the project districts, together with measures proposed for dealing with the problems of recruiting female teachers and filling posts reserved for SC candidates.

4. Finance. In both the state plan and the education financing study, a good deal of useful information was supplied. The mission was pleased to note that a specified amount for the state's contribution to DPEP is being incorporated into the 1994/5 annual plan. Actual plan expenditures on primary education for 1992/3 were provided. By appraisal the mission requests a statement of the 1993/4 revised estimates and a preliminary plan estimate for 1994/5. Attention was drawn to the GOI guideline that DPEP funding would need to be in addition to the normal growth in state plan expenditure on primary education in particular and education in general. It was agreed that Haryana would accept the outcome of discussions between GOI and the IDA regarding the precise implications of this guideline. Discussions were also held regarding the second DPEP financial guideline that states show that the annual recurring expenditures of the project can be sustained by the state. Assurances were given that the activities would be sustained and Haryana's financial position was stated to be superior to most other states. The mission pointed out the very high proportion of salaries and consumables in the current proposals and recommended that attention be given to this and requests that by appraisal the annual recurring costs of the final proposal at the end of the project period be calculated in detail.

II. District Proposals

1. Participation. The preparation mission in July noted that the individual district plans were identical in form with only the numbers varying. While the plans have developed significantly since then and activities such as school mapping have been undertaken in each district, the approach has not been altered. In the meeting, the state defended this approach on the grounds that Haryana is a relatively small and homogeneous state and that the project districts face essentially the same issues and circumstances. Although not recorded in the plans, it was reported to the mission that several meetings had been held among teachers, parents and villagers in the process of plan formulation. As is indicated at the end of this report, there are some significant variations in the emphasis which the various districts have given to the common set of components. The mission requests that the numbers and types of consultative

meetings be summarised on the basis of the following table:

	Number of Meetings	Number of Participants
State level		
District level		
Block level		
5. Group communities		

2. Management The weakest aspect of the Haryana proposals, as is also the case in other state proposals, is the lack of attention given to the management problems of implementing a complex program of separate activities. Apart from a training in one district, all the other activities, including construction and a formidable training objective based on four different institutional levels (not all of which currently exist) are scheduled to begin in year 1. Detailed work plans and, particularly, a step by step account of the phasing of the many related activities eg. from the development of curriculum with a variety of objectives to the final purchase of a book by a pupil, from the process by which training needs are identified through to the delivery of a programme and its evaluation, have not yet been supplied. Non formal education is another example. In recent years, plan activities in each project district have cost around Rs1 crore a year - the proposed plans for 1994/5 imply between Rs9 and Rs15 crores for each project district and an average of Rs8 crores a year through the project life. The management of the program could be overwhelming unless very careful assessments are made of the managerial capacity of each agency involved. The mission recommends that a small number of high priority activities initially be focused on and, where feasible, others be implemented in a phased manner as pilot programs. The mission requests that, prior to appraisal, state and district plans be prepared that include detailed first year work programs and budgets, with activities prioritized and additional staffing/training/resource needs for high priority activities highlighted.

3. In-service training. A particular area where much more thought needs to be given to defining the roles of institutions and their work programs and the scheduling of activities is in-service training. Given the size of the recurrent inservice training program in project districts it may be more appropriate for DIETs to be responsible for training trainers, not teachers directly as envisaged, and that the major load of inservice training occurs at the block resource centres or school clusters. The mission requests that before appraisal, a more detailed training plan and schedule that includes which type of training will take place where and who will plan the training and devise the modules be prepared.

4. Existing activities. A number of existing activities are proposed for substantial additional funding. These include the school centers where a peon is proposed plus headteacher honoraria plus a large increment for materials; anganwadis where the annual materials allocation is to rise from Rs160 to an initial R12200 plus Rs240 a year; DIETs where a variety of activities including a museum, video cassette library, language laboratory are proposed; and district and block offices where additional officers, clerks and chowkidars are proposed. Lacking in several of these proposals are the additional activities to which the increased resources are related eg. what will be the additional output of the school centers, anganwadis, DIETs and block education offices which might be monitored? The mission requests that in the process of further detailing, any additional resources proposed for an existing program be accompanied by a description of the additional activities which will be undertaken. Since the development

of block resource centers are the most costly component of the proposed project after school buildings and additional teachers, the mission also requests that by appraisal particular attention be given to providing the details of the envisaged annual work program of the BRC's

5. Quality and retention The proposal to improve quality and increase retention fall into two **categories. Around half of the total cost focuses on inservice training while the other half is an assortment of 17 separate activities** encompassing activities such as educational tours, cassettes, dual desks, sports equipment (the most costly of the activities), school adoption programmes, school beautification programmes etc. These are difficult to assess in terms of their likely effects on the objectives. Many of them are school based and individual headteachers may view their effectiveness differently. The mission recommends that consideration be given to the alternative of establishing a small fund from which schools might be allocated grants for specific items to improve learning and retention, and another at each school to allow teachers to purchase consumable supplies for the preparation of low cost learning materials.

6. District variations As discussed above, the basic 'ingredients' of the four district plans are the same. The emphasis and proposed allocation of program resources, however, do differ somewhat. To some extent this is to be expected and is in the spirit of district based planning. In other respects it is not immediately clear why the costs differ as widely as they do for activities adopted uniformly. For instance, in Hissar the school centre costs are twice those in other districts and the anganwadi program three times more than in Kaithal while the block resource centers and the non formal programs are also much more costly. Conversely, for the large component dealing with new schools and additional teachers, this district's proposal is one quarter of those from Sirsa and Jind. In Jind, the costs for VECs are 11 times those, for instance, in Sirsa and the allocations for workshops, honoraria and health checks are high. In Sirsa, expenditures on teaching-learning materials and on workshops are very low while those on additional teachers are very high. The budget for VECs in Kaithal is relatively high. The mission recommends that a comparative review of the structures of the district plans are made focusing on the reasons for major variations in cost.

Summary of Actions to be Taken by Appraisal

Prior to appraisal, the mission requests that the GOH DPEP preparation team:

- a. bearing in mind the comments made above on scheduling, prepare an annual work plan and budget for the first year of the project
- b. meet with the GOI core team representatives to answer further detailed questions regarding costings and to resolve outstanding issues of policy
- c. complete the activities requested by the IDA mission as listed above plus those contained in the main body of the aide memoire.

KARNATAKA STATE REPORT

DPEP PRE-APPRAISAL MISSION

JANUARY-FEBRUARY 1994

The state and district plans for Karnataka were reviewed by IDA and the NCERT-NIEPA core team on January 29th 1994 in New Delhi. The state and district teams were commended for the progress made in revising the DPEP plans since the last mission. The district plans had been greatly clarified and included details of the participatory process, school maps, civil works designs, training plan summaries and project costing. The state society had been registered and data collection for the study are completed. Analysis of data and preparation of study reports will be completed by NCERT-NIEPA in February/March. Integration of study findings in the state and district plans will need to be carried out as soon as possible. The following sections outline important points covered in the State and District review meeting.

STATE LEVEL

General Intervention Strategies

State representatives recognized that the state component was tentative. Specific areas that would need further clarification include the following:

- (1) The State plan document would need to clarify how many of the projected 46,280 new teachers for the State would be financed by the State itself and how many by the project. Further, rationalization of project financed teachers is needed. It was not clear whether the number matched the number of new classrooms and schools to be built. The project would finance teachers according to State norms which in Karnataka are 1:50. However, it was decided that if the State wished to experiment with a different teacher:student ratio, this could be tried on an experimental basis.
- (2) The project could not finance inputs for higher primary classes and the revised proposal would need to reflect this.
- (3) Management functionary training is proposed in the State plan and a consultant committee will be set up to develop this. The management process (responsibilities, accountability and relationship between project staff and GOI counterparts, Annual Work Plan and Budget and flow of funds to district/block/school) needs to be developed in detail.
- (4) To strengthen the capacity of DSERT and DIETS, it was noted that the State would require the assistance of private agencies and Indian institutes within the State. The final State plan would reflect detail a program of strengthening the DSERT and DIETS.

Financing

To meet DPEP guidelines, the state plan needs to show that program resources will be a net addition to the normal growth of state plan allocations for education as a whole and primary education specifically. To do this, the amount of state plan expenditures allocated for incentives, new teachers and other investments is necessary as well as clarification of the amount of additional inputs being provided from outside the education department budget, including from Operation Blackboard. Eighth Plan allocations for education and for primary education need to be presented.

The cost of the proposed project is Rs.170 crores. This implies a cost to the state government of Rs.26 crores or Rs.5 crores per year. Total plan outlays on primary education in 1993/94 are

Rs 202 crores or Rs 150 crores if incentives are subtracted. While on paper it would not appear difficult for the state government to increase its allocation to cover state costs, it would be necessary for some form of guarantee to be provided that this issue is understood and accepted by the government.

The state project document does not provide an estimate of the annual recurring expenditures that the state will have to bear as a result of the project. This will need to be done and the results compared to some estimation of the anticipated additional non-plan real allocations at the end of the project period.

STATE AND DISTRICT LEVELS

Gender Strategies

The district plans need to specifically address how Matru Samitis/Mandals would participate in the project. The plan should be drafted in a way which includes gender sensitive management and planning structure/means.

The SC/ST Cell under the DSEP should be given a gender project mandate, build a database and undertake research on women's issues. In the revised plan, a description of who will manage and carry out these tasks would be needed as well as a description, if necessary, of additional staff needed.

Residential schools for girls are proposed in the Kolar district plan. Because residential schools require a very large investment and because strategies must be linked to problems identified, the justification for special residential schools would be necessary in the final plan. For example, if parents do not want to send their girls to school because they do not want them to walk to school alone, chaperones could be appointed to accompany the girls to and from school.

Finally, female nodal organizers are proposed. The final plan would need to explain what their duties would be, how they would be recruited and what they would be paid.

SC/ST Strategies

The Mandhya District plan calls for developing residential schools at the hobli level for green card holders. The plan would also need to include a section describing the current activities of the Tribal Welfare Department in education and if the project will overlap or coordinate with those activities. In addition, the justification for the residential schools is necessary and should be clearly linked to the problems SC/ST children have in attending regular schools.

It was clarified that DPEP guidelines preclude the financing of second uniforms for girls and NFE students.

Training

A model for augmenting DIETs including equipment and additional staff for in-service training is to be prepared by NCERT. In addition, NCERT will also prepare prototype training modules. In the revised plan, these guidelines and a plan for adapting or customizing the modules, should be taken into account. The revised DIET plan would include the following topics:

- a. Description of DIET objectives in each project district (including schedule for sanctioning and operationalizing Belgaum and Mandya DIETs)
- b. Number and qualifications of DIET staff in place

- c. List of staff yet to be placed and description of additional staff required
- c. Equipment and furniture requirements
- d. Cost estimates -- annually and for 5 years

The proposed program for upgrading underqualified teachers through distance mode was discussed. It was clarified that the project will finance materials development only. In addition to the list of new training activities in the areas of leadership, human relations, motivation and group dynamics, it was stressed that these activities should be addition to training programs in multi-grade teaching, teaching reading and basic math and teaching MLL and the use of MLL tests.

The internship program proposed for primary teacher training was commended. It will be important to include in the revised plan, however, a description of how the teachers will be supported in their internship year, what types and amount of training they will receive and where (on-the-job or at DIETs), and how the senior teachers they will be paired with will be selected and trained for their responsibilities.

In-service training. It was suggested that a detailed chart indicating the training cascade (i.e., who will be training whom) at each level proposed for each district be included in the revised plan. The chart should indicate the number of teachers to be trained at each level and the frequency. Therefore, for example, instead of training each teacher in the district for two to three days three times per year, training may be more effective if fewer teachers were trained for longer periods of time (e.g., 8-10 days per session). Finally it was suggested that a program of collecting feedback and evaluating all training programs be developed in each district plan so that mistakes are not repeated and training quality becomes progressively higher.

Teachers quarters are proposed in Kolar district. The revised plan should include a study that will investigate the following: 1) Are the quarters being used by teachers? 2) Do the quarters make a difference in teacher attendance? 3) Are the quarters acceptable to female as well as male teachers (e.g., are they acceptably secure and well located, do they have separate toilet facilities for men and women)?

VLC Training. Only Kolar and Mandhya districts list VLC training as an activity. This training should be in each district and should include an orientation to the goals and objectives of the project and what the specific responsibilities of VLC members will be.

Books and Materials

Regarding the proposed teacher training curriculum revision, it is suggested that the work be integrated with textbook revisions being carried out by the textbook board. This implies that the results of training curriculum revisions would not be available until the second year of the project.

The state proposal plans for the revision of all books of grades 1,2,5 during 94-95 and the revision of all books 3,4,6,7 the next year. It was suggested that more time would likely be needed to test and trial the new books and the emphasis should be on producing high quality books rather than meeting a timetable.

The production of teaching/learning materials in districts is also proposed. It was clarified that the NCERT would be developing national prototype materials and that the states and districts would be able to adapt, test and use the materials.

Materials are proposed for new schools according to OB norms. Given that the OB materials are generally not utilized where they have been provided, it was suggested that a lump sum be provided to schools (as Mandhya district has proposed) so that teachers can purchase what they actually need.

Supervision

The Belgaun district plan calls for augmenting and improving the existing supervision structure. In the revised plan, program guidelines restricting the procurement of vehicles and additional staff should be taken into consideration. Augmenting the supervisory structure on a pilot basis in one district with an appropriate evaluation component, would be acceptable under DPI P guidelines.

DSERT Development

The state is encouraged to include the development of either a separate wing of DSERT, or a separate institution for education management, planning and training. The general model for the new institution would be the SLEMI in the Uttar Pradesh project.

Non-Formal Education

None of the plans contained details on NFE costs and how the proposed program would be financed or differentiated from the OBE program.

ECCE

ECCE district plans needed more detailed cost breakdowns. The plan should also clarify that ECCE programs are planned for non-ICDS areas, that ICDS norms will be adhered to and that nutrition would not be a component. It was also agreed that training for existing anganwadi workers would be taken out of the plan.

The proposal to open pre-primary programs attached to primary schools was also discussed. The plan, however, includes no new civil works, but assumes that pre-primary classes will take place in existing primary school rooms which are in most cases, already filled to capacity. The pre-primary program would need to include details on what the objectives of the program are, how teachers will be trained, and how classes can take place without disturbing ongoing school activities.

State Management/MIS

The DPEP MIS will monitor three types of data from the project: (1) school statistics, (2) progress on project inputs, expenditures, disbursements, and outcomes, and (3) evaluations and research studies. In order to be compatible, each state's MIS must converge with each other state's MIS and with the national MIS now being designed. For that reason, Karnataka should finalize its MIS design only after receiving information from MHRD on overall national requirements and state options.

In the meantime, Karnataka can prepare to implement its MIS in two ways. First, it can constitute a state-level MIS Implementation Committee to interact with the national committee now being established. Second, in its revised state plan, Karnataka can address three questions not fully answered in the current plan: (1) Where will the MIS be located organizationally at the state level? (2) How exactly will data be verified for accuracy at the block level? and most importantly, (3) How will information from the MIS actually be used to improve decision-making at all levels? (4) It is proposed that MIS training be conducted by NIC and NIEPA/COPE personnel. A detailed timetable with preliminary training objectives for the different groups of trainees should be included in the next plan.

Other

Kolar district proposes to electrify schools. The revised plan should include a section on why the schools need electrical supply, how the electricity would be used and how the costs of electricity and light bulbs would be paid.

COSTS

The costing of several items remained unclear in the plan documents. They are as follows:
 Kolar: consumables 54.96 lakh, 3325 villages pro-formas for pre-project enrolment drive
 25 lakh stationary maintenance

Raichur: 50 lakh ECCE unspecified Rs.625 per creche for 4 years. p.72

Belgaum: Media center equipment (sound recording equipment) is proposed at 5 lakhs rupees. The proposal did not state how the equipment would be used, where it would be used and by whom? Media Campaign: posters for Rs. 2 million. How many posters would be produced for this amount and have alternative modes of communication been adequately explored? This amount is in addition to the 25 lakhs being spent at the state level for materials preparation. Rationalizations of these costs are required (costs of producing, printing, distributing etc). Expendable Play activities: 18.75 lakh (also in Mandya). Costs break-downs are needed.

Mandya: This proposal needs break-down of all cost figures as the other districts have done.

DPEP Pre-Appraisal Mission

Kerala State

1. The state and district plans for Kerala State were reviewed by officials of GOI and IDA on 27 January 1994 in New Delhi. The IDA mission noted favorably the considerable progress in project preparation that had occurred since preparation missions in July and November, both state and district proposals reflect recommendations made in those missions. A draft state level plan was available for review, which had not been the case in the previous two missions. Both state and district proposals include **extensive documentation of meetings held for purposes of project preparation and lists of institutions, school, and population breakdown.**

A. Conformance with Guidelines

2. Kerala's high level of literacy and primary school participation distinguish it from other DPEP states. The principal objective of the DPEP in Kerala is to increase learning, achieve concept clarity, promote retention, while expanding access to schooling to SC/ST children who remain unserved. The district and state proposals generally conform to the DPEP/IDA guidelines, and civil works amount to less than 24% of the proposed project in all three districts. There are four possible areas of non-conformance that need to be resolved:

(a) No district proposal includes support for Women's Development other than awareness training for Mother PTA members; the mission requests that documentation be provided that justifies the low priority placed on Women's Development in Kerala.

(b) Two district proposals provide for limited incentive programs (pre-school feeding, uniforms, "learning kits"), which may be inconsistent with DPEP guidelines; the mission requests that all district proposals be reviewed closely for their conformity with DPEP guidelines and that all non-conforming activities be removed from the district proposals.

(c) Kasargode has proposed that DPEP support all primary schools in the district, without respect to ownership; the mission requests assurance that DPEP support for government-aided and non-aided schools is consistent with state policy.

(d) The state proposal requests support for changing the SIE to a SCERT. This request includes significant civil works and salaries. A full description of the organizational plan for the SCERT is provided in the proposal, and the mission requests that an annual work plan and budget be provided for the proposed SCERT. In addition, the mission notes that salaries for SCERT personnel would be financed by DPEP only to the extent that they are additional; additionality is a requirement of IDA. The mission requests that posts transferred from SIE to SCERT, and hence financed by the state/GOI, be clearly distinguished from those that would be financed under DPEP in this annual work plan and budget.

B. Contribution to DPEP Objectives

3. Decentralized planning for DPEP in Kerala has identified nearly 60 different activities for improving access, increasing retention, increasing learning and building institutional capacity. The

probable contribution of most activities to the first three DPEP objectives is transparent, although proposals do not rank activities by priority or analyze activities for their comparative cost per beneficiary. Very few strategies for increasing the capacity of state and district level institutions are proposed.

The mission recommends that a workshop with GOI, NIEPA and GOK representatives be held prior to appraisal, the purpose of the workshop would be to review the results of the baseline studies and their implications for identifying the highest priority and most relevant interventions for improving retention and achievement.

4. School construction and rehabilitation are major strategies for increasing access and improving retention. **New school construction is targeted at school-less SC/ST habitations and school rehabilitation** (additional placement) is targeted at schools with documented need. Additional classrooms are proposed for schools with overcrowding. The mission recommends that:

(a) written procedures for targeting school-based civil works be prepared prior to appraisal, and
 (b) steps for monitoring conformity to these procedures over the life of the project be included in the state plan for the PE-DSK.

5. The relative amount of resources proposed for activities to increase access, improve retention or increase learning vary across the three districts. In both Kasargode and Malappuram, where enrollment rates are high, over 50% of project resources are proposed for activities that would increase learning achievement. By comparison, in Wayanad, where 38% of the state's tribal population lives, nearly 60% of project resources are proposed for activities that would increase access to schooling, particularly for SC/ST children. The most common strategy for improving learning is increased pre-school education and facility improvement. Few plans propose activities to improve the teaching-learning process.

6. The mission recommends that activities intended to increase learning achievement could be augmented in three ways:

(a) DIETs, block resource centers, and/or school complexes could expand their programs to provide for recurrent inservice teacher training on MLL, including school-based training, coaching and supervision, based on modules to be developed by NCERT.

(b) DIETs could manage school-based quality improvement programs that would provide each teacher an annual amount (say Rs. 200) to purchase consumable supplies for the preparation of low-cost learning materials; another school quality fund, for larger items, could be managed so that schools would compete for funds.

(c) State and DIET action plans and budgets could provide for support needed to adapt in-service teacher training modules developed by NCERT to local conditions.

7. At the same time, the mission notes that two districts have proposed allocating significantly more resources for preschooling than for in-service teacher training (6 times more in Kasargode and 4 times more in Malappuram) or for primary school learning materials. International experience demonstrates that (a) the benefits of good preschooling is lost if the formal school is of poor quality and (b) recurrent inservice teacher training and classroom learning materials are cost-effective ways of improving school

quality. The mission requests that:

- (a) the districts develop a strategy for ensuring that the benefits of preschooling are not lost once the child enters primary school.
- (b) propose this strategy for funding under DPEP, and
- (c) in districts having little experience with implementing ECCE, programs be tried on a pilot basis and implemented in a staged manner.

8. Strategies for strengthening institutional capacity are largely missing from district plans: in the state plan, most resources for capacity development are focused on converting the SIE to a SCERT. The mission recommends that, prior to appraisal, GOI provide assistance to the GOK in preparing institutional capacity development activities for MIS, monitoring and evaluation, primary teacher inservice training methods and modules, and DIET strengthening.

9. MIS Kerala will need to finalize its MIS design after receiving information from GOI on overall national requirements and state options. In the interim, the mission recommends that the state prepare to implement its MIS through constituting a state-level MIS Implementation Committee and by elaborating its proposal to indicate activities that would:

- (a) ensure that institutions will provide correct and valid data in the absence of statutory bindings,
- (b) be required for aggregating data, and
- (c) make available information to decision-makers at all levels.

10. **Monitoring and evaluation.** The district plans propose few activities that would enable DPEP to learn from the Kerala experience, through research and evaluation. Small "action research" activities are proposed in Kasargode only. The state plan for transforming the SIE into a SCERT lists functional components of this institution (e.g. Department of Educational Research, Documentation and Dissemination) and indicates typical tasks, but does not set out an annual work plan or budget or indicate how SCERT would assist districts in their monitoring and evaluation activities.

The mission suggests that specific activities of evaluation, research and monitoring be included in the work plans for SIE/SCERT and DIETs and costed for the outer years of the project.

11. **Training modules.** Insufficient attention is paid to the preparation of modules for training courses: the state plan proposes to prepare training modules in a single 10-day workshop and not be subject to trial and revision. Alternative modalities for module preparation could be explored. In particular, the training modules could include provision for recurrent training, a system of feedback and evaluation, participatory activities.

The mission recommends that SIE/SCERT collaborate with an apex training institution for module development activities: resources to finance this collaboration could be included in the budget for this activity. In addition, the annual work plan and budget for SIE/SCERT would

need to how SCI/SCERT would support DIETs in their training activities.

12. **DIETs.** DIET augmentation appears in plans for all districts, but is typically limited to physical facilities. Because this is common to all states, the mission requests that GOI prepare a model for a standard package of DIET augmentation activities and hold a workshop on this model with states and districts prior to appraisal.

C. Administrative Feasibility

13. The weakest aspect of the Kerala proposal is the feasibility of managing the menu of complex interventions that are proposed and of implementing the extensive program of school construction and one-off training that is envisioned. Work plans and budgets are not available for all activities, and coordination between related activities (staging) is missing. For state and national support institutions to assist districts, it may be necessary to limit the number of activities undertaken in the first few years of the project.

14. In line with Kerala's key role as a DPEP model for improving school quality, its DPEP program could focus its initial implementation efforts on high priority activities to increase student learning. State and national level institutions would then support these selected activities, lower priority interventions could be implemented in a phased manner as pilot programs.

The mission requests that, prior to appraisal, state and districts prepare first year annual work plans and budgets, with activities prioritized and additional staffing, training, and resource needs for high priority activities identified.

D. Finance

15. DPEP guidelines require that program resources are additional, annual recurrent costs are sustainable on state non-plan budgets, and that the state contribution be on the order of 15% of the total project cost. Prior to appraisal, the mission requests that:

(a) GOI provide IDA with evidence that the Kerala program resources will be additional to total education and primary education budgets in the 8th plan.

(b) GOI provide IDA with evidence that Kerala will be able to provide its 15% (estimated at Rs. 3 crores per year), given that total plan outlays on primary education in 1993/4 was only Rs. 3.2 crores.

(c) GOI provide IDA with evidence that Kerala has developed a strategy for reducing the teacher force to free resources for sustaining non-plan allocations in real terms at an estimated level of Rs.26 crores per year one year after the project ends.

E. Participatory Planning

16. All district proposals provide annexes with lists of meetings held with various constituents in the district. However, these lists have not been summarized as requested after the November, 1993, IDA mission. The mission requests that the numbers and types of consultative meetings be summarized in the

following table:

	Number of meetings	Number of Participants
State level		
District level		
block level		
School/Community		

I. Summary of Actions to be Taken by Appraisal

17. Prior to appraisal, the mission requests that:

- (a) district and state annual work plans and budgets be prepared for the first year of project.
- (b) a meeting be held between the GOI and the GOK to resolve issues regarding specific activities and their costs and conformity with DPEP.
- (c) quantitative summary documentation regarding the participatory planning process provided IDA (as per E above) and quantitative summaries of all annex tables in district plans and
- (d) other activities requested by the IDA mission as listed in sections A-E above be provided.

**Summary of Project Components
Fit with DPEP Objectives
State: Kerala**

Categories	Malap	Kasar	Wayan	State
Specifically Excluded from DPEP (DPEP 2.4.1)				
<i>Activities covered by ongoing central and state schemes:</i>				
Non-educational inputs				
C.6. Uniforms to ST pupils	-	-	X	-
D.29 Learning kit for ST pupils	-	X	X	-
D.15 Meals for pre-primary students	X	-	-	-
Environment Building				
<i>Structures for continuous consultations</i>				
<i>Innovative activities to mobilize public opinion</i>				
A.3 PTA training	X	X	-	-
T.19 Module preparation for NGOs & community leaders	-	-	-	X
Primary Formal Education				
<i>Micro-planning/ school mapping</i>				
A.3 Household surveys	-	-	X	-
<i>Physical facilities (24% total)</i>				
A.1/B.2 New schools	X	X	X	-
A.2 NFE centers	-	-	X	-
C.1 Play ground	-	X	X	-
C.3 Water facilities	X	X	X	-
C.4 Urinals	-	X	X	-
C.5 Compound Wall	-	-	X	-
D.7 Text book depots (central and district)	-	X	-	X
D.8 Replacement of thatched/dilapidated buildings	-	X	X	-
D.9 Classroom additions to existing schools	X	X	X	-
D.10 Separation wall	X	X	X	-
D.13 School complex	-	-	X	-
D.15 ECCE centers	-	X	X	-
D.25/B.3 Ashram/gurakula schools	-	X	X	-
D.26 Replacement of rented buildings	X	-	X	-
D.30 Electrification	-	-	X	-
<i>Equipment and teaching learning aids</i>				
C.2 Sports materials	X	X	X	-
D.4 Teaching/learning equipment	-	X	X	-
D.5 Low cost learning aids	-	X	-	-
D.6 Reading materials	-	X	X	-
D.11 Furniture	X	X	X	-
D.18 Children's journals	-	X	-	-
D.22 Laboratory facilities	X	-	-	-

<i>Production/ distribution of textbooks, NFE, ECCE materials/ teacher guides</i>				
D.20 Handbooks for tribal language	-	X	X	-
T.25a Teacher handbooks	-	X	-	X
T.26 Pupil workbooks	-	X	-	X
<i>School libraries</i>				
D.19 Reference library	X	X	-	-
<i>MLL assessment and intervention</i>				
D.12 Compensatory education	X	X	X	-
T.21 Module preparation for MLL training	-	-	-	X
T.24 Teacher handbook preparation	-	-	X	X
T.25 Student workbook preparation	-	-	X	X
T.30 MLL test development	-	-	-	X
T.31 MLL test printing	-	-	-	X
<i>Female teachers' salaries for rural areas</i>				
<i>Free textbooks for SC/ST female</i>				
D.23 Free textbooks to tribal pupils	X	-	-	-
Primary NFE				
<i>Models for out-of-school children</i>				
<i>Location needs assessment</i>				
<i>Recruiting & training teachers</i>				
B.4 NFE Center	X	X	-	-
<i>Teaching learning materials</i>				
B.4 NFE Center	X	X	X	-
<i>Community mobilization for management and monitoring</i>				
Early Childhood Care & Education				
<i>Module development</i>				
<i>Coordination of ECCE facilities with ICDS ECE programmes & primary schools</i>				
<i>Opening ECCE centres in non-ICDS areas</i>				
D.15 Opening of ECCE centers	X	X	X	-
<i>School readiness programs</i>				
D.15 Pre-primary for tribal children	X	-	-	-
Training				
<i>In-service teacher training</i>				
D.1 Training courses	X	X	X	-
D.2 Distance education	-	X	-	-

<i>Training district master trainers and resource persons</i>				
T.20 MLL training for resource persons	-	X	X	X
T.27 Gender discrimination training	-	-	-	X
T.28 Dissemination of tribal study	-	-	-	X
T.29 Dissemination of base line assessment	-	-	-	X
<i>Training education administrators (district/block/VEC)</i>				
D.24 Strengthening AEO's office	X	-	-	-
T.22 MLL training for EOs	-	X	-	X
T.23 MLL training for primary school heads	-	X	-	X
<i>Augmenting DIETS</i>				
D.14 Strengthening DIET	X	X	X	
D.16 Action research	-	X	X	
D.13 School complex	X	X		
D.17 Field interaction academic inspection	-	-	X	
D.21 Subdistrict resource center	X	X	-	
<i>Activities / facilities for continuous training</i>				
<i>Women's development</i>				
<i>Activities for women's education</i>				
<i>Training for female functionaries/ activists</i>				
<i>Training female VEC members</i>				
<i>Awareness programmes</i>				
<i>Management structures and MIS (State Level)</i>				
<i>Setting up state society & district/ sub-district management structures</i>				
T.2 Project Implementation Unit (state and district)				X
T.2 Conversion of SIE to SCERT				X
<i>MIS compatible with national system</i>				
T.18 MIS training				X
T.2 MIS Unit				X

Note: A.1 to D.30 refer to Table 10 "Project Costs by Component" in Kerala State Level Intervention Report
T.1 to T.30 refer Tables 1 to 30 in the above document
Headings in bold and italic refer to the GOI District Primary Education Project description.

**INDIA: DISTRICT PRIMARY EDUCATION PROJECT
PRE-APPRAISAL MISSION: STATE REVIEWS**

MAHARASHTRA

1. The World Bank Mission reviewed the State and District Plans submitted by the Government of Maharashtra (GOM) on 31 January 1994. The review was attended by Mss. Bashir, Chatterjee, Lockheed and Teas, and Messrs. Casey, Cohen, Gongar, Hendricks, Hinchliffe, Middleton and Srivastava of the World Bank. The Government of Maharashtra (GOM) was represented by the Secretary (Education), Director of Education, Director of the State Council for Educational Research and Training (SCERT), and the Chief Executive Officers of the Zilla Parishads of the five districts participating in the Project. ~~The Government of India (GOI) was represented by the Joint Secretary, Department of Education, and the Director (VS), Department of Education, of the Ministry of Human Resource Development. Several~~ officials of the National Council of Educational Research and Training (NCERT) and the National Institute of Education Planning and Administration (NIEPA) were also present during the discussions. The World Bank Mission wishes to thank all these officials for the informative and extensive discussions held.

2. The review was based on the State Project Report and District Plans received from Aurangabad, Latur, Nanded, Osmanabad and Parbhani districts prior to the date of the review, including the version of the Parbhani District Plan received from the GOI on 24 January 1994. A revised version of the Aurangabad District Plan was received during the review. Although some aspects of this Plan were presented and discussed, the Mission had not scrutinized this version prior to the review.

I. State Proposal

A. Policy Issues and Actions

3. The Mission recommends that, in view of the lack of proposals from the districts for concerted Women's Empowerment activities, the GOM consider the possibility of the Department of Education initiating a women's programme in the state along the lines of Mahila Samakhya (MS). The programme could be developed and implemented first in the project districts in a phased manner and with the help of NGOs. The GOM could begin to explore approaches and design and plan such a programme by immediately establishing a small Working Committee including national resource persons with experience of MS and district representatives.

B. Project Components

4. The state-level Plan includes proposals to establish project management structures, state institutes for research and training (SCERT) and planning and administration (MIEPA), development and dissemination of MLL, a resource centre for non-formal education (at the SCERT), and MIS activities. These activities address major areas of need in the development of Maharashtra's primary education system, and are in keeping with DPEP objectives and guidelines. Specific comments on these components are given below. In general, there is a need to integrate the State Plan with that of the districts (eg. in training), particularly with regard to phasing, in order for project activities at the various levels to complement and reinforce each other. Also, project components within individual district plans and between the state and district plans need to be balanced in terms of quantities.

1. Institutional Capacity

a) State-level Institutions

5. In its State Plan, the GOM proposes to strengthen the existing SCERT and establish a state-level Maharashtra Institute of Educational Planning and Administration (MIEPA). The proposal for strengthening the SCERT focusses on setting up science laboratories, workshops for SUPW, and a library. The Mission recommends that the proposal be revised to focus on activities aimed specifically to develop and support primary education. Similarly, MLL activities proposed to be undertaken by the SCERT with DPEP finances should be focussed on Stds I to V, rather than on Stds VI to VIII as **currently proposed. The establishment of the NFE Resource Unit could be included among activities to strengthen the SCERT rather than as a separate component.**

6. The state proposal to establish MIEPA includes the development of physical facilities (construction and equipment), staff salaries, training programme costs, and provisions for research, publication and conferences. The Mission requests that additional details be provided on the content, development of materials for organization, phasing and evaluation of the training by Appraisal. The proposals should address the need for innovation in educational administration and school inspection systems (which the GOM proposes to modify and strengthen). In addition, a statement of how the training of administrators and extension officers will link up with that of teacher educators and teachers to be conducted under the Project by the SCERT would be useful.

b) Textbooks

Development of curriculum, teacher training curriculum, teacher training itself and teaching/learning materials should be carefully coordinated. For this reason, annual updating of books would seem to be impractical and should therefore be avoided as much as possible. Manuscript development for new textbooks should involve practising primary teachers, and books should be field tested. Illustrators and designers should be employed to improve quality. More comprehensive desk-top publishing equipment can be introduced to provide printers with camera-ready copy. The Mission observes that the staff of the Maharashtra Bureau of Textbook Production would benefit upgradation of their skills. The state is currently paying high rates for printing, and should explore ways of reducing these (such as printing outside the state). Production, stock and distribution control should be computerised in coordination with MIS.

8. The proposal to revise MLL books, which are yet to be introduced (in July 1994) runs the risk of these books being instantly obsolete. Teacher handbooks need to be developed for MLL. The MLL effort should focus on simplifying both learning for the student and teaching for the teacher, with simple handbooks being produced where necessary.

9. The Mission requests that information be provided to the Bank on the review which has been conducted of gender bias in textbooks, and any follow-up actions which have been taken.

c) Training

10. The State has proposed that resources for training be invested largely in the SCERT. However, the actual burden of training which will be carried by the SCERT needs to be specified, and assessed against the qualifications and capacity of SCERT faculty for conducting primary level training. The

proposals for science laboratories and production workshops do not reflect primary level training needs. In this connection, that of the MLL training proposed, and other activities, the State should note that the DPEP does not permit expenditure on activities which are not related directly to the primary level of education, i.e. Classes I to V.

11. MLL training is proposed at several levels of the educational system: the SCERT, district-level TTIs and resource centres, beat, cluster and school complex levels. There is a need to consolidate this multi-level training into an overall plan which rationalizes the use of financial, manpower (time) and administrative resources. There may not be a need to increase capacity at all levels. For example, the bulk of teacher training could take place at cluster level, with resource persons trained at the SCERT or district institutions (DIETs, when these are established). **The system for evaluation of and feedback on training programmes also needs to be described in the revised State proposal.**

12. The Mission noted that neither the state nor district plans provided for gender sensitization of education administrators and teachers. This should be well-integrated with training of these groups at all levels, aimed particularly at removing gender bias within the classroom (especially for teachers) and in the implementation of all state and district level educational programmes and school enrolment efforts (administrators and teachers).

d) Management Information System

13. The DPEP MIS will monitor three types of data from the project: (1) educational (school) statistics, (2) progress on project inputs, expenditures/ disbursements and outcomes, and (3) evaluations and research studies. In order to be compatible, each state's MIS must converge with each other state's MIS and with the national MIS now being designed. For that reason, Maharashtra should finalize its MIS design only after receiving information from MHRD on overall national requirements and state options.

14. In the meantime, Maharashtra can prepare to implement its MIS in two ways. First, it can constitute a state-level MIS Implementation Committee to interact with the national committee now being established. Second, in its revised State Plan Maharashtra can address three questions not fully answered in its current plan:

- (1) Why are all 31 districts included in the new MIS plans?
- (2) What is the rationale for including regional offices in the MIS data flow?
- (3) What role will the Maharashtra SCERT play in designing, implementing and operating the MIS?

e) Research and Evaluation

15. During the Bank's Preparation Mission, it was suggested that the GOM undertake a study of the state's incentive schemes to determine their reach, efficiency and effectiveness in terms of increasing enrolment, attendance, retention and (possibly) learning achievement. The Mission was informed that a research proposal has been developed and is pending with the GOI. It urges the timely commencement and completion of this study, whose results could have an important bearing on the management of the state government's incentives schemes within the DPEP districts.

16. Other research and evaluation needs for the project should be identified and adequate provisions be built into the state plan.

2. State Management Structure

17. The Mission was informed that the state cabinet has approved the setting up of the Project Society, and that the Society will be duly registered within the next month. In addition to the Society, the GOM proposes to establish a cell in the Secretariat to coordinate, direct and monitor the Project, and a new post of Joint Director for Elementary and Nonformal Education. The GOM should ensure that the functions of these two structures complement each other rather than overlap.

18. Both the state and district proposals should address the Mission's suggestion, made during the review, that efforts be made to increase the number of women, as well as the representation of weaker sections, in Project management structures, and in the educational administration of the state and project districts. In addition to raising the proportion of female teachers to 50 percent as is proposed, Maharashtra is in a position to increase the proportion of women in management to between one-third and one-half by the end of the Project period at the latest.

3. Overall Cost Proposals

19. The Mission noted that non-educational incentive schemes which are not permissible under DPEP constitute a large percentage of the budgets of the district proposals from Maharashtra. When these are removed, as required, the proportion of budgets on civil works will exceed the 24 per cent allowed. Hence, there is a need to revise the district plans and budgets in accordance with these norms. Some cutbacks can be effected in total civil works costs by eliminating large non-essential non-classroom construction. A part of the costs of MLL training (which is currently almost totally budgeted as a state component) could be included in the district plans, particularly in the context of the establishment of DIETs and upgradation of training centres at district level and below.

20. While on average the cost of additional staff salaries in Maharashtra is modest, which serves to keep post-project recurring costs down, two districts have relatively higher proposals (Nanded and Osmanabad). This matter could be investigated and revised as appropriate. The district proposals have also proposed relatively modest amounts for consumable items such as books.

4. State Finances

21. While state finances in Maharashtra appear to be relatively healthy, the Mission has some concerns. DPEP Guidelines require that Project resources be additional to those which would have been allocated in its absence; that annual recurrent costs will be sustainable by state budgets; and that the state contribute about 15 per cent of the total Project cost. Regarding the first requirement, it is of concern that Plan outlays on Primary Education in 1993-94 were below Plan expenditures in the previous year. The Mission was informed that in the 1994-95 Annual Plan, a specific allocation for DPEP has been provided which adequately reflects the state's obligation, and that this is over and above the normal expenditure on Primary Education. By Appraisal it will be necessary to document that the additionality principle is indeed being met. The State has not provided an estimate of the recurrent costs resulting from the Project at the end of the Project period. Rough estimates indicate that the Project as currently formulated will result in relatively high recurring costs in relation to past growth in non-Plan expenditures. Detailed estimates of the recurring costs will be required for Appraisal, together with a statement showing the recent real growth in State non-Plan expenditures on Primary Education. The precise requests made by the Mission regarding financial issues are in the main text of the Aide Memoire.

II. District Proposals

A. Overview

22. The five district proposals from Maharashtra are strong, and reflect the involvement of the Zilla Parishads' CEOs well, particularly in their efforts to converge primary education, ICDS and health services. However, the plans consist of numerous separate activities, many to fill equipment gaps, which are not integrated into a holistic approach to school development and management. The Mission recommends that the districts now pay careful attention to balancing project components, and to the phasing and sequencing of activities, planning them to complement and reinforce each other. In addition detailed training plans linking state and district level training, and the Annual Work Plan for the first year of Project implementation need to be prepared by all districts.

23. The Mission was informed that school mapping has been completed in all the project districts, although only a few maps were provided in the revised plans, and none in the Nanded district plan. School maps for construction to be undertaken in the first year of the project will be required by

24. The Mission informed the GOM that reconstruction of damaged school buildings in the earthquake affected districts (Latur, Osmanabad) was provided for under the Bank's Earthquake Relief loan, and should not be included in this Project.

B. Key Issues

25. Girls. While the mission was pleased to note that the district plans now contain a chapter on girls' education, it was disappointed that the chapter was the same in all five plans, and did not reflect the specific situations of girls or of educational facilities in each district. Some specific suggestions on strengthening approaches to girls education are given in the main text of the Aide Memoire, and below.

26. SC ST Children The plan for Nanded district contains an excellent chapter on the tribal taluk, Kinwat. Some of the educational needs of this area are being met under a Special Action Plan. However, other district-wide project activities (eg. training, MIS) and project innovations will be extended to this area. The Mission recommends that a comprehensive plan be prepared for this taluk for funding under the project, which would be in the spirit of the Bank's emphasis on tribal people. It would also like to stress that the Bank's requirements to consult with tribal people during project preparation and implementation would need to be met in this taluk as well as other project areas with more scattered tribal populations.

27. Participatory Processes. The district proposals describe the participatory processes followed during plan formulation largely in terms of the establishment of district and block level committees and a few meetings held by them. Numbers of meetings are not specified in most cases. The plans mention that suggestions were solicited by letter from a wide range of persons. The Mission is of the view that the participation of disadvantaged groups (including tribal people) was extremely limited, and wishes to express its disappointment on this score. As the Bank requires participation in project preparation as well as full documentation of efforts before Appraisal, the Mission suggests that the GOM and the district ZP expeditiously plan and conduct a series of meetings at village and block levels to discuss the current project proposals and revise them in accordance with any additional needs identified by and suggestions received from key target groups (beneficiary families). These meetings could also be used to create demand for project activities (environment building), and would assist local development administration

and education officers to plan atleast the first year's programme at the micro-level.

28. Women's Empowerment Programmes. As several of the district plans have not proposed a concerted women's empowerment programme, the Mission has recommended (see above) that the state government initiate a process of developing such a programme along with the districts, and that it be implemented in the districts in a phased manner, with appropriate local-level variations. Parbhani district proposes to engage and train animators to form women's groups and make them literate, as well as to orient women's groups, mahila mandals (MMs), mother-VECs, etc. The Mission recommends that these approaches be integrated and developed into a clear strategy, removing duplication, and that a comprehensive plan be developed for women's empowerment and involvement in education.

29. The Mission also informed the GOM officials that any grants to MMs, NGOs, etc. should be for purchasing goods or services which have an educational purpose, and that the purpose should be specified in the revised proposals.

C. Institutional Capacity

30. Project, District and Block Administration. In general, most districts have proposed considerable augmentation of physical facilities, equipment and libraries at district, block and beat levels for administrative and/or training uses. Activity and cost rationalizations of these proposals are needed.

31. Supervision. Some districts have proposed additional supervisory staff and some training for them. However, the Mission suggested that efforts should be made to improve school supervision through innovative means, and was informed that the GOM does indeed propose to revise supervision norms and staff roles. Details of this proposal would be valuable.

32. Training. The Mission raised the issue of untrained teachers in the project districts and was informed that the state has made plans to train them. As the baseline studies have revealed that the proportion of teachers who are untrained is somewhat higher than estimated by the district administrations, the districts may investigate and make specific plans to address this issue by Appraisal. The representative of the SCERT clarified that untrained teachers were being encouraged to undertake correspondence courses, while the district plans mention 'condensed courses'.

33. Monitoring, evaluation, research and feedback. The district proposals do not add any activities beyond the MIS that is being developed at the state level, and may wish to do so.

D. Increasing Access

34. New Schools and Classrooms. All the districts propose to open new schools in currently unserved areas, and in some cases mobile schools (for migrant children) and tent schools are proposed. While innovations are welcomed in the project, it is suggested that these be phased, beginning with small-scale pilot trials.

35. Nonformal Education. As a large number of NFE centres have been proposed (eg. in Aurangabad district), the Mission suggested that plans to open NFE centres be based on very careful site mapping in areas where it is not possible to open schools either because of poor infrastructural development or very low population density. As Maharashtra currently does not have an NFE programme, the opening of NFE centres in the districts will have to be phased in after the development and production of appropriate

teaching-learning materials, training of instructors and demand creation/assessment activities, which call for some revision of the district proposals.

36. Strategies for Girls. The Mission feels that while the proposal in the Parbhani district plan to provide bullock-cart transport to girls is innovative, it plans to benefit very few girls and is quite costly. The district should compare the value and costs of this approach with those of establishing non-formal centres where a school is inaccessible or cannot be opened.

37. Strategies for SC/ST. The DPEP will finance textbooks and educational materials for SC/ST and EWS children and girls, but scholarships, uniforms and school feeding are outside the DPEP Guidelines

E. Improving Retention

38. VECs. The districts propose a central role for VECs and PTAs in mobilising and monitoring girls participation, and provide for orientation and training of these groups. The proposals state that 50 per cent of VEC members will be women. As stressed in the main text of the Aide Memoire, the GOM is urged to plan for greater representation of women and other disadvantaged groups (SC, ST, EWS) in project committees at all levels. It feels that between one-third to one-half of members in the DEPCs, Executive Committees and BEPCs could also be women. Similarly, representation of SC, ST and EWS could be atleast in proportion to their population in the given administrative unit

39. Improved school facilities. Parbhani district has proposed a large number of toilets be constructed in schools as well as borewells and fencing. The costs of these would be clubbed into the civil works component which is subject to the 24 per cent ceiling. Project funds may be used for maintenance of school facilities, but little has been proposed in the district plans.

40. Only one of the five district plans proposes to add Class V to the Lower Primary Schools. This approach may be explored further particularly for villages in which the Upper Primary School is distant, a factor which discourages girls and poor children from completing atleast five years of schooling. The Mission noted that under DPEP Guidelines the Project will not finance facilities or activities above Class V.

41. Strategies for Girls. The state's policy to raise the proportion of female teachers to 50 per cent is reflected in some, if not all, of the district plans. It was suggested that this proportion should be monitored separately for rural and urban areas of the district and even smaller areas if possible. However, discussion during the review focussed on the possible trade-off between this and getting qualified teachers particularly in remote areas, and the Mission urged that attention be paid to getting appropriately qualified persons and training them, as well as to alternative strategies (eg. NFE, shiksha karmis) for remote/backward areas.

42. Non-DPEP Strategies. As the DPEP will not finance attendance allowances for any children proposals for these should be removed from the district plans. The provision of motorcycle loans to education extension officers will also not be possible under the project.

F. Increasing Learning Achievement

43. ECCE. As a large number of pre-schools are proposed to be opened in all the five districts, the Mission requests that the GOM pay special heed to the comments made in the main text of the Aid

Memoire on ECCE. The Project provides an opportunity for Maharashtra to rationalize resources of the DOE and ICDS to enhance the quality of, as well as maximising the reach of, pre-primary education. Through proper coordination with ICDS, the DOEs balwadis and ICDS anganwadis, and their training and materials development/production systems could complement each other. Unnecessary overlap must be avoided, particularly as ICDS expands to new blocks (with full coverage of the state proposed by the end of the VIII Plan). In this connection, Parbhani district has proposed an unusually large number of balwadis, which may be investigated and appropriately revised. The district plans may also be supplemented with information about the training of pre-primary teachers.

44. In-service Teacher Training. Training activities described in the district plans are various and separate. In-service teacher training is envisaged on different topics (eg. MLL, preparation of teaching aids, science and maths) at different times and different levels (eg. SCERT, TTIs, beat, cluster and school complex levels). However, training should be more integrated (eg. MLL, multigrade teaching, gender sensitization), and the appropriate level designated. In short, none of the districts has a clear and rational training plan, which would facilitate implementation of the training by the training facilities (including deployment of teacher educators and training of trainers), and systematic deputation of teachers for training by block and district officials. By Appraisal each district should develop a training plan (in detail for atleast the first year of the project), linking it appropriately with the training activities being proposed in the state components plan by the SCERT and MIEPA, and including training evaluation activities. In addition, the district plans to establish DITs should be described in these proposals. Details of the mobile training teams (squads) may also be provided.

45. Several districts have proposed the acquisition of audio-visual equipment at block level and below. It is important for the plans to address the issue of availability of software for VCRs, cassette players, etc., and clarify how this equipment would be used in teacher training and/or classroom transaction.

46. Instructional Materials and Aids. Teaching learning aids should be based on local materials rather than standardised kits, and teachers should be trained in their development. New (non-OBB) schools can be given a choice of equipment for teaching aid production, rather than the standard kits. Training centre and school libraries should include materials for teachers to prepare their own teaching/learning materials, and could have different books with systems worked out to share resources. The Mission does not recommend construction of a warehouse in Aurangabad.

47. Non-DPEP Strategies. Currently, the districts are proposing cash awards and prizes for students and teachers which are also outside DPEP norms. It is recommended that these proposals be revised, in favour of prizes and awards which reinforce educational objectives, such as books, sports equipment, radios or two-in-ones.

G. Summary of Actions to be Taken by Appraisal

- Conduct and document village level meetings to discuss project proposals and solicit beneficiary views and suggestions, and revise plans in accordance with these.
- Prepare a detailed integrated training plan for all training at state, district, block levels and below (including MLL and other training at SCERT, training for NFE and ECCE, and training/orientation of village committee members).

- Provide detailed plans for the development of MIEPA and its activities.
- Develop an approach to a Women's Empowerment Programme and plan appropriate activities in the Project districts for it.
- Provide information on gender review of textbooks and actions taken.
- Complete financial documentation as specified in para 21.
- Provide the Bank with complete sets of school maps for first year construction in each district.

DPEP Pre-appraisal Mission State of Tamil Nadu

The state and district plans for Tamil Nadu were reviewed by IDA and GOI on 28 January 1994 in New Delhi. The mission congratulated the state and district teams for the tremendous progress made in revising the plans since the preparation mission. The district plans include detailed documentation of the participatory process, school maps, building designs, summary training plans, project costing and first year expenditure plans. The state society has been registered and the bye-laws reviewed by GOI. All studies have been completed (reports are awaited).

Two components in the Tamil Nadu project proposal require substantial revision. First, current proposals for civil works (including drinking water, toilets and electrification) total about 34% of project costs and are outside DPEP guidelines. Second, IDA will fund new teacher posts only against new classrooms where there are no existing teachers. Most of the additional classrooms being proposed are in schools where there are apparently enough teachers.

Other important points discussed in the State review meeting:

1. Management

- (a) The description of the project management structure at the state and district levels is inadequate; the role of the Task forces is unclear.
- (b) The ratio of professional staff to other staff in the state project office needs to be reviewed.
- (c) The proposed expansion of the Secretariat needs to be reviewed as GOI may not be able to finance any expansion of administrative personnel.
- (d) The management process (responsibilities and accountability of various functionaries, Annual Work Plan and Budget and flow of funds to the district/block/school) needs to be spelt out.
- (e) The proposal for a separate building for the DPEP project office should be reviewed in lined with revised GOI guidelines.

2. MIS

- (a) The DPEP MIS will monitor three types of data from the project: (1) educational (school) statistics, (2) progress on project inputs, expenditures/disbursements and outcomes and (3) evaluations and research studies. In order to be compatible, each state's MIS must converge with those of other states and with the national MIS now being designed. For that reason, the project team should finalise its MIS design only after receiving information from GOI on the overall national requirements and state options.
- (b) In the meantime, the project team can prepare to implement its MIS in two ways. First, it can constitute a state-level MIS Implementation Committee to interact with the national committee now being established. Second, in the revised state plan, the project team can address three questions not fully answered in its current plan: (1) What types of staff are needed to operate the MIS as an effective management tool? (2) How will these persons be trained for this role? (3) How will information from the MIS actually be used to improve decision-making at all levels?
- (c) The current cost of the MIS component (Rs. 16 million) includes expansion to non-project districts. The establishment of the MIS at the state level and in the three project districts can be financed by the

project; hardware and salary costs in non-project districts cannot be financed by the project.

3. State Finances

(a) An authoritative set of figures on plan and non-plan expenditures on elementary education and total education for the last five years should be provided.

(b) The incremental recurrent costs of the project should be estimated and their ratio to the normal increase in recurrent expenditures on elementary education calculated. Recurrent costs should include salaries of additional staff retained after the project period, the cost of consumables (including school supplies), maintenance and fuel which have not been budgeted in some components.

4. Gender

(a) The mission pointed out that the main strategy for girls' education was appointing women teachers and building girls' toilets. The size of both these sub-components may be revised downwards in order to keep within IDA guidelines (on appointment of new teachers) and GOI guidelines on the limits for civil works. The project does not mention strategies that are specifically aimed at improving girls' retention.

(b) The state/district teams may wish to spell out in greater detail the proposed curriculum revision (for eliminating gender bias), programs for gender sensitisation of school management personnel and teachers, increasing the numbers of women managers and ensuring that women teachers have an equal voice in the planning and management of education.

5. ECCE

(a) The state proposals contains a program for training of ECCE staff. The objectives of this training program are not spelt out in detail. It would be useful to have a more detailed description of how the education component of existing pre-school services would be improved.

(b) It was noted that detailed data on individual children and their families are available from the TINEP project and that these could be effectively used by the Education Department for micro-planning.

6. Teacher Training

(a) The role of the Resource Centre at the DTERT should be described. No staff is indicated for the Resource Centre. Are additional staff required? What kind of qualifications will they be required to have? Who will fund them? The proposed library expansion is large. Is there space for expansion of the library? Have the costs of additional shelves and staff to support the expansion been included?

(b) The link between training at DTERT, DIETS and block resource centres/school complexes is not clear.

(c) Training for use of OB materials need not be covered by DPEP as the GOI is organising a special program (SOPT) to provide this training to all primary teachers.

(d) Training for NFE instructors is not included in all the districts.

(e) The purpose of educational technology training for educational managers and administrators is not clear.

(f) The state/district teams should reconsider the proposed use of secondary school teachers as Key Resource Persons for training primary school teachers; an alternative is to use talented primary school teachers.

- (g) The preparation of training materials should include field trials.
- (h) The proposed teachers' handbooks appear extremely bulky. An alternative to consider is the use of annotated textbooks for teachers.
- (i) The cost of teachers' handbooks (Rs. 7.5 million) includes supply to all primary teachers in the state (125,000 teachers). The project can fund development of handbooks at the state level but supply will be funded for teachers in project districts only.
- (j) Given the time involved in designing good training strategies and materials, training of teachers cannot be expected to start until the second year of the project.

In revising the teacher training plan, the model for augmenting DIETs including equipment and additional staff for in-service training, which is being developed by NCERT, can be utilised. It will also be better to integrate the various training programs and ensure that training is provided on a recurrent basis.

7. Learning Materials

- (a) Workbooks are mentioned for classes 3-5 only, although the problem of low achievement begins in lower primary classes. Materials for lower primary classes should be considered.
- (b) The proposed workbooks apparently cover only English, mathematics and science. Materials for teaching reading in Tamil should be considered as this is fundamental for achievement in other content areas.
- (c) Field trial of workbooks should be included.
- (d) The state proposal contains a line item for designing, producing and distributing interactive workbooks (cost Rs 50 million). The district proposals for Dharmapuri and Thiruvannamalai include cost proposals for the same item (Rs 18.1 million and Rs 27.2 million respectively). It is not clear whether the state proposal includes the cost of production and distribution to South Arcot or whether it includes supply to other non-project districts as well. The latter will not be covered by project funds.

8. Curriculum Revision

- (a) The project report should include a description of the stage of curriculum revision, the nature of the revisions and proposed timetable for revising textbooks.
- (b) If the state is considering revising textbooks, the cost of development and revision can be charged to the project. Field trials of the textbooks should be included.

DISTRICT PROPOSALS

Building Institutional Capacity

9. Block Level Administration

- (a) A substantial increase in the number of supervisory staff (AEOs) is proposed. This should be reviewed in line with revised GOI guidelines.
- (b) There is insufficient explanation for some of the equipment proposed for the AEO's office (eg computer - What will it be used for? Who will operate it?). The provision of vehicles for AEO offices will have to be reviewed in line with revised GOI guidelines.

10. Block Resource Centres

(a) Block level equipment included TV, video, xerox etc. The justification for TV and video in BRCs has not been provided (eg. Are training programs on video available? Is there a proposal to develop them? Who will develop them?). Unless there is supporting software, such investments cannot be financed by the project.

Increasing Access

11. Teachers

(a) Salaries of additional teachers is a major item in this component (Rs 271 million out of Rs 691 million). As stated previously, IDA will fund new teacher posts only against new classrooms where there are no existing teachers.

Improving Retention

12. Civil Works

(a) Where toilets are being constructed, the provisions being made for water and a person to clean the toilets should be state. The proposal covers only girls' toilets (as part of the strategy for improving retention) -- when there are no toilets for boys and male teachers, it should be considered whether the toilets will be used by girls and female teachers.

(b) The proposal to electrify all primary schools should be reconsidered. What are the recurrent costs of this proposal? Who will bear them? What is electricity required for (lighting? equipment?).

(c) In order to bring down the unit cost of construction, the state government may wish to explore alternative mechanisms for undertaking school construction (through community participation) which ensure adherence to minimum technical standards and which are acceptable to GOTN and GOI.

13. Learning aids and play materials

(a) The cost of aids and play materials per school (Rs. 15,000 - Rs. 18,000) appears excessive. The cost of equipment for block lead schools is Rs 125,750/- per school in Dharmapuri. The total cost of this sub-component (learning and play materials and equipment) comes to Rs. 99 million.

Issues relating to procurement, storage and replacement of such materials as well as their replacement have not been addressed. Many of the learning aids are science models which appear unfit for primary school students. Their use in classroom instruction has not been described. Will teachers be interested or able to use them? Are the learning materials relevant for using in conjunction with textbooks? Will teachers be imparted training in their use? What will the equipment in the block lead schools and school complexes be used for? Who will use it? How will the materials be replaced annually?

(b) The preparation of low cost materials which can be sustained should be explored.

(c) The state/district teams may wish to consider alternative ways of providing essential supplementary learning materials to schools. Instead of sending a pre-determined list of items to every school, a more flexible, less expensive and potentially more effective method might be to give every school an annual fund and give teachers freedom to spend the money on agreed categories of expenditure. The mechanisms

for supervising these expenditures should be outlined.

14. Special Coaching Centres

(a) These have been included in all three district proposals at a total cost of Rs 50 million; only Dharmapuri district provides a rationale that they will be for SC/ST and 'backward' students (especially girls) and will provide an additional two hours of teaching to these students. This strategy needs to be described more fully. For instance, will these children be willing to stay behind for another two hours? Has the strategy been tried anywhere?

15. Residential Schools

(a) Three residential schools have been proposed in TVS. The rationale is not clear. Which children will these schools serve? Where will they be located? Why are recurring costs as high as Rs. 5 lakhs per year (against a non-recurring cost of Rs. 4 lakhs).

Improve Learning Achievement

16. The main subcomponents are distribution of workbooks and teacher training, which have been dealt with as part of the state-level issues.

General Issues

16. Unit Costs

(a) The cost of TA/DA should be in line with state government norms (currently they vary across districts).

(b) The cost of training materials per trainee also varies widely across districts. The cost should be related to the training materials to be used in the training programs.

(c) DIET trainers cannot be paid honoraria from project funds for training.

17. Link Between Issues and Strategies

(a) The project identifies dropout in classes 1-3 as the most serious problem but the strategies do not address this problem.

(b) Achievement is extremely low in classes 1-3 and most children in class 2 are not able to read words.

(c) Repetition is extremely high (about 30% in each class) but no mention is made of this problem.

(d) Tribal children in South Arcot face problems with regard to language of instruction. This needs to be addressed.

(e) Pupil-teacher ratios in Dharmapuri district (after discounting for the large number of minority language teachers) are very high (in the range of 70-80, and especially high in classes 1 and 2). The state government should consider appointing additional teachers and teaching assistants; such high pupil-teacher ratios can render project investments in teacher training and materials ineffective.

A fairly substantial revision of the district and state plans will be called for, keeping in mind the

following issues:

- (a) reducing the civil works component
- (b) reviewing the additional teacher and staff component
- (c) reviewing the cost of materials for supply to schools
- (d) removing the costs of supply of handbooks and workbooks to non-project districts as well as the cost of installing the MIS in non-project districts.
- (e) linking the proposed strategies more closely with the solution of identified problems.

It is suggested that revision of the plans should be undertaken after substantial technical assistance is given to the state and district core teams by the National Core Team and after taking into account the latest revisions in the GOI guidelines for DPEP.

The implementation plan should take into account the fact that development, field trials and finalisation of teacher training modules and additional learning materials will require a substantial amount of time. One strategy to consider is to use the first year for beginning civil works, setting up the management structures, training of project and educational administration staff, development of materials and pilot testing of training strategies. Mass training and distribution of materials could commence in the second year of the project.